



STATEMENT ON THE DEFENCE ESTIMATES 1995

Stable Forces in a Strong Britain

*Presented to Parliament by the
Secretary of State for Defence
by Command of Her Majesty
May 1995*



STATEMENT ON THE DEFENCE ESTIMATES 1995

Stable Forces in a Strong Britain

*Presented to Parliament by the
Secretary of State for Defence
by Command of Her Majesty
May 1995*



Produced by the Directorate of Defence Policy
Design and Artwork by MOD Central Services (Graphics) London
Printed in the United Kingdom for HMSO
Dd. 0509928 5/95 C125 51-1301

Contents

The use of italics below denotes material offering additional factual background or indicating the Government's thinking on important general issues as a stimulus to debate. These passages are distinguished from the main text by their distinctive setting.

| | | | |
|---|-----------|--|-----------|
| Glossary | 3 | Defence Role Two | |
| Introduction by the Secretary of State for Defence | 5 | NATO Command Structure | |
| Chapter One - Stable Forces in a Strong Britain | 7 | NATO Force Structures | |
| Chapter Two - The United Kingdom's Security and Defence Policies | 9 | Land Rapid Reaction Forces | |
| Security Policy | | Defence Role Three | |
| British Interests and Our Role in the World | | Humanitarian and Disaster Relief | |
| The Multilateral Context of Our Security | | Provision of a Military Contribution to Operations Under International Auspices | |
| European Security | | <i>British Forces in the Former Yugoslavia</i> | |
| The Atlantic Relationship | | <i>Operation DRIVER</i> | |
| European Defence | | <i>The Crisis in Rwanda</i> | |
| <i>European Defence</i> | | Operational Deployments Under Bilateral and Multilateral Agreements | |
| Russia | | Other Operational Deployments | |
| 'Partnership for Peace' | | Military Assistance and Combined Exercises | |
| <i>Extending Security to the East: British Co-operation with Central and Eastern Europe</i> | | Arms Control, Disarmament and Confidence and Security-Building Measures | |
| Standards and Values, and Norms of Behaviour | | | |
| Security and Stability Outside Europe | | Chapter Four - The Defence Equipment Programme | 59 |
| Instability; and the Response | | <i>Assessing Equipment Requirements</i> | |
| <i>Wider Peacekeeping</i> | | Joint Systems | |
| Proliferation | | <i>Ballistic Missile Defence</i> | |
| Terrorism and Other Transnational Problems | | Royal Navy Equipment | |
| Key Judgments Underpinning Our Security Policy | | Army Equipment | |
| Defence Policy | | Royal Air Force Equipment | |
| Force Categorisation | | Defence Procurement and the Defence Industry | |
| Force Structures and Characteristics | | Armaments Co-operation | |
| <i>Improving Our Capabilities for Joint Operations: the Joint Rapid Deployment Force and the Permanent Joint Headquarters</i> | | Defence Research | |
| Capabilities | | <i>The Creation of the Defence Evaluation and Research Agency</i> | |
| The Reserves | | <i>Wealth Creation: Maximising the Benefits of Defence Research to the United Kingdom</i> | |
| <i>Proposals for New Reserves Legislation</i> | | <i>Rationalisation of Nuclear Weapons Research</i> | |
| Chapter Three - Military Activity Under the Three Defence Roles | 35 | Defence Exports | |
| Defence Role One | | Chapter Five - The Management of Defence | 79 |
| Provision of an Effective Independent Strategic and Sub-strategic Nuclear Capability | | The Defence Budget | |
| <i>Reductions in the United Kingdom's Nuclear Forces Since the Non-Proliferation Treaty Entered Into Force</i> | | Service Personnel | |
| Provision of a Nuclear Accident Response Organisation | | Service Pay | |
| <i>Nuclear Accident Response</i> | | Independent Review of Service Career and Manpower Structures and Terms and Conditions of Service | |
| Military Aid to the Civil Power | | Housing | |
| <i>Developments in Northern Ireland</i> | | Equal Opportunities in the Armed Forces | |
| Provision of Military Assistance to Civil Ministries in the United Kingdom | | World War II Commemorations | |
| <i>The Royal Navy's Offshore Activities Around the United Kingdom</i> | | <i>World War II Commemorations</i> | |
| Provision of Military Aid to the Civil Community | | The Reserves | |
| Provision of a Military Search and Rescue Service | | The Cadet Forces | |
| Provision of HMV Britannia and The Queen's Flight State Ceremonial and Routine Public Duties | | <i>The Cadets</i> | |
| The Security of Gibraltar | | Civilian Personnel | |
| The Security of the Falklands and South Georgia | | <i>Civilian Numbers in the Ministry of Defence</i> | |
| The Security of Hong Kong | | <i>Civilian Personnel Management - The Future</i> | |
| Maintenance and Activation of Service Evacuation Plans | | Civilian Pay and Conditions | |
| Provision of Hydrographic Surveying and Geographic Services | | Equal Opportunities for Civilian Staff | |
| | | The Management of Defence | |
| | | Reporting to Parliament | |
| | | The Defence Costs Study - 'Front Line First' | |
| | | <i>The New Working Culture</i> | |

| | |
|---|---|
| <i>The Joint Service Command and Staff College</i> | |
| <i>The Defence Costs Study and Management Change</i> | |
| <i>The Ministry of Defence Police</i> | |
| Project CAPITAL: Resource Accounting and Budgeting | |
| Defence Agencies | |
| Efficiency | |
| Competing for Quality | |
| Private Finance Initiative | |
| The Citizen's Charter | |
| The Support Area | |
| Merchant Shipping | |
| The Release of Information | |
| Deregulation | |
| The Defence Estate | |
| <i>Managing the Defence Estate</i> | |
| Defence and the Environment | |
| Annex A: Analysing The Defence Programme | 107 |
| Annex B: The Strength of the Fleet | 121 |
| Annex C: The Strength of the Army | 127 |
| Annex D: The Strength of the Royal Air Force | 131 |
| Annex E: Defence Budget - Supporting Information | 135 |
| Diagrams | |
| <i>Figure 1</i> | The United Kingdom's Trading Patterns 10 |
| <i>Figure 2</i> | The Distribution of British Nationals Overseas 11 |
| <i>Figure 3</i> | Membership of International Organisations as at 1 April 1995 13 |
| <i>Figure 4</i> | Nuclear Weapon Holding States: Strategic Nuclear Forces 35 |
| <i>Figure 5</i> | Deployment of the Armed Forces, April 1995 36 |
| <i>Figure 6</i> | Reductions in the United Kingdom's Nuclear Deterrent 39 |
| <i>Figure 7</i> | Exercises in Europe in 1994 49 |
| <i>Figure 8</i> | Exercises Outside Europe in 1994 57 |
| <i>Figure 9</i> | CFE Treaty: Largest Declared Equipment Holdings 58 |
| <i>Figure 10</i> | Main Divisions of the Procurement Programme 59 |
| <i>Figure 11</i> | The Procurement Process 61 |
| <i>Figure 12</i> | The DERA Organisation 73 |
| <i>Figure 13</i> | The Divisions of the Defence Budget by Principal Headings 1995-96 80 |
| <i>Figure 14</i> | The Defence Budget and the New Management Strategy 81 |
| <i>Figure 15</i> | A Comparison of Defence Expenditure: NATO Countries 1994 82 |
| <i>Figure 16</i> | Ministry of Defence United Kingdom-Based and Locally-Entered Civilian Staff 90 |
| <i>Figure 17</i> | Army Field Training Centres 105 |
| Tables | |
| <i>Table 1</i> | Seven Mission Types for British Forces 27 |
| <i>Table 2</i> | The United Kingdom's National Contingency Forces 32 |
| <i>Table 3</i> | Royal Navy Forward Equipment Programme 64 |
| <i>Table 4</i> | Army Forward Equipment Programme 67 |
| <i>Table 5</i> | Royal Air Force Forward Equipment Programme 69 |
| <i>Table 6</i> | Collaborative Projects Involving the United Kingdom at 1 April 1995 72 |
| <i>Table 7</i> | Force Elements Contributing to Defence Role One 114 |
| <i>Table 8</i> | Force Elements Contributing to Defence Role Two 116 |
| <i>Table 9</i> | Force Elements Contributing to Defence Role Three 118 |
| <i>Table 10</i> | Force Structure 1995-96: Defence Role Totals 119 |
| <i>Table 11</i> | Cash Plans 135 |
| <i>Table 12</i> | Future Trends in Spending 136 |
| <i>Table 13</i> | Defence Operating Costs 137 |
| <i>Table 14</i> | Manpower: Outturn and Assumptions 138 |
| <i>Table 15</i> | Manpower Assumptions used in Costing 1995-96 Defence Estimates 139 |
| <i>Table 16</i> | Long Term Capital Projects - Details of Major Projects Costing Over £25 Million 140 |
| <i>Table 17</i> | Ship Procurement, Refitting and Repair 143 |
| <i>Table 18</i> | Exports of Defence Equipment 145 |
| Photographs | |
| September 1994 - Troops parade in front of the Brandenburg Gate as the tattoo marking the end of the Allied Presence in Berlin draws to a close | 14 |
| June 1994 - The Russian Foreign Minister, Andrei Kozyrev, signing the 'Partnership for Peace' Framework Document (Courtesy of NATO Photo) | 18 |
| Romanian and German troops participate in a weapons familiarisation exercise during PfP exercise CO-OPERATIVE BRIDGE (Courtesy of NATO Photo) | 21 |
| 6 June 1994 - Veterans parade on Arramanches Beach, Normandy | 26 |
| Strathclyde floods, December 1994 - Paisley-based Territorial Army combat engineers of 102 Field Squadron (V) assist the local police in ferrying people to safety | 34 |
| Since September 1994, soldiers on patrol - here of the Royal Irish Regiment - have worn regimental berets and no camouflage cream | 43 |
| A Royal Navy Fishery Protection Officer inspecting tuna nets | 45 |
| The Royal Engineers upgrade one of the mountain routes in Bosnia to make it suitable for traffic | 50 |
| A Warrior Mechanised Armoured Infantry Vehicle on patrol on one of the main supply routes from Croatia into central Bosnia | 51 |
| Kuwait, October 1994 - Royal Engineers (attached to 45 Commando Royal Marines) connecting a water supply | 52 |
| British soldiers from 23 Parachute Field Ambulance treating a Rwandan child in one of the field hospitals set up in Rwanda last year | 54 |
| The Royal Marines on exercise in Trinidad | 55 |
| Trident Demonstration and Shakedown Operation - first firing | 63 |
| Prototype Challenger 2 Main Battle Tank on user trials (Courtesy of The Military Picture Library, © 1994) | 66 |
| Engineering mock-up of the advanced flight station for the next generation C-130J (Courtesy of Lockheed Corporation (International) S.A.) | 68 |
| The UVIC® Detector | 74 |
| The helmet-mounted uncooled thermal imaging camera developed for the fire-fighting services by the DRA and GEC Marconi (Courtesy of GEC Marconi) | 76 |
| Inside the control room of HMS <i>Vanguard</i> during the Trident Demonstration and Shakedown Operation first firing | 78 |
| SAC working on the engine of a Royal Air Force Hercules | 86 |
| Her Majesty The Queen reviews veterans embarked on the international flotilla from HM/Y <i>Britannia</i> , 5 June 1994 | 87 |
| Sea Cadets hoisting the mainsail on Training Ship <i>Royalist</i> (Courtesy of Campbell MacCallum) | 89 |
| Some 3,000 acres of CBDE Porton Down were declared in 1994 as a Special Protection Area under a European Community Directive for Stone Curlews; typically some 20 pairs nest here (Courtesy of the Royal Society for the Protection of Birds) | 106 |

Glossary

| | | | |
|-------------|---|--------|--|
| ABRO | Army Base Repair Organisation | CTBT | Comprehensive Test Ban Treaty |
| ABSDA | Army Base Storage and Distribution Agency | CVS | Aircraft Carrier |
| ACE | Allied Command Europe | DASP | Defence and Aerospace Sector Panel |
| ACSC | Army Command and Staff College | DD | Destroyer |
| ACV | Armoured Combat Vehicle | DERA | Defence Evaluation and Research Agency |
| AEW | Airborne Early Warning | DFTS | Defence Fixed Telecommunications System |
| AF | Augmentation Forces | DFWES | Direct Fire Weapons Effects Simulator |
| AFNORTHWEST | Allied Forces North West Europe | DHE | Defence Housing Executive |
| AG | Adjutant General | DPC | Defence Planning Committee |
| AMF(L) | Allied Command Europe Mobile Force (Land) | DRA | Defence Research Agency |
| AMRAAM | Advanced Medium Range Air-to-Air Missile | DROPS | Demountable Rack Off-loading and Pick-up System |
| AOR | Auxiliary Oilers Replenishment | DTEO | Defence Test and Evaluation Organisation |
| ARCS | Admiralty Raster Chart Service | DTMX | Defence Transport and Movements Executive |
| ARRC | Allied Command Europe Rapid Reaction Corps | DUTC | Dual Use Technology Centre |
| ASW | Anti-Submarine Warfare | EAC | Equipment Approvals Committee |
| ATS | Aviation Training Ship | EH101 | European Helicopter 101 |
| ATTU | Atlantic To The Urals | EOD | Explosive Ordnance |
| AVLB | Armoured Vehicle Launcher Bridge | EU | European Union |
| AWE | Atomic Weapons Establishment | EUCLID | European Co-operation for the Long Term in Defence |
| BMATT | British Military Advisory and Training Team | FF | Frigate |
| BMD | Ballistic Missile Defence | FLA | Future Large Aircraft |
| BR90 | Bridging for the Nineties | FPDA | Five Power Defence Arrangements |
| CARICOM | Caribbean Community and Common Market | FPS | Fishery Protection Squadron |
| CBDE | Chemical and Biological Defence Establishment | FSBR | Financial Statement and Budget Report |
| CDA | Centre for Defence Analysis | GDP | Gross Domestic Product |
| CFC | Chlorofluorocarbon | GOC | General Officer Commanding |
| CFE | Conventional Armed Forces in Europe | GSB | General Support Bridge |
| CID | Criminal Investigation Department | HCFC | Hydrochlorofluorocarbon |
| CINCHAN | Commander-in-Chief Channel | HCSC | Higher Command and Staff College |
| CJTF | Combined Joint Task Force | HLB | Higher Level Budget |
| CNAD | Conference of National Armaments System | HMP | Her Majesty's Prison |
| COCOM | Co-ordinating Committee | HMS | Her Majesty's Ship |
| COEIA | Combined Operational Effectiveness and Investment Appraisal | HMSO | Her Majesty's Stationery Office |
| CSB | Close Support Bridge | HMY | Her Majesty's Yacht |
| CST | Command and Staff Training | HQ | Headquarters |
| | | HS | Home Service |
| | | ICBM | Intercontinental Ballistic Missile |
| | | IGC | Inter-Governmental Conference |

Glossary

| | | | |
|--------|--|----------|--|
| IRF | Immediate Reaction Forces | RMR | Royal Marine Reserve |
| ISD | In-Service Date | RMSM | Royal Marines School of Music |
| JHQ | Joint Headquarters | RN | Royal Navy |
| JRDF | Joint Rapid Deployment Force | RNAD | Royal Naval Armaments Depot |
| JSCSC | Joint Service Command and Staff College | RNAS | Royal Naval Air Station |
| LPH | Landing Platform Helicopter | RNR | Royal Naval Reserve |
| LSB | Long Span Bridge | RNSC | Royal Naval Staff College |
| LSL | Landing Ship Logistic | RUC | Royal Ulster Constabulary |
| MACA | Military Aid to the Civil Authority | SAC | Senior Aircraftsman |
| MACP | Military Aid to the Civil Power | SACEUR | Supreme Allied Commander Europe |
| MAFF | Ministry of Agriculture, Fisheries and Food | SAR | Search and Rescue |
| MCMV | Mine Countermeasures Vessel | SAT | Standard Attainment Test |
| MDP | Ministry of Defence Police | SATCOM | Satellite Communications |
| MDF | Main Defence Forces | SBA | Sovereign Base Area |
| MESAR | Multifunction Electronically Scanned Adaptive Radar | SCR | Security Council Resolution |
| MIRV | Multiple Independently-targetable Re-entry Vehicle | SF | Special Forces |
| MLRS | Multiple Launch Rocket System | SLBM | Submarine-launched Ballistic Missile |
| MNF | Multinational Force in Haiti | SNCO | Senior Non-Commissioned Officer |
| MT | Military Task | SSBN | Ship Submersible Ballistic Nuclear (Nuclear-powered ballistic missile submarine) |
| NACC | North Atlantic Co-operation Council | SSN | Ship Submersible Nuclear (Nuclear-powered submarine) |
| NATO | North Atlantic Treaty Organisation | START | Strategic Arms Reduction Treaty |
| NCO | Non-Commissioned Officer | TA | Territorial Army |
| NMRCC | National Military Rescue Co-ordination Centre | TLB | Top Level Budget |
| NMS | New Management Strategy | TLE | Treaty Limited Equipment |
| NPT | Nuclear Non-Proliferation Treaty | TSB | Two Span Bridge |
| OCU | Operational Conversion Unit | TWCU | Tactical Weapons Conversion Unit |
| OSCE | Organisation for Security and Co-operation in Europe | UKSC(G) | United Kingdom Support Command (Germany) |
| OSR | Official Service Residence | UNAMIR | United Nations Assistance Mission for Rwanda |
| PE | Procurement Executive | UNFICYP | United Nations Force in Cyprus |
| PFI | Private Finance Initiative | UNHCR | United Nations High Commission for Refugees |
| PfP | Partnership for Peace | UNMIH | United Nations Mission in Haiti |
| PIRA | Provisional Irish Republican Army | UNPROFOR | United Nations Protection Force |
| PVR | Premature Voluntary Release | UNSCOM | United Nations Special Commission |
| RAuxAF | Royal Auxiliary Air Force | USAF | United States Air Force |
| RAF | Royal Air Force | VE | Victory in Europe |
| RAFSC | Royal Air Force Staff College | VJ | Victory over Japan |
| RAFVR | Royal Air Force Volunteer Reserve | WEAG | Western European Armaments Group |
| RCC | Rescue Co-ordination Centre | WEU | Western European Union |
| RCDS | Royal College of Defence Studies | | |
| RF | Reaction Forces | | |
| RFA | Royal Fleet Auxiliary | | |
| RM | Royal Marines | | |

Introduction

by the Rt Hon Malcolm Rifkind QC MP,
Secretary of State for Defence



Statements on the Defence Estimates published since the end of the Cold War have recorded a string of significant developments: the dramatic changes in the strategic setting; the development of our defence and security policies to respond to those changes; the consequent remodelling of the structures and capabilities of our armed forces; the major operations on which they have been engaged; and the changes we have made to the management of defence.

We cannot expect the international setting to remain anything but fluid. But we believe that, as we leave the period of turbulence that started with the fall of the Berlin Wall a little over five years ago, we can set a steady course for the future and inject a period of stability into defence planning and funding.

The Government has a clear view of Britain's place in the world, reflected in the coherent defence and security policies set out in Chapter Two. We have, and intend to maintain, world-class armed forces on which we can draw in building security in the uncertain world we now face. Their most notable achievements over the past year are described in Chapter Three. Against the background of the positive developments we have seen in Northern Ireland, this Statement makes clear that, even if their commitments change, the Government intends to maintain their fighting strength and capabilities.

This Statement also describes the way in which the 'Front Line First' initiative and the management mechanisms we now have in place have allowed us not only to proceed with important equipment projects but also provide us with the opportunity to make further capability enhancements in future. Chapter Five sets out the changes we are making to the management and organisation of defence and, together with a wholly new Annex, provides additional and updated financial and management data, which I hope will be welcomed as a further contribution to informed debate on defence issues.

A handwritten signature in black ink, reading "Malcolm Rifkind".

Ministry of Defence
May 1995

CHAPTER ONE

Stable Forces in a Strong Britain

101. More than five years have passed since the fall of the Berlin Wall provided the most powerful symbol of the end of the Cold War. During this period, we, together with our allies, have been adapting to the transformed strategic setting - to a world in which we are immeasurably safer, but in which we face increased uncertainty and rapid change. Recent Statements have set out the changes we have made to our defence and security policies, to the structures and capabilities of the armed forces and in the management of defence. As we leave the period of turbulence immediately following the end of the Cold War, we believe that we can, and should, set a steady course for the future.

102. We have therefore set out in Chapter Two of this year's Statement a full description of our defence and security policies, including a clear statement of our view of Britain's role in the world, now and in the future. The United Kingdom remains, both economically and militarily, in the first league. We will continue in the future, as we have in the past, to be a major participant in world affairs, willing and able to lead decisively rather than to follow. We have assets - our long experience of political stability, a global rather than a regional perspective, and especially our world-class armed forces - on which we can draw for the benefit of both ourselves and the international community.

103. Our strategy will be to pursue our goals with those who are willing, like us, to bear a share in promoting peace and stability. NATO remains the bedrock of our security and is essential for continued stability in Europe. We shall continue to make a major contribution to its adaptation to the changed strategic setting, enabling it to carry out new crisis management tasks and to extend security to our new partners in central and eastern Europe. At the same time, we shall work to develop European arrangements for defence co-operation through the Western European Union that will complement NATO's growing capacity

for military crisis management. At each of the steps we take in the years ahead, including the enlargement of western institutions, we will keep our eyes fixed on one key aim: to build a wider Europe that is based on the standards to which we subscribe, that emphasises the indivisibility of European security and which sustains the relationship we have built over 50 years between Europe and North America.

104. We will continue to promote peace and stability beyond Europe. Many of the challenges we face demand an international response. We have played an active role in developing the capacity of the United Nations and other international organisations to meet those challenges. And our armed forces have continued to be in high demand for international efforts to relieve or prevent conflict and suffering. Chapter Three sets out how they have responded, including their continuing achievements in the former Yugoslavia and their successful contribution to new challenges in Kuwait and Rwanda. As our forces deploy to the latest United Nations operation, in Angola, it is clear that the year ahead will be equally busy.

105. The news at home is more encouraging. In Northern Ireland, for the first time in twenty-five years, there are grounds for hoping that a permanent peace is achievable. The ceasefires declared by the terrorist organisations have held for more than six months, despite a few relatively minor bomb attempts. During that period, only one person has died as a result of what are believed to have been terrorist activities. As a consequence, we have been able to reduce significantly the routine support provided by the Army to the Royal Ulster Constabulary. The return to more normal civilian policing has been widely welcomed. But terrorists retain both arms and the capability to renew attacks at any time; so the security forces remain ready to respond immediately if required.

106. Our armed forces provide the backbone of our security policy. The restructuring programme set out in *Britain's Defence for the 90s* (Cm 1559-I) has adjusted the size of our armed forces to match the reduction in the threat that we face. But it has not reduced their quality, or their importance to this country. In future, we are ready where necessary to continue to use our armed forces in the pursuit of our defence and security goals and the interests we share with our allies and partners.

107. We recognise the need to continue to invest in people and equipment to allow them to undertake that role. Last year's Statement announced the setting up of 'Front Line First' - a major Study designed to identify the potential for savings without reducing our front-line capability. The results, described in this Statement, have been impressive. Not only has the front line been preserved but we have also been able to make significant enhancements. The July 'Front Line First' announcement contained confirmation of equipment orders and tenders for all three Services worth £5 billion, as well as a number of other important improvements to our operational capability, including most importantly the development of a Joint Rapid Deployment Force and the establishment of a permanent Joint Headquarters.

108. But the achievements of 'Front Line First' go much wider than this. It provided us with a range of additional tools to improve the way in which defence is managed. Building on the disciplines of the New Management Strategy - which are themselves to be reinforced with the introduction of a number of improvements to our financial management arrangements - we have in place for the future powerful mechanisms to enable us to bear down on costs, increase efficiency and drive out waste. We will as a result be able to ensure that the defence budget is put to the most effective use in future, with the opportunity to redeploy money saved to make further investments in the capability of our armed forces.

109. The new defence budget, announced in November, reflects the Government's commitment to defence. It enables us to preserve front-line capabilities and to meet the costs of change. It will allow us to fund the 'Front Line First' enhancements and sustain our equipment

plans: tenders for equipment worth around £1.5 billion were announced with the new budget, in addition to the £5 billion confirmed in July. And this Statement describes how the taut control exercised by budget holders in this year's recosting of the defence programme has allowed us to plan for still further improvements to our operational capabilities. We are, for example, examining a substantial upgrade to the communications systems of our submarine fleet; we intend to introduce a new range of armoured equipment for the Royal Engineers; and we plan to procure a new advanced sonobuoy to enhance the Royal Air Force's maritime patrol capability. This is the pattern we want to adopt in future.

110. Our armed forces have been through a prolonged and difficult period of change as a result of the end of the Cold War. We cannot expect the international setting to remain anything but fluid. We recognise, too, that many of our people, military and civilian, will continue to face turbulence as 'Front Line First' is implemented. And we must continue our efforts to achieve the greatest output for every penny spent on defence. But the big decisions have been taken. We believe we can now inject a period of stability.

111. We have stability of funding. In our work to take forward the independent review of Service career and manpower structures we will seek to put in place an enduring package of terms and conditions of service for the years ahead.

112. We believe that, with the completion of the restructuring of our forces, our front line is now correctly configured for today's uncertain world. We made it clear in last year's Statement that we wished to retain the strength of our front-line capabilities. We can now make this assurance more specific in the context of recent positive developments in Northern Ireland. There will be no cuts to our front line, even if our commitments reduce. If we are able to reduce the armed forces' commitment to operations in support of the Royal Ulster Constabulary, it will not be matched by cuts in fighting units. Instead, for our Servicemen and women it will mean more time for their families, more time for training and more time to apply their expertise and professional skills on the global stage.

CHAPTER TWO

The United Kingdom's Security and Defence Policies

SECURITY POLICY

201. The goal of our security policy is to maintain the freedom and territorial integrity of the United Kingdom and its Dependent Territories, and the ability to pursue our legitimate interests at home and abroad. In so doing, it will contribute to the maintenance of a positive sense of national identity and purpose. Security defined in this way is a broad and enduring concept. It encompasses sustaining the rule of law and internal order within the United Kingdom and our Dependent Territories; reducing the possibility of, or if necessary deterring or defending against, external aggression against the United Kingdom, our Dependent Territories or our vital national interests; and creating and preserving the conditions of peace and stability within which we can pursue our national interests. The last of these includes the promotion of an international framework that will favour our democratic, economic, trading and social values and allow people to pursue and enhance their well-being, recognising that security rests as much on developing and sustaining relationships between peoples as on state and interstate action.

202. Our defence policy is designed to support this wider security policy. It guides the contribution the armed forces make to the achievement of our defence and security goals, and shapes their structure and capabilities. The welcome removal of the strategic threat that dominated our security concerns for so long means that the armed forces are being put to a broader range of uses in promoting our security interests. As a consequence, defence policy is interleaved to a greater degree than in the past with foreign and economic policies in the pursuit of our security goals; and the use of the armed forces is therefore more likely to be orchestrated with other instruments. Equally, a credible military capability will often be a crucial underpinning to diplomatic or economic action, and remains our insurance against the re-emergence of a strategic threat.

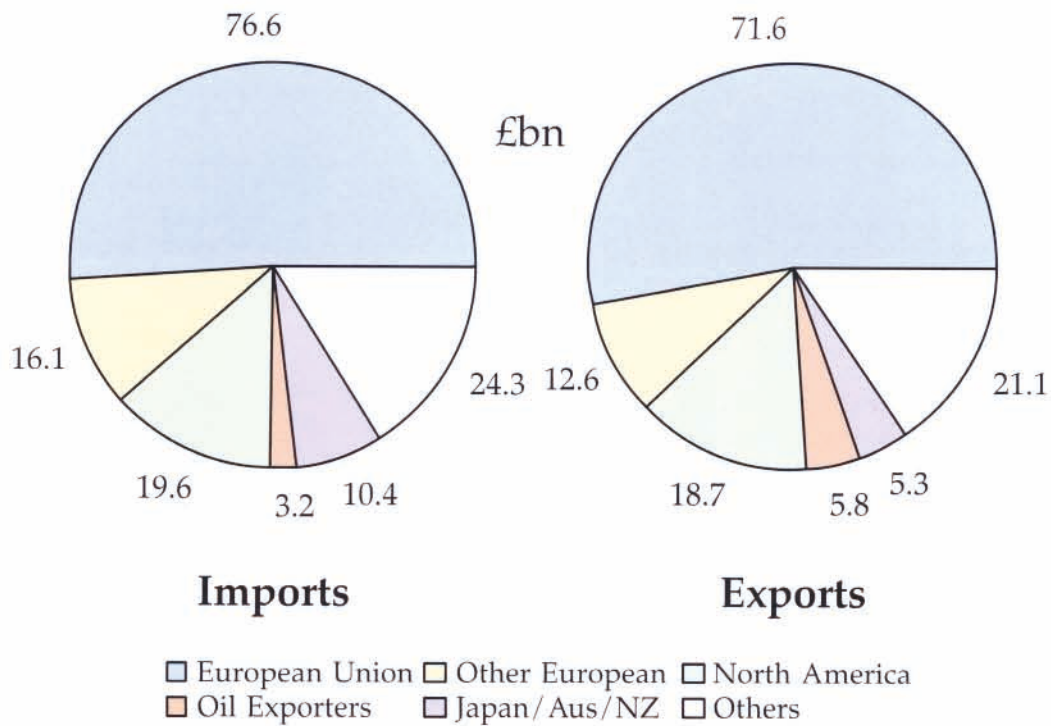
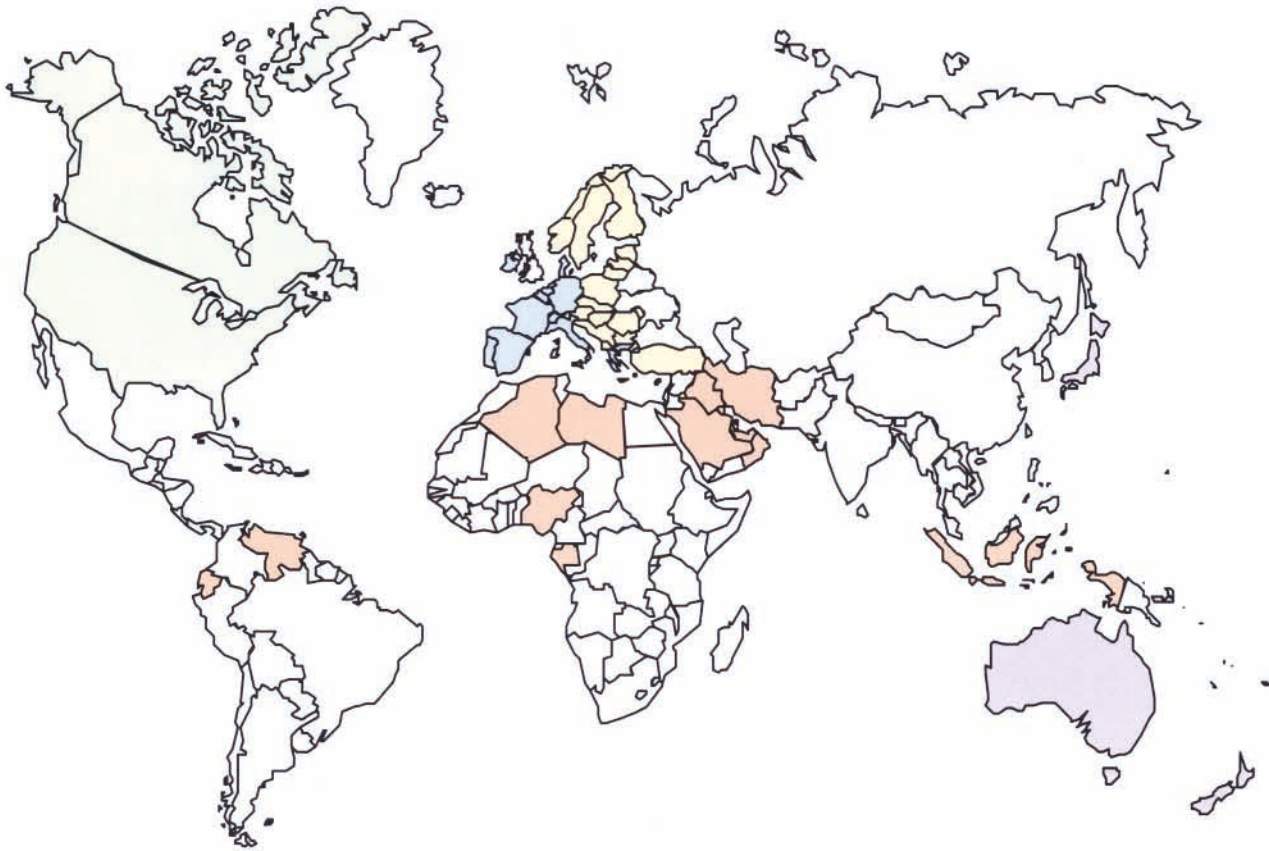
BRITISH INTERESTS AND OUR ROLE IN THE WORLD

203. British interests will best flourish, and our efforts produce the greatest returns, in a stable, humane and law-abiding world. We shall therefore use our influence to promote standards of democracy, liberal capitalism and the rule of law, in the belief that their wider spread will not only be to our benefit, including our greater security, but also to the benefit of the international community as a whole.

204. We live in a world which is more unpredictable, and which is subject to rapid change. But it is not one from which we would wish to disengage. The United Kingdom is a major participant in world affairs: a Permanent Member of the United Nations Security Council; a leading member of NATO, the European Union, the Western European Union and the Commonwealth; a member of the Group of Seven of the world's most powerful economies; and a responsible nuclear power.

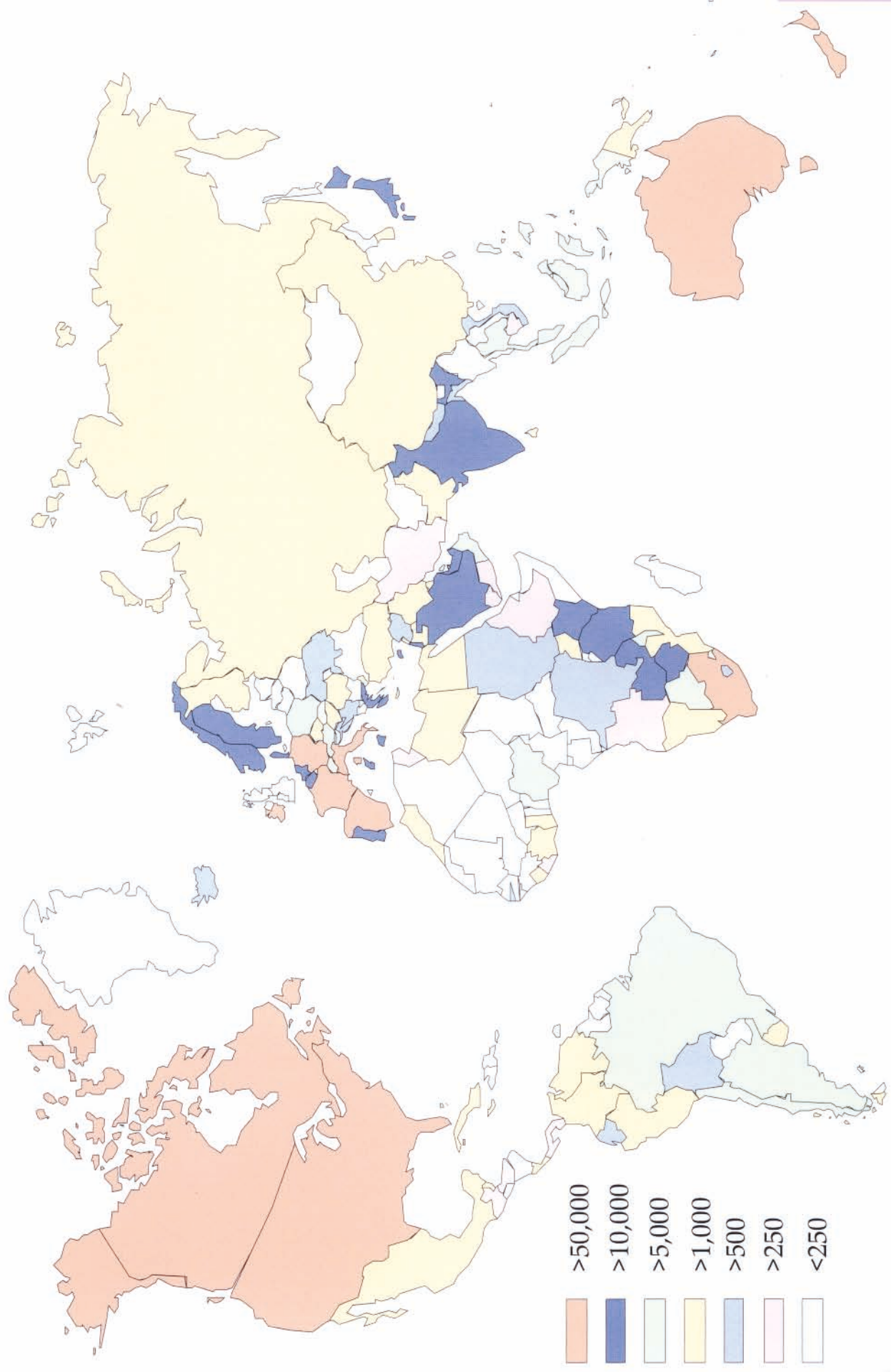
205. We have global interests and responsibilities, especially towards our 14 Dependent Territories scattered around the world. We also have more specific interests. As a nation, we live by trade and investment. Exports account for 27% of our Gross Domestic Product, compared to 12% for the United States and 9% for Japan. As Figure 1 shows, whilst half of our trade is with the countries of the European Union, one-third is with non-NATO countries. The bulk of our trade, 92% by volume and 76% by value, is transported by sea, 64% by value with non-European Union countries. Our manufacturing industry is dependent on raw materials from overseas. Our global investments are estimated to be worth around \$300 billion. Only Japan and the United States exceed this sum. So we depend upon a stable environment within which to trade.

Figure 1. The United Kingdom's Trading Patterns



Source: Overseas Trade Statistics of the UK with Countries outside the European Community, CSO Business Monitor, MM20, Dec 94

Figure 2. The Distribution of British Nationals Overseas



Source: 1994 Consular Annual Statistics, Foreign and Commonwealth Office

206. We also have a large expatriate community. A high proportion of this resides in Europe, the Commonwealth and the United States. But, as shown in Figure 2, there are significant numbers of British nationals living in potential areas of instability, including the North African littoral states, the Middle East and sub-Saharan Africa. The spread of British citizens around the world is likely to grow in future as trading and cultural relations develop. We have obligations towards these individuals, who in many cases have the right of abode in the United Kingdom.

207. We therefore believe that both the collective interest and our own national interests coincide in our engagement in activities to promote peace and stability throughout the world. There are few countries in the world with a combination of a mature democracy, an outward-looking foreign policy and capable and professional armed forces - assets on which we can draw for the benefit of the international community. We take seriously our international responsibilities. In a world where states are increasingly pursuing their interests in a multilateral context, we derive benefit in return. We are therefore determined to maintain a global outlook and to play an active role in international affairs, reflecting our history and the wishes of our people. Living up to this sense of responsibility is a deliberate act, explicitly recognised in our defence and security policies.

THE MULTILATERAL CONTEXT OF OUR SECURITY

208. In an interdependent world, many of our interests are shared with our partners and allies, in the United Nations, NATO and the European Union. Indeed, many interests can sensibly only be pursued through multilateral organisations and bilateral alliances. The scope for co-operation in international affairs will therefore continue to increase; and we will more frequently further our national interests in concert with our partners within the framework of a web of interlocking institutions and alliances (see Figure 3), each with its own role.

209. In pursuing greater security and stability, we can draw from the deep reservoir of co-operation in the institutions we have helped to build over the past 50 years - the United Nations; the Organisation for Security and Co-operation in Europe; NATO; the European Union; and the Western European Union. We will, however, balance trends towards integration and institutional action with the retention of our

capacity for national action to meet our inescapable national obligations.

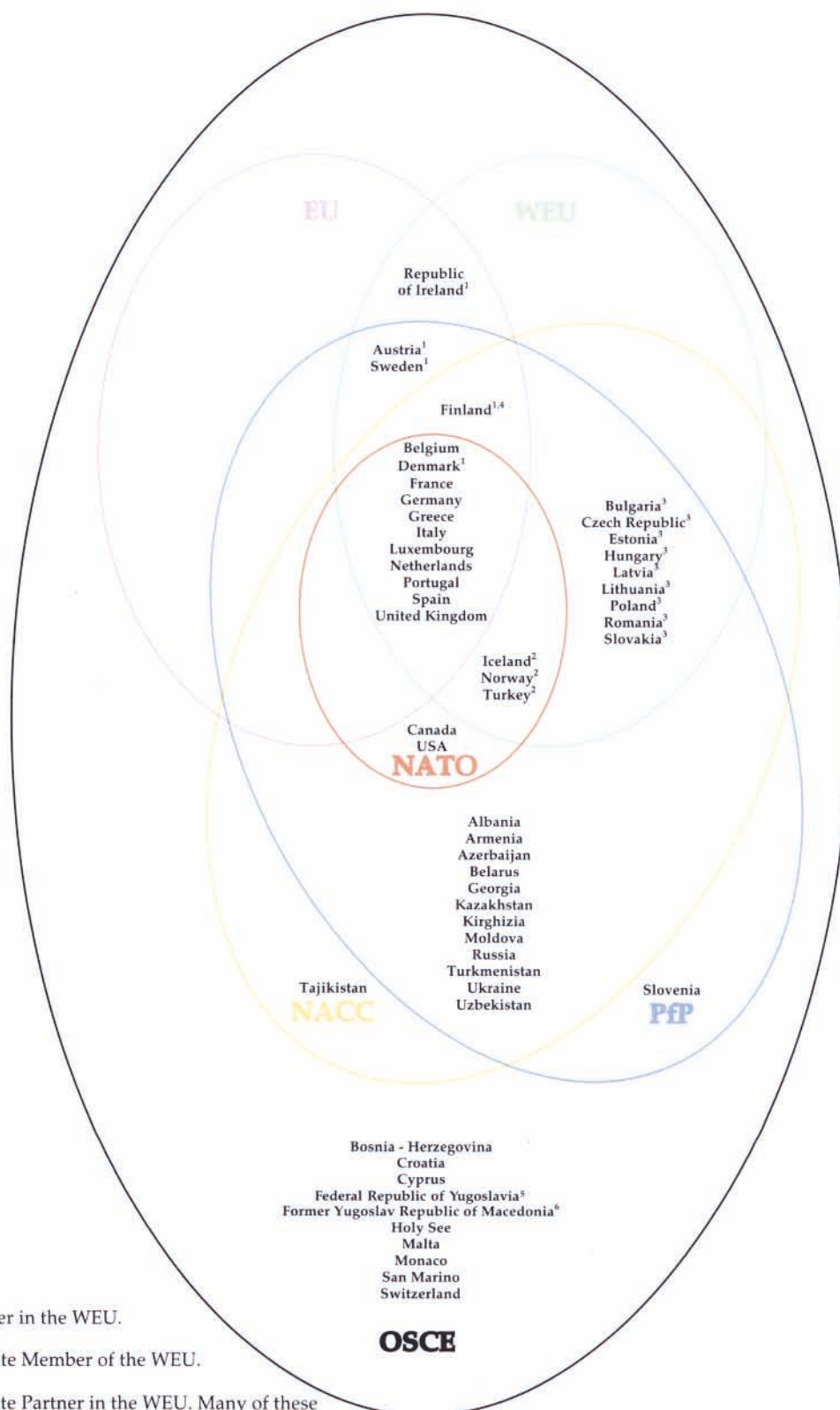
210. NATO has shown how military integration allows us to reap the greatest benefit from international co-operation. In the security field, wide-ranging collaboration may be a sensible means of tackling the problems that transcend national boundaries such as the proliferation of weapons of mass destruction, drugs, organised crime, terrorism and environmental pollution. The degree of integration that has been achieved in western Europe over the past 50 years is unprecedented. But our policies must equally take account of the sobering fact that forces towards disintegration remain. Within the past five years, the Soviet Union has become 15 separate states, Yugoslavia five and Czechoslovakia two.

211. One of the challenges in the years ahead will be to respond to the desire to preserve cultural and national identities without generating fragmentation and instability. In this, the modern nation state will remain the fundamental basis for establishing and maintaining democratic structures and the rule of law in a way that will be meaningful to individuals and consistent with their sense of identity. And free co-operation between sovereign states will hold the key to the successful defusing of tensions and the containment and resolution of disputes. The nation state will therefore remain the basic building block in constructing the kind of security order we wish to see, in Europe and wider afield. Whilst we may choose to exercise our responsibilities through coalition action with our partners, we believe that the basis of future security structures should be that action in the security and defence field should be inter-Governmental, based on co-operation between nation states.

EUROPEAN SECURITY

212. Freed from the constraints of East-West confrontation, the political, economic and social landscape of Europe has been transformed. The consolidation of liberal democracy in central and eastern Europe contributes to our security; and we are seeing welcome signs that the economic reforms put in place are beginning to bear fruit. But, despite the seismic shift in European security since the fall of the Berlin Wall, we must expect to experience for some time the aftershocks of the collapse of the Soviet empire. We cannot yet be certain how this landscape will evolve. Some of this uncertainty will inevitably translate into new risks to our interests and those of our allies.

Figure 3. Membership of International Organisations as at 1 April 1995



Notes:

1. Observer in the WEU.
2. Associate Member of the WEU.
3. Associate Partner in the WEU. Many of these countries also have agreements with the EU.
4. Observer at the NACC.
5. Membership suspended.
6. Observer in the OSCE.

213. The major challenge we face is that of completing the construction of a wider Europe: one that is based on the rule of law, democratic principles and liberal capitalism; that is free from the fear of widespread conflict; that respects the cultural, linguistic and political diversity that is the norm; and that can as a consequence match the economic and cultural challenges mounted in the wider world. In this, our vision must encompass the Europe of nation states stretching from the Atlantic to the Urals and from the Arctic Sea to the Mediterranean.

214. We believe that the response to the challenge of building a wider Europe should be based on a strategy that combines five main strands:

- Maintaining a relevant and robust relationship between Europe and North America and, as part of that, a militarily effective and politically credible North Atlantic Alliance.
- Building a wider Europe, including European defence arrangements, that can win and hold the consent of its peoples by ensuring co-operation and collective action where essential whilst respecting the legitimacy of Europe's nation states.
- Establishing a relationship with Russia that emphasises the indivisibility of European security and that assists those in Russia seeking to bind it into the European family of nations.
- Developing a partnership that is relevant to the aspirations of all the new democracies in central and eastern Europe, including the Ukraine and Baltic States.

- Establishing throughout Europe the highest standards and values, and associated norms of international behaviour.

Our strategy binds all five of these tasks into a cohesive whole so that we ensure that each of the steps we take in the years ahead, including the enlargement of western institutions, provides a net gain to our common security.

The Atlantic Relationship

215. For 50 years, the European-American relationship has been expressed in common defence and security institutions, a product first of the Second World War and then of the Cold War. Pre-eminent amongst these is NATO, which remains fundamental to the defence and security needs of nations on both sides of the Atlantic. It remains, as it has been since its inception, a political community of nations committed to promoting shared values and defending common interests. For 45 years, NATO has been the means by which we have successfully maintained our collective defence. It remains the irreplaceable guarantor of our mutual security. It continues to provide the most reliable basis for bringing forces together into a militarily effective coalition. In a changing world, this attribute is crucial to us.

216. NATO's adaptation, begun at the 1990 London Summit, was given added impetus at the Brussels Summit in January 1994, the main outcome of which was the 'Partnership for Peace' initiative (described further below); the support given to the development of a European Security and Defence Identity; practical measures initiated to enable NATO to undertake effectively not only its core missions but also new missions, and to allow it to provide assets, where appropriate, for European-led operations; and a programme of work on measures to counter the risks posed by the proliferation of weapons of mass destruction.

217. At the Brussels Summit, NATO also reaffirmed that membership of the Alliance remains open to other European states in a position to further the principles of the Washington Treaty. We would welcome enlargement reaching out to



September 1994 – Troops parade in front of the Brandenburg Gate as the tattoo marking the end of the Allied Presence in Berlin draws to a close

democratic states to the east as part of an evolutionary process that contributes to the security and stability of Europe as a whole.

218. The Alliance continues to adapt its force and command structures to ensure that they remain attuned to the changing strategic environment. Valuable progress has been made in developing the Combined Joint Task Force (CJTF) concept, endorsed at the 1994 Summit. This will improve NATO's ability to assemble and command multinational forces for contingency operations through the creation of flexible, deployable Headquarters. These will also be available for use by the Western European Union for those operations where NATO decides not to participate, thus aiding the development of a European Security and Defence Identity that is compatible with NATO. Work on detailed aspects of implementation is continuing.

219. Whilst NATO is, and will remain, the bedrock of our defence, it is only a partial expression of Atlantic solidarity. Defence and security are only one facet of the interests we share with our North American allies. We have a unanimity of fundamental interests based also on the rule of law and Parliamentary democracy, liberal capitalism and our shared cultural heritage. In the years ahead, we need a broader means of expressing the totality of these common interests. Hence our proposal for an Atlantic Community, extending into a broad range of other fields the regular and deep-seated co-operation that NATO has provided in the military sphere. We have suggested that one expression of this might be the creation of an Atlantic Assembly to bring together significant numbers of Congressmen and Parliamentarians on a regular basis to discuss defence and security as well as trade and economic issues. We are examining how best this might be achieved, including the role of the North Atlantic Assembly.

European Defence

220. Under the arrangements agreed at Maastricht in 1991, the Western European Union (WEU) is being developed in a dual capacity: as the defence component of the European Union; and as the European pillar of NATO. It has created links with the countries of central and eastern Europe, with the offer of Associate Partner status to Bulgaria, Hungary, Poland, Romania, the Czech Republic, Slovakia, Estonia, Latvia and Lithuania. This new status gives these nations the opportunity to participate in WEU Council

meetings, to contribute forces to WEU operations and to establish links with WEU planning bodies. Ministers from the Associate Partner countries attended their first Ministerial meeting at Noordwijk in November last year. With the accession of Greece to the WEU as a Full Member and of Sweden, Austria and Finland as Observers following their accession to the European Union, this means that the WEU now has ten Full Members, three Associate Members, five Observers and nine Associate Partners.

221. Over the past year, the WEU has developed preliminary conclusions on the formulation of a common European defence policy and has continued associated work on the further development of its operational capacities to carry out peacekeeping, humanitarian relief and other tasks - the missions defined in the Petersberg Declaration that the Europeans, operating through the WEU, should be capable of undertaking. The WEU has therefore been closely involved in work in NATO on the CJTF concept, which will provide NATO Headquarters facilities for operations under WEU direction and control. The WEU has also launched a 'joint reflection' on the problems and challenges of European security, which offers an opportunity for joint analysis by all 27 participating states.

222. Multinational exercises will play an important part in developing the WEU's capabilities. The United Kingdom has led the way with Exercise PURPLE NOVA 94, which took place in November last year. The exercise tested the command post procedures for assembling a combined military force for a humanitarian relief operation in a deteriorating situation outside the NATO area. For the first time in a British exercise of this nature, invitations were sent to other WEU nations to participate, either as players or observers. WEU Associate Partner nations were also briefed on the exercise. It provided a valuable opportunity to demonstrate the complexity of conducting an integrated operation involving naval, land and air forces from more than one nation outside the NATO framework, and to assist in the development of WEU procedures for crisis management and command.

223. The Maastricht Treaty provides for a review of European security and defence arrangements at the Inter-Governmental Conference to be held in 1996, and in parallel within the WEU. Our approach to the further development of European defence arrangements, and proposals for changes to organisational structures which we will debate with our partners in 1996, is set out on pages 16 to 18.

European Defence

1. Defence and security will be important issues at next year's Inter-Governmental Conference (IGC) to review the 1991 Treaty on European Union. On 1 March this year, the Prime Minister launched the United Kingdom's proposals for the treatment of European defence issues at the IGC and in the parallel review within the Western European Union (WEU).

2. The Government believes that these reviews will be both timely and valuable; and intends to play a leading role in debate up to and at the IGC. We believe that the reviews should take account of the continuing importance of NATO; of developments in western Europe since the signature of the Treaty on European Union; of recent developments in central and eastern Europe, including the building of new partnerships with Western institutions and the perspective of their enlargement; and of the future potential for instability requiring a European response.

3. Our proposals reflect our wider aims for Europe. In particular, they reflect our desire:

- To promote an outward-looking Europe, able to contribute to building security and stability on the European continent, on its periphery and beyond.
- To see the development of structures that encourage and allow flexibility rather than trying to impose undue conformity.
- To set goals that are realistic, attainable and that command the support of our peoples.
- To put in place arrangements that allow European nations collectively and individually to shoulder their share of the burden of promoting the conditions of international peace and stability within which European nations can best pursue their interests and well-being.

4. The WEU has an important and growing role in the development of a European security and defence identity. Based on the Brussels Treaty of 1948, it includes defence guarantees for its full members (ten of the fifteen members of the European Union) which are in practice carried out through NATO; the WEU's role here has been to enhance the European contribution

to NATO and to take an equitable share with our North American allies of the burden of sustaining common security.

5. We believe that defence of the territory of NATO member states should continue to be a matter for NATO. But Maastricht gave the WEU a further role, as the defence component of the European Union, able, at the request of the Union, to elaborate and implement decisions and actions of the Union which have defence implications. The WEU has agreed - and set out in the Petersberg Declaration of 1992 - the types of task on which it expects its military capabilities to be employed: crisis management combat operations; peacekeeping tasks, including embargo or sanctions enforcement; and humanitarian and rescue operations. In the new strategic environment, it is on these tasks that military forces are more likely to be used.

6. NATO is being adapted to allow it also to undertake these tasks, but it would be unreasonable to expect the United States and Canada to participate in every such mission in the future, on whatever scale. It is therefore on the Petersberg tasks that we believe the WEU should concentrate, either acting on its own behalf or, if it is asked, in response to a request from the European Union. This would not be an exclusive role; there is no simple criterion that would determine whether the WEU, or NATO, should carry out a particular mission. That would depend on a number of factors, including not only the willingness of the United States and Canada to participate but also the spread of operations already being undertaken by NATO and the WEU, the complexity of the mission and the risk of escalation. These factors will vary from mission to mission; and we will have to decide, with our allies, through consultation between the WEU and NATO Councils, which organisation should lead.

7. We believe that this task-based approach to defence planning should form the basis for decisions on practical measures to reinforce the WEU's capabilities. One of the most immediate requirements will be the development of effective arrangements for high-level decision-making. The Government's approach to this is governed by three key considerations. First, that each nation should be able to preserve its freedom to act in defence of its own legitimate national interests, without constraint. The United Kingdom has responsibilities to its Dependent Territories, for example, that we would not expect to share with our partners;

other nations have similar responsibilities. Second, as explained at paragraph 211, our approach will be that the basis for European action in the defence and security field should be inter-Governmental, based on co-operation between nation states.

8. The third consideration is the need to respect the differing rights and responsibilities of nations in the European Union and the WEU, in particular that, whereas some are bound by mutual security guarantees, others are not and are unlikely to be so - some by explicit choice, supported by the majority of their people - in the short to medium term. The WEU reflects this in its membership arrangements. It has ten Full Members - those states who are members both of the European Union and of NATO and are thus covered by NATO's defence guarantee, except for Denmark which has opted for Observer status. It has three Associate Members - European members of NATO who are not members of the European Union (Turkey, Norway, Iceland) - who are covered by NATO's defence guarantee but not by the WEU. It has five Observers - Denmark, plus members of the European Union who are not members of NATO (Ireland, Sweden, Finland, Austria). Denmark is covered by NATO's defence guarantee; the others are not. Congruence between the membership of the European Union and of the WEU is thus not complete. The WEU has also developed an Associate Partnership with nine states - Poland, Hungary, the Czech Republic, Slovakia, Bulgaria, Romania, Latvia, Lithuania and Estonia.

9. In contrast to the position within the European Union, therefore, there is a wide spread of rights and responsibilities in the WEU. This gives the WEU welcome flexibility on which to draw in bringing together coalitions of states willing to undertake Petersberg tasks. Since these tasks will not in the main be concerned with territorial defence, individual nations will be free to decide on a case-by-case basis whether they wish to be involved. Future arrangements must be equally capable of accommodating this 'variable geometry'.

10. For all these reasons, we have rejected the option of simply folding the WEU into the European Union as an inter-governmental pillar. Future European defence arrangements should be based on the WEU acting in a reinforced partnership with the European Union. This points to a need for improvements at the most senior political level: that of Heads of State and

Government. Hence our proposal for the creation of a new WEU body at Head of State and Government level, including all WEU Full Members, Associate Members and Observers, to provide a reinforced decision-making forum for matters relating to European defence; for mobilising European military capabilities for Petersberg tasks; and able to give a political stimulus to the development of European capabilities. It would in this way provide the necessary underpinning to the European Union's Common Foreign and Security Policy, whilst preserving and indeed reinforcing the transatlantic defence and security link.

11. We envisage that the new body would meet, as necessary, back-to-back with Heads of State and Government meeting in the European Council. It would be built on the WEU Treaty base, and the rights and responsibilities of its members would mirror those already in force. It would preserve the opportunity for others to opt in to WEU operations without changing their status, an issue that is likely to be of particular importance to those members of the European Union who are not members of NATO. And the intergovernmental nature of decision-making on defence would be preserved, without the involvement of the European Commission or the European Parliament which is provided for elsewhere in the European Union's structure.

12. The WEU will also need to develop its planning, command and control and other capacities for mounting effective European-led missions. We are prepared to invest in this provided that the goal is the development of WEU capabilities that are compatible with, not in competition with, NATO. A key element will be the successful implementation of NATO's Combined Joint Task Force initiative, which will provide a means by which NATO can make available elements of its command structure for European-led missions. Together with the agreement at the January 1994 NATO Summit to make NATO collective assets available to the WEU, on the basis of consultation in NATO, for WEU operations undertaken in support of the European Union's Common Foreign and Security Policy, this has opened the way for practical improvements which do not carry the risk of creating damaging divisions between North America and Europe. It will also allow further practical improvements to the WEU's planning capabilities, to its ability to provide politico-military advice in a crisis and to other practical arrangements that will, together, provide a significant enhancement to the WEU's

ability to bring together contingency forces from different nations and manage them as a coherent whole.

13. There are already a number of multinational formations which are or could be purely European in composition and which could be used in an operation under either WEU or NATO auspices, according to the circumstances. Those involving British forces include the United Kingdom-Netherlands Amphibious Task Force, the Multinational Division (Central) and the Allied Command Europe Rapid Reaction Corps, all of which have NATO assignments. We continue to believe that it would be wasteful and divisive to develop separate forces dedicated only to the WEU. We will, however, encourage co-operative

ventures between Europeans designed to improve the effectiveness and interoperability of European forces in preparation for the combined missions that they may undertake in future under the auspices of the WEU, NATO or bodies such as the United Nations and the Organisation for Security and Co-operation in Europe. A recent venture of this kind has been the Franco-British Euro Air Group, launched at the Franco-British Summit last November in Chartres. Based at High Wycombe, the Group will undertake planning activities to facilitate operations involving the French Air Force and the Royal Air Force. It will thus facilitate defence co-operation between France and the United Kingdom as well as being available to support planning for WEU and NATO missions.

Russia

224. The progress of reform in Russia remains an important factor in the determination of our security and defence policies. It is in the interests of us all that reform should succeed. The forthcoming Parliamentary and Presidential elections will be especially important in confirming that Russia is on the path to reform. The efforts we and our partners are making to help reform to take root and flourish in Russia are described on pages 20 to 22.

225. Rapid progress has been made since the failed coup that attempted to halt the collapse of communism. For the first time in its history, Russia has a working democratic constitution with a division of powers between Presidency, Executive and a bicameral Legislature. The old, distorted central planning process is being converted towards a market economy. And we are seeing the emergence of a Russian press which reports events honestly and stimulates public debate. Russia is a member of the Group of Eight, of 'Partnership for Peace' and manages its economy with advice from the International Monetary Fund.

226. We should not expect Russia to make a smooth and seamless progression to the type of liberal democratic state to which we have grown accustomed in western Europe. Reconciling the ethnic and cultural aspirations of some of its citizens will pose demands on Russian leaders for

many years to come: those who laid down the boundaries of the Russian Federation in the 1920s bequeathed a host of ethnic and cultural problems that were then aggravated by neglect and mishandling. So the integration of Russia into the European family of nations in a realistic but sensitive manner that takes account of the scale and complexity of the tasks faced by the Russian Government is one of the most important challenges we face.

227. Russia's military intervention in Chechnya epitomises these problems. The appalling casualties and destruction visited upon the civilian population of Grozny have rightly been condemned, both within Russia and internationally. But the open debate that military operations in Chechnya have provoked in Russia



June 1994 – The Russian Foreign Minister, Andrei Kozyrev, signing the 'Partnership for Peace' Framework Document

demonstrates that democracy has put down roots. The Russian Government too, appears sensitive to expressions of foreign concern; and ready to co-operate with the Organisation for Security and Co-operation in Europe (OSCE) in efforts to achieve a peaceful settlement and to bring relief to those affected by the fighting. Russia knows that the conflict in Chechnya has cast a shadow over relations with the West; and while we want to continue our support for her reforms and to avoid driving her into isolation, the close and comprehensive partnership we seek will remain difficult to achieve without progress towards a settlement. In the years ahead, we shall therefore couple pressure to adhere to the principles that underpin civilised and democratic societies, including accepted international standards on human rights and the use of armed force, with understanding, encouragement and the exercise of imagination.

228. NATO has offered the basis for the beginnings of a structured security relationship with Russia: a Partnership Programme with the Alliance; and a programme covering aspects specific to Russia and going beyond the Partnership, including countering the proliferation of weapons of mass destruction, co-operation on peacekeeping and consultation on nuclear safety. It has not yet proved possible to reach agreement with Russia on these programmes; but we hope that it will be possible to make progress soon.

229. We want to build and develop those programmes of co-operation in a way which allows us to move over time towards a mature form of partnership with Russia, built not only on her relationship with NATO but also with the European Union, encouraging convergence and harmonisation of policy on the broad range of issues affecting European security. We intend in this partnership to fulfil our obligation to spring "no surprises"; equally, it is one that will afford Russia "no vetoes".

230. We cannot, however, yet be certain that reform will succeed. The gravest challenge to our security and that of our allies would be the re-emergence of a major external threat to our territorial integrity or that of our allies, or to our vital interests. We believe the prospect of that to be extremely remote. It would, however, be imprudent to write off entirely the possibility that a strategic threat could re-emerge. Even after full implementation of the Strategic Arms Reduction Treaties and other nuclear arms control agreements, Russia will still possess an immense nuclear arsenal. It will also retain large

conventional military forces; and its political, economic and social evolution will spread over the next decade and beyond.

231. But the era of ideological confrontation has gone. Furthermore, any resurgence of a strategic threat to NATO would in all likelihood be preceded by a lengthy period of worsening political relations, coupled with a parallel military build-up. We hope that we will not see in future a return to the short warning times and impassable divide of the Cold War. For the present, we believe that political changes in Russia, restructuring and reductions in Russia's military capabilities and procurement programmes over the past five years, and the transformed political map of Europe mean that the warning time of a credible strategic threat re-emerging can now be measured in years.

'Partnership for Peace'

232. The objective of the 'Partnership for Peace' (PfP) is to enhance security in Europe by deepening political and military ties between NATO and central and east European states. The PfP programme offers close co-operation in fields such as the preparation of forces for use in peacekeeping and humanitarian operations. Participation in the programme will also assist those Partners who aspire to NATO membership in the evolutionary process leading to their integration. By 1 April, 25 states had joined the Allies in the programme, which now has a broader membership than the North Atlantic Co-operation Council from which PfP was developed. Detailed Individual Partnership Programmes have been agreed with Albania, Bulgaria, the Czech Republic, Estonia, Finland, Hungary, Latvia, Lithuania, Poland, Romania, Slovakia and Sweden. Partnership Offices have been opened both at NATO Headquarters in Brussels and in the Partnership Co-ordination Cell at Mons, which co-ordinates practical co-operation activities.

233. The PfP work programme encompasses peacekeeping and similar exercises, other military and non-military activities such as training and workshops, and a Partnership defence planning and review process which is open to all who wish to participate - 14 states have so far chosen to do so. A significant part of the PfP programme is based on activities organised on a national basis but which are accepted as contributing to the aims of the programme. The United Kingdom, along with many other Alliance nations, has co-operation and assistance programmes with almost all the countries of central and eastern Europe (see pages 20 to 22).

Extending Security to the East: British Co-operation with Central and Eastern Europe

1. The newly democratic countries of central and eastern Europe have been restructuring their armed forces and are keen to develop political and military relations with NATO and other Western countries. For these reasons, we are discussing with them their plans for the future and identifying areas in which we can co-operate and where the United Kingdom is well placed to provide assistance through our Outreach programme. Behind this dialogue, and our continuing work in this region, lies the fact that security and stability in Europe cannot be taken for granted, as illustrated by the current conflict and tension in the former Yugoslavia and the Trans-Caucasus.

2. The United Kingdom has been at the forefront of discussions within NATO on these matters. At the London Summit in 1990, former adversaries were invited to work with the Alliance to promote security throughout Europe. The subsequent need for more concrete co-operation and assistance to build upon the growing number of contacts was recognised at the Brussels Summit last year, when NATO launched 'Partnership for Peace' (PfP). PfP is intended to expand and intensify political and military co-operation throughout Europe. It has been welcomed by all the countries at which it was aimed, including Russia. So far 25 nations have signed the framework document, 12 of whom have agreed their Individual Partnership Programmes.

3. Our Outreach programme is designed to meet the following objectives:

- The promotion of stability and respect for internationally-agreed boundaries and sovereignty, supported by armed forces which are under clear democratic control.
- The promotion of excellence and openness in all aspects of military affairs, including training and exercises, to enhance confidence and security.
- The promotion of closer co-operation between central and east European states and Western security institutions, and the development of the ability of central and east European states to contribute more effectively to international crisis management operations.

4. We have concentrated on identifying and pursuing areas in which the United Kingdom can make a significant, distinct and sustainable impact within the resources available and without duplicating the work of NATO and other partners. Last year's Statement reported that the United Kingdom was to provide 20 nuclear weapons transport vehicles and 250 super-containers to help Russia meet her obligations under the START I Treaty. This project is progressing well. More than half the containers have now been delivered to Russia, for use in transporting nuclear warheads and intercontinental ballistic missiles to destruction sites. Deliveries of the vehicles are due to take place during the course of this year. The United Kingdom also supports the International Science and Technology Centre in Moscow, which provides research activities for former nuclear scientists.

5. Last year's Statement also mentioned our provision of military resettlement advice to Russia. This work has continued and has attracted the interest of other countries in the region, who are currently evaluating our programme with a view to future co-operation. More generally, we have signed Memoranda of Understanding with 14 countries covering various key activities, outlined below.

6. **Military Exercises** - Our bilateral co-operation programme has been boosted by PfP.

- In May, the Devonshire and Dorset Regiment participated in a bilateral joint peacekeeping exercise in Poland. The Coldstream Guards conducted a similar exercise with Hungarian defence forces in September. Also in September, the United Kingdom contributed troops to the first exercise held under PfP: CO-OPERATIVE BRIDGE, a 13-nation peacekeeping exercise, which took place in Poland. In October, a Company from the Scots Guards took part in a 12-nation PfP land forces exercise, CO-OPERATIVE SPIRIT, in the Netherlands. In October this year, Hungary, the United Kingdom and Germany will conduct a joint PfP exercise in Hungary.
- The Royal Marines undertook bilateral winter warfare exercises in the Czech Republic and Slovenia in February and March, and plan to conduct mountain-training exercises in Romania in October.

Romanian and German troops participate in a weapons familiarisation exercise during PjP exercise CO-OPERATIVE BRIDGE



- Royal Navy ships have conducted bilateral exercises with the Russian Navy, and both Navies took part in the 14-nation PjP exercise CO-OPERATIVE VENTURE, held in the Norwegian Sea area.
- Royal Air Force co-operation included Jaguar training flights in the Czech Republic and participation, with the Fifth Airborne Brigade, in the bilateral exercise VALKYRIE VENTURE in Poland.

7. Military Training - The professionalism and experience of the United Kingdom's armed forces is well recognised by the countries of central and eastern Europe. We have already responded to many requests for military training and advice.

- We have contributed to the multinational venture to help establish and train an infantry battalion, made up of troops from all three Baltic States, which it is intended should participate in United Nations peacekeeping operations. The Secretary of State for Defence signed the Memorandum of Understanding covering British assistance in Copenhagen in September. Since then, we have provided English Language training to the troops involved; and a team of Royal Marines has been conducting infantry training since January.
- The School of Infantry sent a training team to Latvia for six weeks to train 100 officers and NCOs from the Latvian National Guard. A British officer has also been seconded to Latvia as the Deputy Chief of Staff, helping to develop their defence

forces. Training teams have visited other countries, both to conduct training and to identify further requirements.

- A number of students from central and eastern Europe have attended the Royal College of Defence Studies, Staff College courses and military technical training courses in the United Kingdom.

8. Promotion of Expertise in Defence Management - Military administration within the Warsaw

Pact was often rigidly centralised. We have been able to assist where countries wish to reform their systems along Western lines. The successful restructuring of armed forces can go hand-in-hand with the development of expertise in defence management and support functions and the introduction of appropriate mechanisms for ensuring Parliamentary and public accountability. Following a seminar in this country on civilian participation in the democratic management of defence involving Defence Ministers, senior officials and military officers, we have begun a series of exchanges of specialist staff to help train officials in the establishment of more effective management systems. Over the past year, British civil servants have been seconded to the Lithuanian, Latvian, Estonian and Slovakian Defence Ministries. We are co-operating with the Baltic States in the areas of financial management, the organisation of Ministerial private offices and procurement methodology. We intend to widen the programme still further in future to cover other countries in central and eastern Europe.

9. English Language Training - There is a high demand for English Language training in most central and east European countries. We participate in two major English language training programmes. The Defence School of Languages runs courses for military officers from the countries of central and eastern Europe. Together with the Foreign and Commonwealth Office, we are also organising 'Project English for the Armies of Central and Eastern Europe', which provides in-country English Language training for the armed forces of former Warsaw Pact states, particularly through the training of English Language teachers within military establishments and academies.

10. Bilateral defence contacts, as well as promoting stability in central and eastern Europe, can benefit the United Kingdom in other, more direct ways. Military training and exercise areas for our armed forces are becoming increasingly scarce in western Europe, while many of those further east are under-used. A review of training facilities in the region is currently in progress, with a view to identifying areas where our personnel can exercise. Joint exercising and training helps to develop common military doctrines and contributes to interoperability, which may be of value in joint peacekeeping operations in the future. These

programmes also provide valuable opportunities for our personnel, both military and civilian, to gain new experience and take part in interesting and pioneering work.

11. Our bilateral defence programme has been expanded over the past year as a result of PffP. Our work is producing valuable results and we shall continue to attach the highest priority to it. But we recognise that defence co-operation alone cannot achieve stability. Success will also depend upon political, social and economic developments creating the prosperity to underpin lasting security.

234. We place great value on the concept of partnership, for we seek a balance between partnership and membership in the development of the wider Europe we wish to see. But there is an unhelpful pre-occupation with the latter, and in particular with membership of NATO and the European Union. Playing down the value of co-operation and playing up the significance of decisions on membership will risk re-creating the type of divide in Europe which we wish to avoid. And enlargement on its own cannot in any case be a panacea for every security problem that Europe faces. So we believe it important that NATO's 'Partnership for Peace' and the WEU's Associate Partnership programme offer an equality of opportunity for co-operation on issues affecting European security regardless of eventual decisions on enlargement.

236. These are not reasons for questioning the validity of enlargement but rather for ensuring that we get it right. The United Kingdom has consistently argued that the full integration of qualified partner states is a logical and necessary step in consolidating their reform process and in building a wider Europe. Once the NATO study described at paragraph 235 is complete, we want the Alliance to show imagination, energy and determination in working with candidates - as indeed it has done with those who have joined in the past. The time for decision rather than debate is getting closer.

237. Even so, it will not be possible to absorb all members of the 'Partnership for Peace' into NATO. It makes no sense, therefore, to put all the weight of security relationships within Europe on the issue of membership. We will in future need to base our security on a more complex web of arrangements, in which the fundamental point will not be status but the quality of co-operation. This is the true importance of 'Partnership for Peace': not as a waiting room for applicants but as a real opportunity for co-operation in dealing with issues affecting European security on an equal basis.

235. The Ministerial meeting of the North Atlantic Council last December set in hand an extensive study of NATO enlargement, the principles guiding it and the implications of membership. This will include examination of how the 'Partnership for Peace' programme and the North Atlantic Co-operation Council can contribute to the process. The results will be presented to all interested Partners later this year. Full membership of NATO involves security guarantees; in return, members also accept obligations. The main consideration in eventual decisions on the enlargement of the Alliance must therefore be an assurance that collective security, and security and stability in Europe as a whole, would be enhanced and not diminished by enlargement, taking into account the external consequences of decisions as well as the merits of individual candidates.

238. We will apply the same imaginative thinking to our relationship with the other countries of central and eastern Europe as to that with Russia, to provide them with the strengthened international status they need to allow them to play their full part in the European family. Our aim will therefore be to deepen co-operation with those who are not, and possibly never will be, members of NATO but who are willing and able to make a contribution to the security tasks that we face. Such an approach will help emphasise the indivisibility of European security.

Standards and Values, and Norms of Behaviour

239. The Organisation for Security and Co-operation in Europe (OSCE) (previously the Conference on Security and Co-operation in Europe, but renamed at the Budapest Summit in December last year to reflect its increasing role) has a special contribution to make to the construction of a wider Europe. It defines the standards and values and norms of behaviour for a broad community. It embodies an equal right and opportunity for each member, from the largest to the smallest, to participate in building security. With 52 participating states (the former Republic of Yugoslavia having been suspended in 1992), it is in a unique position to promote peace and stability in Europe.

240. We wish to strengthen the OSCE so that it is better able to play its part in building security in Europe, across three fronts: in setting standards of behaviour; in developing its role as the instrument of choice in early warning, conflict prevention and resolution; and, in these ways, providing reassurance for nations who are not, or are not yet, members of regional or other security organisations.

241. The OSCE has developed its crisis management and peacekeeping role since the 1992 Helsinki Summit. The Budapest Summit saw agreement in principle to provide a multinational peacekeeping force to Nagorno-Karabakh once cessation of the armed conflict there is achieved and an operation proves feasible. This could become the first peacekeeping operation mounted by the OSCE. The Summit agreed that the OSCE should begin work on a comprehensive study of requirements for European security for the 21st century. The Summit also endorsed a significant package of conventional arms control and confidence-building measures, which will contribute to the further promotion of military security and stability within Europe. Finally, a new code of conduct on the democratic control of armed forces was introduced; and measures were agreed to reinforce significantly the OSCE's ability to deal with the problems of minorities.

SECURITY AND STABILITY OUTSIDE EUROPE

Instability; and the Response

242. Whilst we welcome the end of superpower rivalry and the opportunities that its

disappearance provides for the promotion of our interests and values, not all of the consequences of the collapse of the Soviet Union have been positive. The removal of the constraints imposed for nearly half a century by the structure of ideological confrontation has resulted in civil war, cross-border conflict and the collapse of economic links in Europe and elsewhere. The previous low risk of global war has as a result been replaced by a greater risk of smaller-scale conflict and suffering, spawned by the instability present in many parts of the world, exacerbated in many cases by resource and economic pressures. The consequences of the rise of nationalism, extremism and ethnocentrism are nowhere more apparent than in some of the newly independent states of eastern Europe and in the former Yugoslavia, where we have seen how quickly regional instability can erupt into violence and how quickly conflict in one state can spill over into a neighbour.

243. We can expect to see growing calls on the United Kingdom to support conflict prevention, conflict resolution, peacekeeping and humanitarian aid missions, whether mounted by the United Nations and other international bodies or on an ad hoc basis. We will need the ability to respond, especially where our national interests are placed under serious threat. Equally, however, it will be to our national advantage to work with international organisations and with partners to reduce and remove the root causes of instability.

244. The United Nations is likely to face continuing pressure to mount peacekeeping and humanitarian operations, which will continue to make heavy demands on its capabilities and resources. Work to develop the United Nations' capacity to meet these challenges has continued. As a nation with global interests, the United Kingdom has remained active in this area. We have made a substantial contribution to the development of doctrine on the conduct of peacekeeping operations through the recent publication of the British Army's manual *Wider Peacekeeping* which is described further on page 24. This has been the subject of extensive consultation with the United Nations, with allies and other friendly nations, and with academic bodies involved in the study of peacekeeping theory and practice.

Wider Peacekeeping

1. The Army Field Manual *Wider Peacekeeping* took two years of research and analysis to produce, during which we consulted closely with the major troop-contributing nations, non-governmental organisations and the United Nations itself. We considered the process of consultation to be particularly important: besides wanting to make use of the experience and thoughts of others, we believed it to be important not to produce a narrow, purely national doctrine when United Nations operations are invariably multinational in nature.

2. Peacekeeping is not primarily a military activity, and military peacekeeping doctrine must therefore be responsive to the humanitarian and political dimensions of the search for peace. Thus military operations must be designed from the outset to create or support the conditions in which political, diplomatic and other peacekeeping activities may proceed. Military action cannot be viewed as an end in itself; rather it must complement diplomatic, economic and humanitarian endeavours. Success will therefore be measured by the rate at which these activities combine to enable progress towards the achievement of the United Nations mandate.

3. As a tactical level manual, *Wider Peacekeeping* seeks to address the needs of field commanders and their staffs, at levels ranging from formation to sub-unit and below. It does not set out to tell the reader what to think. Nor does it furnish detailed instructions for every situation. Rather it offers advice on how to think about wider peacekeeping, providing general guidelines which might be applied to a variety of situations. In this way, it seeks to shape the tactical commander's thought process when approaching peacekeeping operations, giving reasoned principles rather than prescriptive applications.

4. In developing the manual, we took as our starting point an examination of all previous United Nations interventions. Interventions during the Cold War were often characterised as ceasefire monitoring, but this classification masks the other operations, albeit small-scale, which frequently took place before the ceasefires became fully established. This historical analysis brought home the point that the activities and situations which *Wider Peacekeeping* seeks to

address have considerable precedent. Our conclusion was that today's peacekeeping operations are intrinsically no different from traditional peacekeeping - hence the choice of the term wider peacekeeping; the difference lies in the degree of difficulty. This conclusion was confirmed by the experience of the first troops to deploy to Bosnia-Herzegovina. One obvious consequence of this greater degree of difficulty is the need for greater numbers of troops with greater protection and considerably more capable soldiers than would be required to monitor a well-established ceasefire.

5. In essence, wider peacekeeping, like traditional peacekeeping, is an activity carried out with the consent of the belligerent parties. The peacekeeping force is a non-combatant third party. In order to sustain that status, the force must do all it can to maintain and extend consent, without which it cannot operate. A force which is required to impose peace needs much greater capability, akin to that for war-fighting. *Wider Peacekeeping* is a practical guide to conducting operations in an effective manner without crossing the threshold from peacekeeping to peace enforcement.

6. The guidance in the manual is drawn from an analysis of those things which might prejudice the important principle of consent - for example, partiality or inappropriate use of force. Thus the principles on which wider peacekeeping rests are impartiality, minimum force, mutual respect, credibility and legitimacy.

7. Rules of Engagement will be drawn up specifically for each operation to reflect the unique circumstances; but the manual examines the principle of minimum force, with its emphasis on proportionality and legitimacy, in order to provide a more general understanding of the guidelines for the application of force. The manual goes on to describe non-coercive techniques deriving from these principles which contribute to effective operations - chiefly negotiation, mediation and confidence-building.

8. The manual (which has been published by HMSO) has won widespread international approval for the clarity of its analysis and for its pragmatic operational techniques. It has been specifically welcomed by the United Nations Department of Peacekeeping Operations as a major contribution to the development of its own guidelines.

245. The United Kingdom has also been closely associated with conferences in Accra and Cairo, organised by the Foreign and Commonwealth Office, designed to take forward the Government's initiative on conflict resolution in Africa, which the Foreign and Commonwealth Secretary announced at the United Nations General Assembly in September. The purpose of the conferences has been to consult closely with key African countries on ways to enhance their ability to conduct peacekeeping operations. The initiative has been taken forward with the support of the United Nations and the Organisation of African Unity, and in close consultation with other countries, especially France. We stand ready to help in follow-up activity with training and advisers.

Proliferation

246. Regional instability may be compounded by the proliferation of nuclear, chemical and biological weapons and the means of their delivery which we, with our allies, have identified as being a major security concern. Our current assessment is that some dozen countries of concern have or are developing such weapons; most also have ballistic missile programmes. Programmes are largely concentrated in three regions: the Middle East; South Asia; and North Korea. While non-proliferation efforts have, we believe, been successful in hindering proliferators, the problems posed by states determined to flout international norms or agreements remain.

247. Determined proliferators have shown themselves able to evade controls. They may employ convoluted procurement networks; they may claim that they require dual-use equipment, technology and materials for legitimate civil purposes; and they may devote significant resources to the creation of an indigenous capability, which is far harder to monitor than a programme requiring outside assistance or supplies.

248. Amongst the states who have developed weapons of mass destruction, Iraq remains of great concern. Saddam Hussein has still to comply fully with United Nations Security Council Resolutions put in place after the liberation of Kuwait to eliminate Iraq's capability to produce weapons of mass destruction. It is possible that Saddam could again confront the United Nations, as he did last October, if he felt that internal problems were likely to threaten his survival. There remains the possibility that he will covertly attempt to regenerate his weapons of mass

destruction. The United Nations Special Commission is installing an intrusive long-term monitoring regime designed to make this more difficult.

249. North Korea has also recently been the subject of international concerns about non-compliance with the terms of the nuclear Non-Proliferation Treaty. It reached an agreement last September with the United States to redirect its nuclear programme; but there is still scope for North Korea to wriggle out of its commitments.

250. Our non-proliferation policy was set out in last year's Statement. There have been some positive developments in recent years on which we want to build in future. Over the past five years, 36 states have acceded to the Nuclear Non-Proliferation Treaty; South Africa has renounced its nuclear programme; and Argentina and Brazil seem to have suspended their ambitious ballistic missile programmes. And, as paragraphs 350 to 364 explain, a number of new arms control treaties, and verification regimes to existing treaties, are under negotiation or intended to enter into force over the next few years; and more countries are supporting export control measures. We are playing a leading role in the development of these regimes, and in work within NATO to consider the further political and military responses required to meet the problems posed by the proliferation of weapons of mass destruction.

Terrorism and Other Transnational Problems

251. While terrorist activity, especially in North Africa and the Middle East, is likely to continue, we judge that the trend in international terrorist activity since the mid 1980s has been in decline and, in particular, state sponsorship of international terrorism has reduced. The global threat will, however, remain for the foreseeable future.

252. Our security policy also provides for action to respond to other threats to our security and well-being, including drug trafficking, organised crime, environmental disasters and disease. Whilst many of these transnational problems are not new, the end of the Cold War means that combatting them has increased in relative importance in our security policy. The social disruption or upheaval that they cause will not only affect us directly, especially if it occurs in Europe or on its periphery, but will also provoke moral outrage at the violence and deprivation, whether inflicted within our continent or beyond.

KEY JUDGMENTS UNDERPINNING OUR SECURITY POLICY

253. Against this background, we can make certain key judgements underpinning our security policy in the period immediately ahead. As long as we are part of a strong NATO and maintain effective national military capabilities, we judge that:

- There will be no direct strategic military threat of attack against the United Kingdom.
- There is a very low risk of an attack on a NATO ally that would require the United Kingdom to respond under the provisions of the Washington Treaty.
- There is a very low risk of a threat developing to our Dependent Territories.

254. Nevertheless, our security policy recognises that:

- We live in a world which is unpredictable and subject to rapid change. Developments in regions of particular volatility - including central and eastern Europe and the Mediterranean - will have an important influence on our security. It will therefore be in our interests to work with international organisations and our partners to reduce and seek to remove the root causes of

instability. Equally, however, despite these efforts, instability flowing from nationalism, religious extremism, political and ethnic rivalry and disputes over resources will continue to spawn violence and suffering that could break out into wider conflict. There will as a consequence be growing calls on regional and international bodies - especially the United Nations - and in turn upon the United Kingdom to support conflict prevention, conflict resolution, peace support and humanitarian aid missions.

- Terrorism, including state-sponsored terrorism, will remain a potential challenge to our security and well-being, as will potentially other transnational problems. At home, there is now more hope of an end to hostilities in Northern Ireland than there has been for 25 years. But both republican and loyalist terrorist groups deliberately retain a substantial capability for carrying out further acts of violence without notice. We will therefore maintain our capability to respond quickly to any breakdown in internal order.
- The proliferation of weapons of mass destruction and the means of their delivery will continue to be a major security concern for the United Kingdom and our partners.



6 June 1994 – Veterans parade on Arromanches Beach, Normandy

DEFENCE POLICY

255. Britain's defence policy is the servant of our security policy. The three Defence Roles first elaborated in the 1992 Statement remain valid today. They are:

- **Defence Role One** - to ensure the protection and security of the United Kingdom and our Dependent Territories, even where there is no major external threat.
- **Defence Role Two** - to insure against a major external threat to the United Kingdom and our allies.
- **Defence Role Three** - to contribute to promoting the United Kingdom's wider security interests through the maintenance of international peace and stability.

256. The 1993 Statement also identified, as an analytical tool, six types of operation involving the use of military forces in which the United Kingdom might be involved. Following the decisions in June 1992 at Oslo and Petersberg whereby NATO and the WEU declared themselves available to undertake peacekeeping and humanitarian missions, we have also developed an additional category of operations covering the involvement of NATO and the WEU

in missions to project security and stability within central and eastern Europe and further afield. The resulting seven mission types are shown in Table 1.

257. The demands which these Roles and Missions place on the armed forces are in turn broken down into 50 Military Tasks. These define the military activities which the Department and the armed forces are required to undertake to give effect to the Government's security and defence policies. Between them, the Tasks cover the entire spectrum of the activities undertaken by the armed forces. Each Military Task covers an activity for which there is a common policy rationale. For each Task, we identify the forces and capabilities required to carry it out. The analysis, which is set out in further detail at Annex A together with a list of all Military Tasks, thus provides an explicit link between policy goals and the forces which achieve them.

FORCE CATEGORISATION

258. The response to any future strategic threat would require a military response markedly different from other potential calls on British forces. As noted above, we believe this at present to be an extremely unlikely contingency against which we would have a lengthy warning time. But we are determined to maintain as the foundation of our defence planning the ability to respond

Table 1. Seven Mission Types for British Forces

- | |
|---|
| <ul style="list-style-type: none"> • Military Aid to the Civil Power in the United Kingdom. • A challenge to the internal or external security of a Dependent Territory. • General War - a large scale attack against NATO. • A limited regional conflict involving a NATO ally who calls for assistance under Article 5 of the Washington Treaty. • A British contribution to NATO's and the WEU's new missions. • A serious conflict (but not an attack on NATO or one of its members) which, if unchecked, could adversely affect European security, or which could pose a serious threat to British interests elsewhere, or to international security. • Other military assistance and limited operations, characteristically of lower intensity and longer duration, to support international order and humanitarian principles, most likely under United Nations auspices. |
|---|

were such circumstances to arise. The first element of our force categorisation therefore covers:

- Forces for General War generated by the mobilisation of reserves to reinforce current units, completion of the necessary training, and generation of stockpiles and equipping of units to war levels, possibly together with the raising, training and equipping of wholly new units.

259. The other two elements of our force categorisation cover forces deployed on Tasks short of General War (recognising that in practice individual units and forces will migrate across functional categories as a result, for example, of rotation of garrisons, training and deep maintenance of equipment):

- Permanently Committed Forces, including our strategic nuclear forces and our garrisons.
- Our National Contingency Forces. These will be available for all seven mission types listed above. They will provide us with an immediate response to regional tensions that may escalate into conflict, whether on NATO's periphery or further afield; a core capability for credible response should our national interests be challenged; a foundation on which to build should we face again a major external threat to our security; and the pool from which we will draw for operations in support of international security and stability. As a result, they will undertake Military Tasks across all three Defence Roles.

FORCE STRUCTURES AND CHARACTERISTICS

260. Our requirement to contribute to common security through NATO, including support of its new missions, will be the major determinant of the overall size, capability and readiness of our forces. Our force structure will also continue to be based upon the requirements of high-intensity conflict. We believe that forces structured for high-intensity conflict are, with training and minor equipment enhancements if required, readily adaptable to lower-intensity operations; it is much more difficult to adapt less capable forces for high-intensity conflict. Capable, all-round forces are also more readily able to respond should the operation in which they are engaged escalate.

261. As a matter of policy, therefore, we do not intend to maintain forces with limited capability

and training specifically for peacekeeping operations. But our planning will reflect the particular demands made by operations mounted under Defence Role Three. Although these additional demands are small, they are significant in terms of the efficient execution of an operation. Our planning will thus take account of the way in which different types of mission will have different implications for:

- Equipment, where future procurement decisions will take account of requirements arising from operations across all three Defence Roles, including the need for equipment which may be relevant only, or primarily, to lower-intensity non-combat missions.
- Command, Control, Communications and Intelligence facilities, both to support operations outside Europe and to reflect the way in which changes in the strategic setting will inevitably lead to a greater degree of variability in the coalitions of those involved in particular operations.
- Training, where we will continue to plan on the basis that Contingency Forces should be capable of operations in all types of terrain: temperate; desert; cold weather; and jungle.
- Sustainability and Endurance, where high-intensity combat missions may generate different requirements to those of extended peace support operations.
- Deployability, taking account of the greater range from the United Kingdom at which our forces might be expected to operate in future.

262. The precise size, shape and capabilities of our National Contingency Forces will therefore be determined by the requirements arising from operations across all three Defence Roles. The broad nature of the risks and challenges before us means that we will continue to place a premium on forces and equipment offering flexibility, mobility, combat power and utility across the full range of Tasks in all three Defence Roles.

263. Our force structure will also be based upon judgements of the type, location, duration, frequency and warning time of missions to which our armed forces are likely to be committed in future. Our planning must clearly take account of what we can realistically expect to achieve and to afford. It must also continue to take account of the possibility that the demands on our armed forces

will increase if our hopes for greater stability in Europe are not fulfilled. But, whilst we must retain the ability to mount or contribute to the high-intensity operations that arise, we are likely to mount more lower-intensity operations in future than high-intensity combat missions. We are, as a consequence, likely to find ourselves continuously engaged in a number of concurrent, probably multinational, peace support or humanitarian missions, or other similar “operations other than war”.

264. It is also clear from the analysis above of the strategic setting in which our armed forces will operate in future that many of the missions in which they will be engaged will be conducted not only in coalition with allies and partners but also by units from all three Services working together in a cohesive ‘joint’ force. This increased emphasis on joint operations across the spectrum of potential missions underlay a number of proposals announced last year as part of the Defence Costs Study and described elsewhere in this Statement. Two of these proposals - the creation of a permanent Joint Headquarters and the development of a Joint Rapid Deployment Force - will have a significant impact on the way in which we mount and undertake operations in future. Our proposals for each are set out more fully on pages 30 to 31.

265. Whilst our planning draws a clear distinction between operations conducted with and without the consent of the parties involved, it does not assume that we will be able in future to sustain that clear distinction in every case. Our planning, and operational deployments, will therefore take account of such factors as:

- The possibility that non-combat operations might escalate to conflict, whether through misjudgment or deliberate escalation by third parties.
- The need for forces deployed on some non-combat operations nevertheless to have ready and demonstrable access to combat capabilities, as a deterrent to escalation by third parties, for self-defence and for use if necessary as a demonstration of resolve.
- Conversely, the possible need, after prosecuting conflict, to retain forces in theatre for extended periods for operations other than war, including humanitarian relief.

266. The past five years have shown a significant growth in the number of missions in which British forces might be engaged, especially in peace support and humanitarian operations and those whose aim is to build regional security and stability. The analysis set out above of the strategic setting suggests that it would be prudent to base our forward plans on this situation continuing for some years yet. We are, however, unlikely to be able to meet all calls for the involvement of British forces in new missions, or to be the largest contributor to those operations in which we take part. Prioritisation will be necessary.

267. The type of mission will be a significant factor in determining priorities. We can exercise some choice about the part we play in international security; and we therefore have in broad terms a progressively greater degree of choice about whether we should contribute to missions under Defence Roles Two and Three, and if we do decide to participate about the scale of our contribution, than we have about commitments under Defence Role One. In reaching decisions on our contribution to operations under Defence Role Three, we will take into account a number of factors, including:

- The degree to which our national interests are directly engaged. In particular, the deliberate commitment of our forces to conflict will require our national interests to be seriously under threat.
- The interests and involvement of those organisations of which we are a member, and of our major partners.
- Whether the use of military forces represents the most suitable response to the crisis.
- Whether there are clear and achievable objectives.
- For crisis management operations, whether there is a political process to which the parties are committed which offers a reasonable hope of resolution of the crisis.
- Whether the mandate of the operation is precise and finite.
- The extent to which our forces are already committed elsewhere.
- Whether we have confidence in the safety and security of our personnel.

Improving Our Capabilities for Joint Operations: the Joint Rapid Deployment Force and the Permanent Joint Headquarters

1. The reinforcement of Kuwait last October (see page 52) is just the latest in a series of examples of missions which have required the deployment at short notice of elements of sea, land and air forces brought together into a cohesive whole. Reflecting the greater likelihood of joint operations in the future, a number of important proposals announced after the Defence Costs Study are intended to improve our capability for joint operations. Two of them - the establishment of a permanent Joint Headquarters and the development of a Joint Rapid Deployment Force - are described here.

The Joint Rapid Deployment Force

2. The Joint Rapid Deployment Force (JRDF) is intended to strengthen our existing capability to project power quickly and potentially worldwide in support of British interests. Planning to define its missions, concept of operations and core capabilities is continuing. In particular, we are looking at how we can develop the capabilities of our rapidly-deployable forces, such as the Airborne and Commando Brigades and appropriate maritime and air forces, to intervene even more effectively and speedily together. As 'rapid deployment' implies, elements of a JRDF must be at high readiness, with a capability for strategic deployment by air or sea. Once in theatre, the JRDF may in some circumstances also rely heavily on the support provided by other elements of our National Contingency Forces, particularly for firepower and mobility. In principle, therefore, any element of our Contingency Forces could be drawn on to contribute to a JRDF operation, and the combat capability (and hence composition) of any deploying force will need to be carefully matched to meet the specific requirements of a particular operation. We are therefore giving detailed consideration to the relationship between the JRDF and our National Contingency Forces and, more widely, to the interface with NATO and European defence planning on rapid deployment forces.

3. The key to the JRDF's success will be its flexibility and responsiveness. These will be based in turn on extensive joint training and effective, interoperable communications and equipment. The United Kingdom's armed forces already have more experience of joint warfare

and are better prepared to meet the demands imposed by it than most of their counterparts. The JRDF will build on this strength by enabling resources for training and equipment to be targeted to best, joint effect.

4. We announced last July plans for a number of communications and mobility enhancements for the permanent Joint Headquarters and the Joint Force Headquarters. These include the purchase of satellite communications terminals and associated data links to maritime and air forces; operational command information systems; vehicles; ground-to-air radios and some additional manpower to assist tri-Service planning. In addition, improvements will also be made to the equipment of the Royal Air Force Tactical Communications Wing in order to increase the availability of satellite communications facilities for deployed Royal Air Force aircraft. The majority of this new equipment will be in place to support JRDF operations by 1996-97.

5. Apart from the improvements already announced, we are considering a number of further equipment enhancements to strengthen the capabilities of our rapidly deployable forces. Our plans include the provision of more communications support through the purchase of additional manpack SATCOMs for the Airborne and Commando Brigades and a third new generation communications satellite, SKYNET 4 Stage 2 (see paragraph 403). We also intend to purchase new air-portable all-terrain vehicles for the Commando Brigade. These will be ideally suited to JRDF operations and will provide protected manoeuvrability under indirect and small arms fire. To reduce deployment times, we are taking measures to improve the readiness of specialist shipping.

The Permanent Joint Headquarters

6. As part of the Defence Costs Study, we also reviewed our present arrangements for the conduct of joint operations under which one of the three single-Service headquarters is selected as the JHQ for a particular operation, with its staff then being augmented by personnel from the other two. This ad hoc approach has tangible disadvantages, risking a hastily-assembled staff entering the planning stage late, with a consequent initial lack of cohesion. The dislocation of staff also has a detrimental effect on the conduct of the core business of those headquarters providing personnel to the JHQ.

7. The establishment of a permanent JHQ for the conduct of joint operations will better enable us to respond to the variety of challenges we are likely to face in this more unpredictable world. There will be growing calls upon the United Kingdom to respond to a range of crises. Our ability to react swiftly to stabilise a situation before it deteriorates will frequently be put to the test. The permanent JHQ will draw together contingency planning, co-ordinate joint operational activities, joint training and exercises, and be a focus for joint doctrine. Concentrated within the permanent JHQ will be those intelligence staff required for the planning and execution of operations. As an organisation, it will therefore be proactive and anticipatory in its approach to business, monitoring developments in areas of interest to the United Kingdom, and able to conduct planning and devise options for intervention without risk of sending premature political signals. It will also incorporate within it the core of a deployable headquarters, with trained staff who can rapidly and efficiently establish a Joint Force Headquarters in a theatre of operations - as indeed was achieved to great effect last autumn in response to events in Kuwait.

8. The permanent JHQ will be set up at Northwood by 1 April 1996, building upon and enhancing the facilities already in existence

there. Its establishment will allow us to set in place a proper, clear and unambiguous connection between policy and the strategic direction of operations (the responsibility of the Ministry of Defence Head Office) and their conduct. The fact that it will be a permanent headquarters means that the JHQ will be able to relieve Head Office staff of the burden of the detailed work required from the very earliest stage of planning, which is in any case more properly the responsibility of an operational headquarters. One consequence will be the redeployment of staff from Head Office to the permanent JHQ and the establishment of a proper policy/executive divide. Work is well in hand to determine the precise size and organisation of the permanent JHQ, and the relationships and linkages not only with the Head Office but also with the single-Service Commands, which will continue to perform the essential function of providing operational commanders with properly trained and equipped units and formations which, in the event of a joint operation, would be assigned under command of the permanent JHQ. The single-Service Commands will continue to be responsible for commanding single-Service operations, such as support to the Royal Ulster Constabulary in Northern Ireland and air defence of the United Kingdom.

268. Our decisions will also be influenced by the degree of burdensharing, both internationally and within Europe. We recognise that we have a range of deployable, high quality, professional forces with a wealth of experience of all types of missions and capable of operating under autonomous command. But that does not mean that our armed forces should necessarily serve in the vanguard of all operations, take on the most exacting tasks or provide expensive capabilities that others choose not to make available.

269. It is clear that our force structure must in future be able to accommodate a number of concurrent operations and contingent commitments. We have concluded that for planning purposes we should ensure that, as well as meeting the requirements of General War, our force structure is able to:

- Maintain Permanently Committed Forces - including our national nuclear capabilities; our ability to provide Military Aid to the Civil Power, especially in Northern Ireland; our presence in Cyprus, Gibraltar, the South

Atlantic and Hong Kong until 1997 - at broadly present levels; and at the same time

- Demonstrably sustain the ability to undertake reinforcement operations under Defence Role One.
- Allow the United Kingdom to contribute formed units to a coalition force engaged in a high-intensity regional conflict, whether under NATO auspices for challenges to the territorial integrity of its member states or directly under the authority of the United Nations to deter or reverse aggression.
- Allow the United Kingdom to contribute cohesive, experienced and capable units to operations mounted by the United Nations or the OSCE to promote peace and stability or to relieve suffering.
- Provide sufficient numbers of experienced personnel to allow the detachment of individuals or small groups (for example as Military Observers or Training Teams) to crisis management tasks or operations to promote regional stability.

270. We do not attempt to set in advance rigid planning parameters governing the level of our commitment to particular types of Contingency Force operations. This will depend in practice on such factors as the level of forces we have already committed to other operations; the types and mix of missions in which we are engaged; the demands they place on particular skills; their location; their duration; and the likelihood of international roulement of British forces. Our ability to commit our Contingency Forces to operations will be greater if their demands mean that the tasks can be shared between the Services and between combat arms and support units; if operations are focused geographically, reducing logistic demands; if operations are limited in duration; and if, having committed forces to the initial phases of an operation, they can be replaced by international roulement.

271. Our National Contingency Forces, and within them the Joint Rapid Deployment Force, are thus intended to provide a "golf bag" of forces held at graduated levels of readiness from which we can assemble force packages to meet the specific needs of these missions and the contribution we wish to make alongside those of other nations, and a pool of capability for conducting a number of different but concurrent operations.

CAPABILITIES

272. We remain determined to maintain an appropriate balance between the commitments our armed forces undertake (set out in Chapter Three), their capabilities and the resources devoted to defence. Along with other NATO countries, we reviewed the size and balance of our armed forces to enable them to respond most effectively to the changed security environment following the end of the Cold War. The

restructuring of our front-line forces set out in *Britain's Defence for the 90s* is now complete. The result is a smaller but well-equipped force structure that is flexible enough to deal with the less predictable modern world. We do not intend any reductions in front-line forces below these levels, and plan to maintain the fighting strength of our armed forces. We will preserve the military capabilities which allow the armed forces to conduct the broad range of missions, at varying levels and intensities, described above. Annexes B, C and D set out the strengths of the Royal Navy, Army and Royal Air Force respectively; and Table 2 the strength of our National Contingency Forces. We have made it clear that short-term changes in commitments will not lead to long-term reductions in front-line force levels.

273. Security does not come cheaply. It never has. This year, we shall be spending £21,720 million on our armed forces, 3% of GDP - a higher proportion than most NATO countries. On present plans, this will fall to 2.8% by 1997-98, by which time defence expenditure will have fallen in real terms by some 20% since the end of the Cold War. But the investment we make today will be seen in the dividend we reap in future for our security and well-being.

274. Against this background of relative stability, the savings achieved through 'Front Line First' (described in more detail in Chapter Five), together with the revised plan for defence expenditure agreed in the 1994 Public Expenditure Survey, have enabled us to maintain a substantial forward equipment programme and to redirect spending to reinforce key capability areas. These plans are described in more detail in Chapter Four.

275. All three Services are benefiting from the major re-equipment programme that is now well under way. Important progress on several important equipment projects was announced last July as part of 'Front Line First'. These included:

Table 2. The United Kingdom's National Contingency Forces

| |
|---|
| <ul style="list-style-type: none"> • A Naval Task Force consisting of a General Purpose Task Group and Amphibious Task Group, including a brigade-sized Landing Force, each led by an Aircraft Carrier, with integrated support from SSNs, Destroyers and Frigates, augmented as necessary by specialist replenishment shipping and Mine Countermeasures Vessels. • A reinforced division - armoured or mechanised depending on task. • An air group of mixed capability consisting of some 12 squadrons of offensive and defensive aircraft including supporting reconnaissance, air-to-air refuelling and airborne early warning assets. • Sufficient sea- and air-lift to deploy and move the above forces. • Sufficient logistic support to sustain the above forces in theatre. |
|---|

- For the Royal Navy, an invitation to tender for the design and build of the first three Batch 2 Trafalgar Class

submarines; an invitation to tender for the replacement of HMS *Fearless* and HMS *Intrepid*; and the feasibility of fitting SSNs with conventionally-armed Tomahawk land attack missiles.

- Major orders for the Army, including that for a further 259 Challenger 2 tanks.
- A production order to upgrade the Royal Air Force's Tornado GR1 aircraft to a new GR4 standard; and the procurement of the Paveway III Low Level Laser Guided Bomb.

We were also able to announce measures to improve the training and readiness of the armed forces, and in particular to enhance the capabilities of our existing rapidly deployable forces to intervene quickly and effectively as part of the development of the Joint Rapid Deployment Force.

276. Since July, major orders for Hercules C-130J aircraft and a mixed fleet of additional Medium Support Helicopters, comprising 22 EH101 and extra Chinook Support Helicopters, have underlined our determination to enhance the tactical mobility and flexibility of our forces in the changed strategic environment. Our commitment to providing our armed forces with modern, capable equipment has also been demonstrated by a substantial order for Spearfish torpedoes and M3 amphibious bridging, as well as invitations to tender for the construction of a further batch of Type 23 frigates, for a Replacement Maritime Patrol Aircraft and for the supply of both a Conventionally-Armed Stand-Off Missile and an Advanced Air-launched Anti-armour Weapon. And we have longer-term plans to improve yet further our front-line military capabilities, made possible by the success of 'Front Line First', stability in the provision of resources for defence, and continuing efforts by budget holders to extract the greatest output for every penny spent on defence. These include further enhancements in support of Joint Rapid Deployment Force operations, as described on page 30, and a range of other significant improvements.

277. For the Royal Navy, examples of these improvements include our proposal to extend our participation in the United States Joint Affordable Strike Technology programme to develop options for the replacement of the Sea Harrier. We are also considering a substantial upgrade to the communications systems of our submarine fleet.

278. For the Army, we are planning to modernise the Armoured Vehicle Royal Engineers and Armoured Vehicle Launched Bridges, which are currently mounted on Chieftain hulls, to permit these important capabilities to be fully utilised in the all-modern Challenger 2/Warrior battlegroup of the future. We also plan to procure additional 155 millimetre ammunition for our War Maintenance Reserve.

279. For the Royal Air Force, we plan to provide towed radar decoys for a number of types of front-line fast-jet aircraft following the successful embodiment of this system on Tornado F3 aircraft operating over Bosnia. We intend to purchase long-range wide-angle photography reconnaissance pods for Tornado GR1 aircraft which will allow our aircraft to undertake reconnaissance at greater distances. We also plan to procure a new advanced sonobuoy to enhance the RAF's maritime patrol capability. This will provide an effective contribution to defeating future generations of submarine in both shallow and deep waters.

280. We will continue to provide for the maintenance of an independent national nuclear deterrent for as long as is necessary for our security. But this deterrent will be deployed at a minimum level which reflects the evolving strategic setting. We have long made clear that we will not use the full capacity of the Trident missile system. On the basis of our current assessment of our minimum deterrent needs, each Trident submarine will deploy with no more than 96 warheads, and may carry significantly fewer. Furthermore, we also intend to exploit the flexibility Trident offers for both the strategic and sub-strategic elements of our deterrent, thus allowing the withdrawal without direct replacement of the WE177 free-fall bomb by the end of 1998.

The Reserves

281. A major strength of our armed forces has been the way in which our regular force structure is buttressed by dedicated and highly-capable reserves, both ex-Regular and Volunteer. The role of our reserve forces is likely to increase in importance in future. During the Cold War, their primary role was to bring our front line up to full strength on mobilisation and thus provide the additional support needed in the event of General War. This will remain an important function. For the future, however, we will wish to make maximum use of the capabilities of reservists for the range of lesser contingencies in which we are likely to be engaged.

282. Our reserve forces will include particular capabilities vital to the effective conduct of operations, from language and medical skills to Nuclear, Biological and Chemical Defence. We believe that they can also contribute more widely to the missions in which our regular forces are engaged. Reserve units have already contributed to peacekeeping operations in Bosnia and to the

garrison in the Falkland Islands under existing arrangements for special Regular engagements. This trend will continue. In addition, a number of specialists from the reserves have been called out for service (see paragraph 341). Our plans for new legislation, which will make it easier for our reserve forces to undertake these new and challenging tasks, are described below.



*Strathclyde floods,
December 1994 –
Paisley-based
Territorial Army
combat engineers of
102 Field Squadron
(V) assist the local
police in ferrying
people to safety*

Proposals for New Reserves Legislation

1. New legislation is needed to update the powers governing the reserves, taking into account changes in both the security environment and British society since the last substantial revision in 1966. Proposals include a new power of call-out for peacekeeping, humanitarian and disaster relief operations, the creation of new categories of reserve and a range of safeguards for reservists and their employers.

2. On 30 March, the Department published the proposed new legislation in draft for consultation in advance of laying a Bill before Parliament. This will allow all those with an interest the opportunity to comment on the draft clauses, and enable us to make any necessary changes before the proposals take their final form. The draft legislation has been published together with comprehensive explanatory material highlighting the key issues affecting reservists and their employers. The document is available on request from the Department.

3. Publication of the draft legislation represents an important milestone in work

on the future of the Reserve Forces. Over the past two years, reservists, employers and other interested parties have been consulted as initial proposals have developed into firm policy intentions. A series of regional conferences is planned, to be held in the early summer, at which a team from the Department will explain the proposals and where participants will be able to ask questions and put forward their views. The Territorial, Auxiliary and Volunteer Reserve Associations and the National Employers' Liaison Committee are helping to identify appropriate participants.

4. The consultation period will last until 15 June. After the close of consultation, all responses and views will be considered and any necessary amendments made to the draft legislation. The Government will then seek to introduce a Reserve Forces Bill at the earliest opportunity.

5. This will enable us to develop a robust and well supported Bill which, once enacted, will ensure that Reserves continue to make a full contribution to our defence capability.

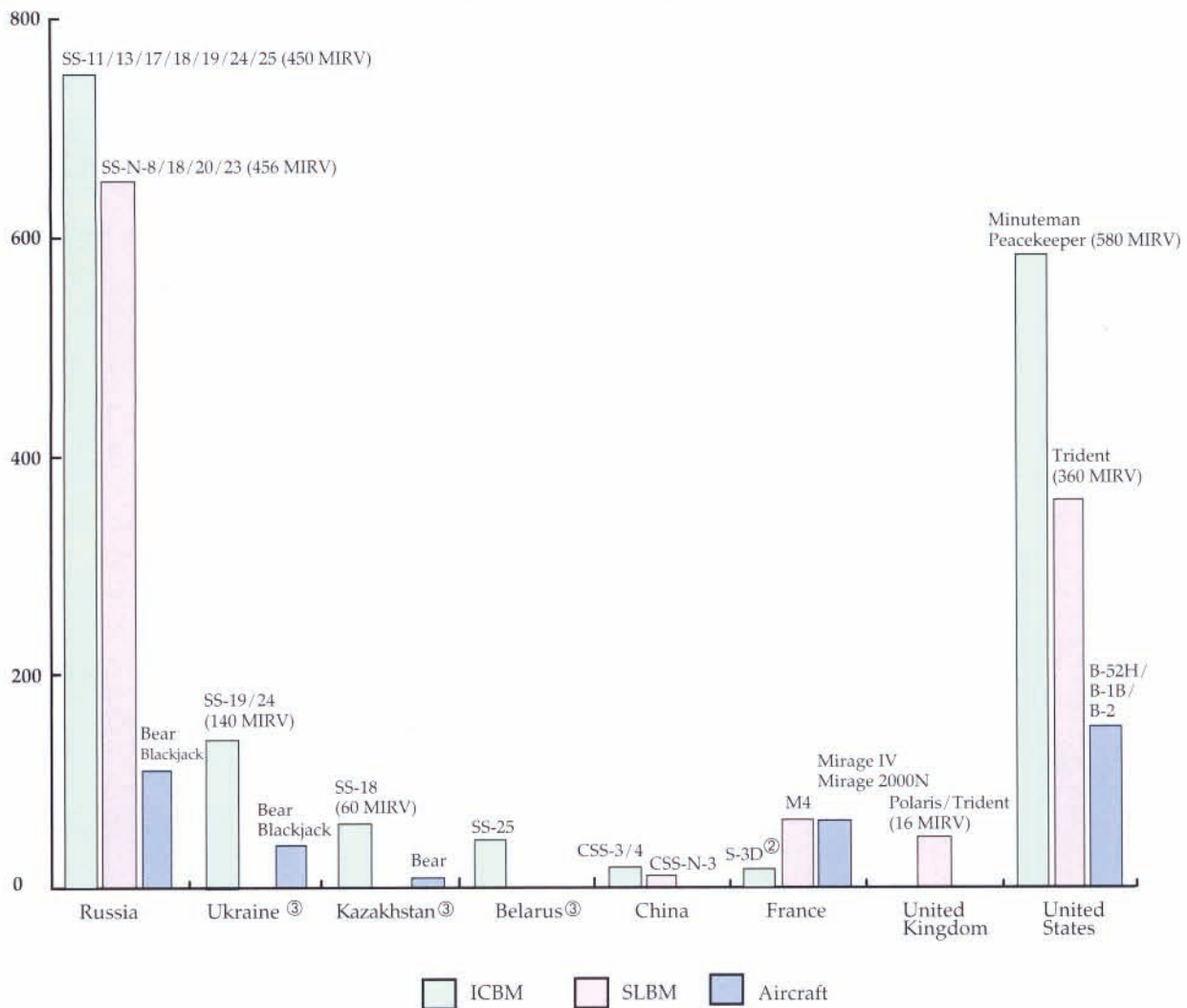
CHAPTER THREE

Military Activity Under the Three Defence Roles

301. Flowing from the three overlapping Defence Roles that provide the framework for the United Kingdom's defence policy are the 50 Military Tasks (MTs) that our armed forces are required to

carry out. This Chapter describes, Task-by-Task, notable events and activities that have occurred since last year's Statement. A brief description of each Task can be found at Annex A.

Figure 4. Nuclear Weapon Holding States: Strategic Nuclear Forces ^①



Notes:

- ① As at 31 December 1994. This table includes all systems with a strategic application. The previous range threshold (above 5,500 km) has been removed from the table to allow the inclusion of shorter range strategic systems.
- ② This system has previously been excluded from the table because of its range (3,500 km).
- ③ The nuclear weapons in Ukraine, Kazakhstan and Belarus are under Russian control.

Figure 5. Deployment of the Armed Forces, April 1995



1 ANGOLA
Army
 Advance Party
RN
 1 RFA

2 ASCENSION ISLAND
RAF
 Staging Airfield to Falkland Islands.

3 BELGIUM (Exercises)
RAF
 Jaguars, Tornado F3s, GR1s
 Hawks, Harriers, RAF Regt (Rapier).

4 BELIZE
Army
 1 Flight AAC.

5 BRUNEI
Army
 1 Gurkha Infantry Battalion,
 1 Flight AAC,
 Supporting Services.

6 CANADA (Exercises)
Army
 Battle Group.
RAF
 Tornado GR1s,
 Jaguar,
 Harriers.

7 CARIBBEAN
RN
 Frigate, RFA,
 RM Training Team.

8 CENTRAL ATLANTIC
RN
 Frigates.
RAF
 Nimrod.

9 CHANNEL
RN
 Destroyers, Frigates,
 Submarines, MCMVs,
 Offshore Patrol Vessels,
 RFAs, Shore-based Sea King.
RAF
 Canberras, Nimrods, Hawk,
 Sea King (SAR).

10 CYPRUS
Army
 1 Engineer Support Squadron,
 2 Infantry Battalions,
 1 Flight AAC,
 Signals Units.
RAF
 1 Wessex Squadron,
 1 RAF Regt (Field) Squadron,
 Signals Units,
 Hawk detachment.
UNFICYP Contingent
 1 Roulement Regiment (Infantry-rolled),
 Supporting services.

11 DENMARK (Exercises)
RAF
 Tornado GR1s,
 Harriers, Jaguars.

12 DIEGO GARCIA
RN
 Naval Party,
 RM detachment.

13 EASTERN ATLANTIC and NORTH SEA
RN
 Destroyers, Frigates,
 Submarines, RFAs, MCMVs,
 Offshore Patrol Vessels,
 Survey Vessels,
 Shore-based Sea Kings.
RAF
 Tornado GR1s/ F3s,
 Canberras, Nimrod,
 E-3D Sentry, Hawk,
 Sea King (SAR).

14 FALKLAND ISLANDS
RN
 Submarine, Frigate,
 Offshore Patrol Vessel,
 RFA.
Army
 1 Engineer Field Squadron.
 1 Infantry Company Group
 Supporting services.
RAF
 Tornado F3s, Hercules (AAR),
 Chinooks, Sea Kings,
 RAF Regt Squadron (Rapier).

15 FORMER YUGOSLAVIA
RN
 Carrier, Destroyer, Frigates, RFAs,
 Helicopters,
 Sea Harriers
 (RN complement based in the Adriatic).
RAF
 Tornado F3s, Jaguars, Hercules,
 Tristar AAR plus support personnel, E-3D, Nimrod detachments (RAF complement based in Italy).
UNPROFOR
 1 Bde HQ,
 1 Armd Infantry Battalion,
 1 Mech Infantry Battalion,
 2 Armd Recce Squadron,
 1 Engineer Regt,
 National Support and Comms elements,
 Military observers.
UNPROFOR HQ Staff,
 BHC HQ Staff.

16 FRANCE (Exercises)
RAF
 Pumas,
 Tornado GR1s,
 Harriers.

17 GERMANY
Army
 HQ ARRC,
 1 Armd Division,
 1 Artillery Brigade.
RAF
 Tornado GR1s, Harriers,
 Pumas, Chinooks,
 RAF Regt (Field/Rapier) Squadrons, Nimrod,
 Chipmunks.

18 GIBRALTAR
RN
 Patrol Vessels.
Army
 Gibraltar Regiment,
 HQ and Base detachments.
RAF
 Airbase detachments,
 Tornado GR1s, Nimrod MR detachments.

19 GREAT BRITAIN
RN
 Carriers, Destroyers,
 Frigates, Submarines,
 MCMVs, Offshore Patrol Vessels, RFAs,
 Survey Vessels,
 Helicopters,
 RM Commando Forces,
 RM SBS,
 RM Forces for defence of UK
Army
 1 Mech division,
 Specialist reinforcement units for NATO,
 Forces for defence of UK,
 1 SAS Regiment.
RAF
 Andover, Canberras,
 Chinooks, Harriers, Hawks,
 Jaguars, Nimrods, Pumas,
 Hercules, VC10s, Sea Kings,
 E-3D Sentry, Tornados,
 Tristars, Wessex helicopters and communications aircraft,
 Skyguard, RAF Regt (Field/Rapier) Squadrons.

| | | | | | |
|-------------|--|--------------|-----------------------------|--------------|-----------------------|
| AAC | Army Air Corps | Comms | Communications | Mech | Mechanised |
| AAR | Air-to-Air Refuelling | FY | Former Yugoslavia | Recce | Reconnaissance |
| Armd | Armoured | HQ | Headquarters | Regt | Regiment |
| ARRC | Allied Command Europe Rapid Reaction Corps | LSL | Landing Ship Logistic | RFA | Royal Fleet Auxiliary |
| BHC | Bosnia-Herzegovina Command | MCMV | Mine Countermeasures Vessel | RM | Royal Marines |
| | | | | SAR | Search and Rescue |

20 GULF

RN
Destroyer, Frigate, RFA.
Army
Signals, HQ and Support personnel.
RAF
Tornado GR1s, VC10 detachment.
UNIKOM
HQ Staff, Military observers.

21 HONG KONG

RN
Patrol Vessels, RM detachment.
Army
1 Gurkha Signal Regt, 1 Gurkha Engineer Squadron, 1 Gurkha Infantry Battalion, 1 Logistics Battalion.
RAF
Wessex.

22 INDIAN OCEAN

RN
Survey Vessel.

23 ITALY

RAF
Tornado GR1s (not in support of FY). See also 15

24 KENYA (Exercises)

Army
3 Infantry Battalions (per year) 1 Engineer Squadron.

25 MEDITERRANEAN

RN
Destroyers, Frigates, RFA, Submarines.

26 NORTHERN IRELAND

RN
Patrol Craft, RM Raiding Craft, Sea King.
Army
HQ Northern Ireland, 3 Brigade HQs, 1 Engineer Regiment, 1 Roulement Engineer Squadron,

5 Resident Infantry Battalions (Plus 1 home based), 4 Roulement Infantry Battalions, 2 Roulement Regiments (Infantry roled), 1 Regiment AAC, 6 Battalions Royal Irish, Supporting services.
RAF
Pumas, Wessex, Chinooks, RAF Regt (Field) Squadron.

27 NORWAY (Exercises)

RN
Assault Ship, LSLs, 3 Commando Brigade RM.
Army
1 Infantry Battalion Group.
RAF
Pumas, Chinooks, Canberras, E-3Ds, Nimrods, Jaguar, Harrier, Tornado F3s, Tornado GR1s.

28 SARDINIA (Exercises)

RAF
Tornado GR1s, Tornado F3s, Jaguars, Harrier.

29 SOUTH ATLANTIC (Antartica)

RN
Ice Patrol Ship.
Army
Personnel.

30 TURKEY

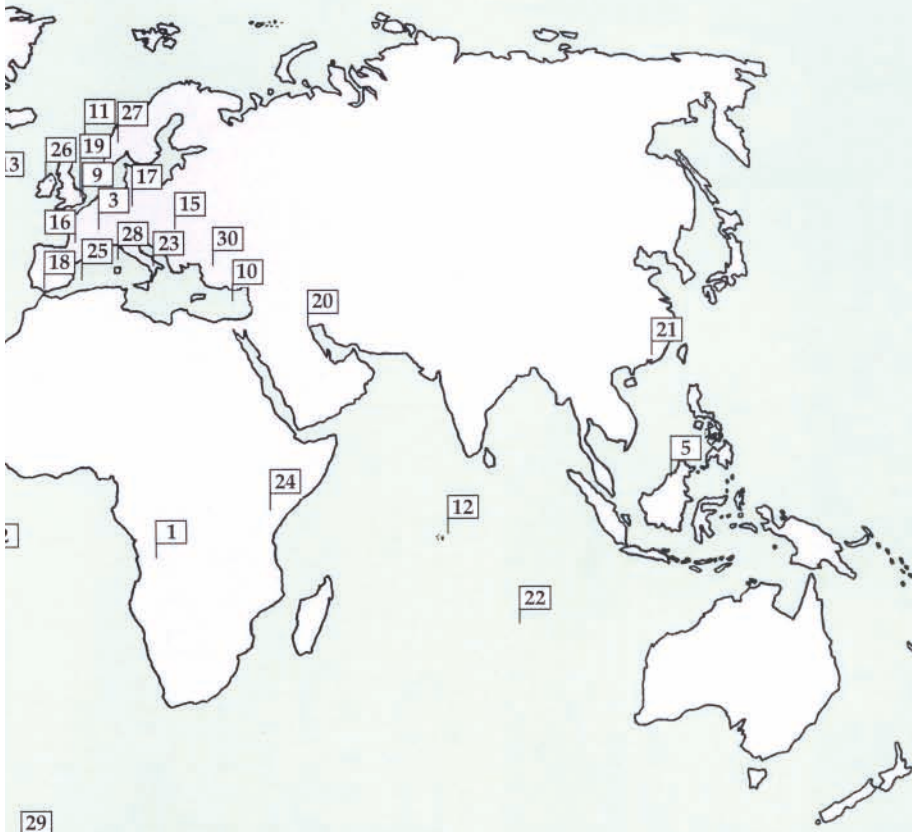
RAF
Harriers, VC10 detachment.

31 USA (Exercises)

RAF
Tornado GR1s, Harrier, Nimrod, Hercules.

32 WESTERN ATLANTIC

RN
Submarine, Frigate.



29

- SAS Special Air Service
- SBS Special Boat Service
- UNFICYP United Nations Force in Cyprus
- UNIKOM United Nations Iraq Kuwait Observer Mission
- UNPROFOR United Nations Protection Force

Note:
This map does not include some 395 Loan Service Personnel deployed worldwide; minor short-term training deployments and personnel in administrative and command posts overseas. The Gibraltar Regiment is included as it is a MOD-sponsored, locally-raised unit with a substantial permanent cadre.

DEFENCE ROLE ONE

302. **MT 1.1: Provision of an Effective Independent Strategic and Sub-strategic Nuclear Capability** - The United Kingdom's independent nuclear forces continue to provide the ultimate safeguard of this country's security and to make an important contribution to NATO's strategy of war prevention. The introduction into service of the four Trident submarines will ensure that the United Kingdom retains a credible and effective minimum deterrent into the next century. HMS *Vanguard*, the first British Trident submarine, completed her first operational deterrent patrol in December. Full details of progress on the Trident programme are given in paragraphs 405 to 406.

303. For the time being, the sub-strategic nuclear role continues to be met by the Royal Air Force's Tornado GR1 aircraft equipped with the WE177 free-fall bomb. In 1993, we announced that we

would exploit the flexibility of the Trident system to meet both our sub-strategic and strategic deterrence requirements in the longer term. The arrangements for this are progressing well. The Trident system will provide a continuously available sub-strategic capability once the second submarine - HMS *Victorious* - joins the patrol cycle at around the end of this year. The capability will be fully robust once HMS *Vigilant* enters service in 1998. We have therefore decided that the WE177 bomb should be withdrawn from service by the end of 1998.

304. **MT 1.2: Provision of a Nuclear Accident Response Organisation** - The Ministry of Defence would lead the Government's response to any accident or incident in the United Kingdom involving nuclear weapons, military nuclear materials or naval reactors. The Department maintains specialist capabilities which would be used in the response to such events. Further details of our Nuclear Accident Response arrangements are set out on pages 39 to 40.

Reductions in the United Kingdom's Nuclear Forces Since the Non-Proliferation Treaty Entered Into Force

1. Under Article VI of the Nuclear Non-Proliferation Treaty (NPT), which entered into force in 1970, the United Kingdom is committed to work towards nuclear disarmament (and on a treaty on general and complete disarmament under strict and effective international control). Successive Governments have taken this commitment very seriously. The United Kingdom has only ever deployed the minimum deterrent necessary for security and has been at the forefront of international endeavours to develop the stability in international relations that is the essential step towards disarmament. And, with the end of the Cold War, the Government has made major reductions in the size of British nuclear forces.

2. During the 1970s, the United Kingdom's nuclear arsenal consisted of the Polaris submarine-launched strategic deterrent missile (which entered service in 1968) and the WE177 air-delivered weapon, operated by both the Royal Air Force and the Royal Navy, which provided a sub-strategic nuclear capability. In the late 1970s, a modification to the Polaris warhead - known as Chevaline - was developed to ensure the system's continuing effectiveness against improved Soviet Anti-Ballistic Missile defences. In 1980, the Government decided to purchase the Trident missile system, fitted with

British warheads, to replace Polaris when it reached the end of its service life. When the decision to buy the Trident II system was announced, it was made clear that its full capability would not be utilised in meeting the United Kingdom's minimum deterrence needs. More recently, the Government has made clear that each submarine will deploy with no more than 96 warheads and possibly significantly fewer, and that the explosive power of the warheads deployed on each submarine will be about the same as for Polaris.

3. The United Kingdom's first Trident submarine, HMS *Vanguard*, is now in service. Trident will progressively replace Polaris in the strategic role. It will also provide the United Kingdom's sub-strategic capability: WE177 weapons, already substantially reduced in number since the end of the Cold War, will be withdrawn from service by the end of 1998. From 1999, Trident will therefore be the United Kingdom's only nuclear weapons system.

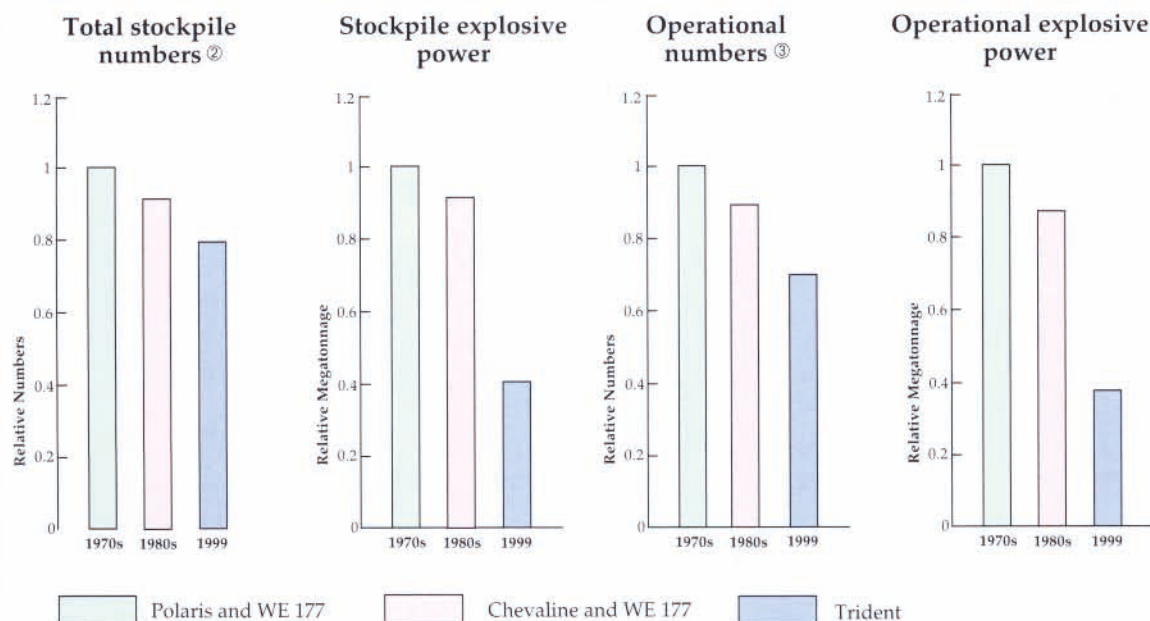
4. These changes in our nuclear deterrent forces since the NPT came into force are reflected in figure 6, which shows the relative size and explosive power of our various nuclear deterrent forces up to 1999. As we approach the end of this decade, the United Kingdom will have 21% fewer warheads than in the 1970s. The total explosive power of those warheads will be 59% lower than the 1970s figure. The number of warheads operationally deployed, or available to

be deployed, will be 30% fewer and the explosive power of those operational warheads will be 62% less than in the 1970s. British nuclear forces will then comprise fewer than 300 operational or available warheads.

5. These figures demonstrate that the United Kingdom has reduced the size of its nuclear forces when circumstances have allowed. They

also show that, far from being an increase in our nuclear arsenal, Trident will represent a much smaller deterrent, matched to our current security needs. Even when the START II reductions agreed between the United States and Russia are fully implemented, British nuclear forces will represent less than 10% of the nuclear forces available to the United States or Russia.

Figure 6. Reductions in the United Kingdom's Nuclear Deterrent^①



Notes:

- ① The charts compare our planned nuclear force levels for the 1970s, 1980s and at 1999 when all WE 177 weapons will have been withdrawn from service. The charts do not include United States' systems formerly operated by the United Kingdom under dual key arrangements.
- ② The figures for total stockpile numbers include the total number of United Kingdom nuclear weapons in service excluding only any awaiting final breakdown.
- ③ The figures for operational numbers additionally exclude missile warheads held as a necessary processing margin or for surveillance purposes.

Nuclear Accident Response

1. The ownership of nuclear weapons, reactors and the materials from which they are made carries with it responsibilities which the Department takes very seriously. The safety of nuclear weapons and reactors is given the highest priority during design, testing and manufacture. Strict procedures for the storage, transportation and handling of weapons and the operation of reactors provide continuing

safeguards. Independent oversight of these processes is provided by the Nuclear Powered Warships Safety Committee, the Nuclear Weapon Safety Committee, the Nuclear Weapons Safety Advisor and the Health and Safety Executive. As a consequence of these safeguards, the risk of a defence nuclear accident is extremely small. Nevertheless, the Department maintains extensive nuclear accident response arrangements to cope with such an eventuality should it ever occur.

2. In the event of an accident, safeguarding the public and Departmental employees would be the major priority. The Department would not, of course, respond in isolation; the civil police would co-ordinate the overall response to the accident - as for any other major emergency - with the other emergency services and local authorities also playing vital roles. In addition, the National Radiological Protection Board, central Government Departments (particularly those with health and environmental responsibilities) and other national bodies would contribute to the response. The Foreign and Commonwealth Office would ensure that interested foreign governments were informed of the accident. The Department would deploy a range of specialised response forces, including technical experts able to deal with the reactor or weapon involved in the accident; radiation monitoring forces able to determine the spread and extent of any contamination; and health and radiation medicine experts able to advise the civil authorities on public health implications and any protective measures that might be necessary. These response forces would work very closely with the civil emergency services, and would also keep central Government Departments and Ministers fully informed.

3. A considerable number of exercises are held each year to test the effectiveness of the Department's nuclear accident response planning and arrangements. They are organised at three levels:

- A major exercise involves almost all the civil and military agencies that would respond to a serious accident. Against the background of a predetermined scenario, they exercise their roles in the field and address over a number of days the problems that would arise were such an event to occur. These exercises are often attended by Ministers.
- A medium exercise includes participation by the civil authorities and may entail some field play, but involves fewer people for a shorter period.
- Minor exercises are internal to the Ministry of Defence. They usually concentrate on particular operational or technical aspects, involving selected elements of the Royal Navy and Royal Air Force Nuclear Accident Response Organisations.

In 1994, the Department held two major exercises, 13 medium exercises and over 50 minor exercises.

4. Exercise DIVER MIST, held last April in Suffolk, was a major field-training exercise designed to test the response to a nuclear weapon accident, and in particular to check the arrangements for working with the United States in the event of an accident involving American weapons. It also involved extensive participation by the local emergency services and civil authorities, as well as representatives of central Government Departments and agencies in both the United Kingdom and the United States. The scenario for the exercise postulated the crash of an aircraft carrying nuclear weapons. Some 1,400 personnel participated in the exercise over a period of four days.

5. Exercise SHORT SERMON, the second major exercise held in 1994, simulated a nuclear reactor accident on a Royal Navy submarine in Portsmouth Naval Base. This exercise again involved many players from the emergency services, local authorities and other Government Departments.

6. A typical medium-level exercise was that held at the former Simpson Barracks near Northampton in June. The exercise was based on a scenario involving an accident to one of our nuclear weapon road convoy vehicles. There was significant involvement of the Northamptonshire emergency services and the exercise was observed by Northamptonshire's County Emergency Planning Officer.

7. Much of the value of these exercises is derived from the interworking of representatives of the police and other emergency services, local authorities and other Government Departments with Ministry of Defence personnel. We greatly appreciate the enthusiasm and commitment that is universally given by external authorities.

8. There has never been an accident involving British nuclear weapons or submarine reactors which has posed any hazard to the public. The Government is confident that the continued application of stringent safety procedures coupled with the safety of our nuclear weapon and reactor designs will continue to prove effective in preventing any such accident. Nevertheless, as a further safeguard, our Nuclear Accident Response arrangements are designed and exercised to ensure that we have the ability to respond effectively to this most unlikely eventuality.

305. **MTs 1.4 & 1.5: Military Aid to the Civil Power** - The role of the armed forces in Northern Ireland is to provide essential military support to the Royal Ulster Constabulary (RUC) in the defeat of terrorism.

306. From 1 January 1994 up to 31 August 1994, when the Provisional Irish Republican Army (PIRA) announced a "complete cessation of military operations", three soldiers had been murdered in terrorist attacks and a further 108 Service personnel had been injured. Of these totals, two and six soldiers respectively were members of the Royal Irish Regiment Home Service. During the same period, three officers of the RUC and 52 civilians were killed, and 48 RUC officers and 276 civilians were injured in terrorist incidents. During the last four months of the year, a further 18 soldiers and 31 RUC officers were injured, and two civilians killed and 89 injured.

307. The security forces in Northern Ireland continued to achieve considerable success in 1994 in combatting both republican and loyalist terrorism. During the first eight months of the year, the Army's Explosive Ordnance Disposal (EOD) teams were called out on 1,174 occasions, neutralised 94 devices, seized 232 weapons, recovered 993 kilograms of explosives and neutralised a further 1,678 kilograms. A total of 286 people were charged with terrorist offences. By the end of the year, these figures stood at 1,356 EOD team call-outs, 99 devices neutralised, 264 weapons seized, 1,285 kilograms of explosives recovered and a further 1,688 kilograms neutralised, and 349 people charged with terrorist offences. In the Republic of Ireland, the Garda also continued to make a number of significant arrests and seized a considerable amount of terrorist arms and explosives. In 1994, 365 awards for gallantry and meritorious conduct were made to members of the armed forces, a clear mark once again of their continued bravery and dedicated service in the Province.

308. Military force levels in Northern Ireland are kept continually under review to ensure that they remain appropriate to the level of terrorist threat. Force levels during 1994 remained broadly at the levels of the previous year, with twelve major units deployed to the Province in the infantry role (including a unit of Royal Marine Commandos) along with six battalions of the Royal Irish Regiment. The 19,000 military personnel deployed in the Province included some 1,100 Royal Air Force, 670 Royal Marine and 250 Royal Navy personnel. The RUC were able to operate with progressively reduced military support following the ceasefire announcements by PIRA and loyalist terrorist organisations, allowing greater flexibility in the deployment of the armed forces. It was, for

example, possible in November to remove a sub-unit deployed to Northern Ireland for the specific task of providing the Prison Guard Force at HMP Maze. The task was reassigned to other units already deployed to the Province. Similarly, we were able in March and April to relocate major units from Northern Ireland to their bases in Great Britain and Germany, from where they can return to the Province at short notice should they be required to do so.

309. Developments in Northern Ireland are described in greater detail on pages 42 to 43.

310. During 1994, Service bomb disposal teams were called to investigate 3,961 incidents outside Northern Ireland. Of these, 3,049 involved conventional munitions disposal, 37 were improvised explosive devices and 802 were false alarms or hoaxes. Only occasionally do call-outs make national news. A notable incident this year was the chance uncovering of a 500 kilogram German bomb on an old football pitch near Easton village on Portland Island. Some 4,000 residents had to be evacuated by police on the weekend of 1-2 April while the bomb was successfully defused and removed by a three-man team from 33 Engineer Regiment (EOD).

311. **MT 1.6: Provision of Military Assistance to Civil Ministries in the United Kingdom** - The Ministry of Defence routinely carries out a number of duties for other Government Departments on a repayment basis. These include the provision of a fisheries protection service on behalf of the Ministry of Agriculture, Fisheries and Food and the Scottish Fisheries Protection Agency; military assistance to HM Customs and Excise, on an opportunity basis, in anti-drug operations; and hydrographic surveys, financed by the Department of Transport. These tasks, together with other offshore activities conducted by the Royal Navy, are described on pages 44 to 45.

312. **MT 1.7: Provision of Military Aid to the Civil Community** - Flooding in Strathclyde in December gave the Territorial Army the opportunity to provide emergency help to the community. 26 soldiers of 71 Engineer Regiment (V) deployed to assist the police in evacuating homes, delivering emergency supplies and transporting police officers by boat. The Army turned out again in early February, this time during flooding in the north of England. 166 soldiers were deployed, including 102 soldiers from 9 Regiment Army Air Corps at Dishforth, who helped the police in evacuating houses in Boroughbridge and the surrounding area. Some 45 soldiers from the Infantry Training Battalion at Ouston meanwhile helped to construct flood defences at Hexham.

Developments in Northern Ireland

1. Since the publication of last year's Statement, there have been dramatic developments in the political and security situation in Northern Ireland. These have had, in turn, major consequences for the way in which the armed forces have been required to provide support to the Royal Ulster Constabulary (RUC). Just as terrorist attacks previously made it necessary for the armed forces to support the RUC extensively and in strength, so the absence of terrorist attacks has enabled the RUC to operate with a decreasing level of military support, and to make progress towards normal civilian policing.

Terrorist Threat

2. Over the past 25 years, terrorist attacks have resulted in the murder of 648 members of the armed forces, 297 officers of the RUC and 1,856 civilians; a further 5,769 members of the armed forces, 3,339 officers of the RUC and 17,108 civilians have been wounded. During the first eight months of 1994, both republican and loyalist terrorist attacks continued at a high level. Terrorist groups on both sides maintained and improved their capability and capacity to cause death and destruction.

3. By way of illustration, by 31 August 1994 the Provisional Irish Republican Army (PIRA) had carried out 29 attacks on security force bases using their largest mortar, the Mk 15 - ten more than in the whole of 1993. Some of these mortars contained over 100 kilograms of home-made explosive (four times as much as those used to attack Downing Street in 1991), and were fired at ranges of around 200 yards. Loyalist terrorists also continued to develop their bomb-making ability. For example, in September they exploded a bomb on a train in Dublin and another, using remote control, at a Sinn Fein office in Belfast.

4. For their part, the security forces achieved significant successes. By 31 August, 286 suspected terrorists had been arrested and charged with offences - a higher rate of success than in any year since 1987. The security forces also seized a very large number of terrorist firearms and other weapons, especially during the first eight months of the year. Arrests and seizures of terrorists and their arms continued after 31 August, but at a lower level.

Ceasefires

5. On 31 August, PIRA announced a "complete cessation of military operations". The Combined Loyalist Military Command made a similar announcement on 13 October, and stated that the permanence of their ceasefire depended on the continued cessation of all republican violence. On 21 October, the Prime Minister announced in Belfast that he was prepared to make a working assumption that the PIRA ceasefire was intended to be permanent. On 7 December, preliminary exploratory dialogue began between officials of the Government and Sinn Fein. Similar dialogue between political representatives of loyalist paramilitaries and officials began on 15 December.

6. The Chief Constable of the RUC and the General Officer Commanding (GOC) responded to the ceasefires in a cautious and carefully planned way, with the primary aim of ensuring that there should be no reduction in security for the people of Northern Ireland. First, measures were taken to reduce the military profile, while maintaining the level of operational deployment. For example, soldiers on foot patrol wore regimental headdress instead of helmets, and stopped wearing camouflage cream. The amount of low flying by helicopters was reduced. These and other such measures were welcomed throughout the community.

7. As the ceasefires were implemented and observed by the terrorists on both sides in the weeks after 31 August, it was possible to move to a second stage. The reduction in the terrorist threat enabled the RUC progressively to extend the areas of Northern Ireland in which they operated without routine military support. For example, from October RUC patrols were able to operate in the city of Londonderry without any routine military support - for the first time for very many years; and by March, RUC patrols in Belfast were also able to operate by day and night without routine military support. Care was taken to ensure that each of these measures could be swiftly reversed were the security situation suddenly to deteriorate.

8. The reduction in the RUC's requirements for routine military support enabled military commanders to reduce the very heavy operational commitment placed on all troops in Northern Ireland. A number of resident battalions were accordingly released from all routine commitments in support of the RUC. Nevertheless, the terrorists retained the

capability to return almost immediately and without notice to the same levels of violence as in the first part of the year. The Chief Constable and GOC therefore considered it essential for the security forces to maintain the capability to respond instantly to any breakdown in the ceasefires. Accordingly, the Government maintained the forces available to the GOC at broadly the same levels as before the ceasefires, with 18 major units in the infantry role, although two of these have been relocated to their bases on the mainland and in Germany (see paragraph 308).

Relations with the Community

9. Following the announcement of ceasefires by the terrorists, good relations between the armed forces and the community became even more important. Once freed from terrorist intimidation, members of both communities in

all parts of Northern Ireland showed that they recognised the immense service which the armed forces have provided for so many years. They accept that soldiers have a job to do, and that they carry it out to the best of their ability in very difficult circumstances. Equally, the armed forces have continued to take every opportunity to minimise any inconvenience caused by their operations in support of the RUC.

10. In May, the Independent Assessor of Military Complaints Procedures published his first Report. Mr Hewitt acknowledged that military complaints procedures had helped to establish and maintain a good and improving relationship between the armed forces and the people of Northern Ireland. He also made a number of proposals for improvement, almost all of which the GOC has implemented.

The Future

11. In last year's Statement we said:

"As soon as the terrorists on both sides renounce violence, and fully demonstrate their commitment to doing so, the armed forces will progressively be withdrawn from the streets. They will then return to their peacetime role, so that normal policing can resume throughout Northern Ireland. But, in the meantime, the armed forces will continue steadfastly to support the RUC for as long as the terrorists make it necessary."

12. There is no reason to change a word of that paragraph. The process which was anticipated in last year's Statement began on 31 August and continues today. As and when the RUC no longer require the support of the armed forces, units have returned to their barracks. And if at any time terrorist violence leads to a renewed requirement for the armed forces to provide support to the RUC, they will retain the full capability to do so. But we all hope to progress to the stage that soldiers will never again have to be deployed routinely in support of the police within the United Kingdom.



Since September 1994, soldiers on patrol – here of the Royal Irish Regiment – have worn regimental berets and no camouflage cream

The Royal Navy's Offshore Activities Around The United Kingdom

1. The Royal Navy is constantly at work in the waters around the United Kingdom, carrying out a wide variety of offshore activities.

2. The vessels of the Fishery Protection Squadron (FPS) support the Ministry of Agriculture, Fisheries and Food (MAFF) and the Scottish Fisheries Protection Agency in enforcing national and European Union regulations and protecting British fishing vessels and crews. Early in 1994, recognising the effectiveness of the Squadron and the high respect it commands among fishing communities at home and abroad, the two Departments entered into further agreements for the provision of these services.

3. A number of incidents over the past year bear testimony to the Royal Navy's professionalism. In June 1994, when French fishing vessels attempted to fish in disputed waters off Guernsey, two FPS vessels were quickly deployed to monitor the situation. Upon their arrival in the area, the French fishermen agreed to cease their activities. In July, the uninhabited Channel Islands islet Les Ecrehous, over which the United Kingdom has sovereignty, was the scene of a "friendly invasion" by some 200 French fishermen and their families. HMS *Beagle* was tasked by the Home Office to stand by, and her presence helped to ensure that the protest remained a peaceful one and that law and order was maintained. In August, at the height of the tuna fishing season, in a fast-changing and potentially escalating situation, the FPS vessel HMS *Anglesey* was deployed, at MAFF's request, to the Bay of Biscay, where a Cornish fishing vessel had been confronted by a number of Spanish fishing vessels. In spite of the strength of feeling, *Anglesey's* arrival on the scene had the immediate effect of stopping the harassment and interference with fishing gear. For most of the remainder of the tuna fishery season, two FPS vessels were deployed on patrol in the area. It is noteworthy that no further harassment of British fishing vessels took place.

4. The FPS provides excellent early command opportunities for junior officers in a variety of testing operational situations, and encourages the development of many professional maritime skills. The Offshore Patrol Vessels of the FPS carry oil dispersant, booms and spraying equipment which are available to deal with minor spillages or slicks.

5. Royal Navy vessels carrying out their core tasks in British waters are frequently well placed to provide assistance not only to other Government Departments but also to the many seafarers who find themselves in distress. Search and Rescue, firefighting assistance and urgent medical attention can all be provided when necessary.

6. The Royal Navy attaches a very high priority to the safety of other seafarers. A twelve month trial of the extended broadcast arrangements for the SUBFACTS system, which provides fishermen with advance warning of dived submarine operations in all regularly-used submarine exercise areas, was completed in January this year. The trial was a success and SUBFACTS continues to play a significant role in ensuring the safe interaction of submarines and fishing vessels. The Royal Navy has also recently introduced a new information service called GUNFACTS for advising fishermen and other mariners of gun and missile firings in designated exercise areas around the United Kingdom. These schemes highlight our commitment to maritime safety and underline our continuing efforts to ensure safe operations by the Royal Navy at sea.

7. The Royal Navy's Mine Countermeasures vessels are responsible for ensuring that our ports and ships are kept safe from any mining threat. Unexploded ordnance, including some dating from the last War, often causes concern in the United Kingdom's coastal waters. There were a number of instances during 1994 when the Royal Navy's Explosive Ordnance Disposal (EOD) units were called on to dispose of hazards to the public. For example, in March last year in Whitley Bay the fishing vessel *Tracy II* discovered a suspect object in its nets, later identified by an EOD team from Rosyth Naval Base as a Second World War German ground mine containing almost 700 pounds of explosives. As the mine was considered to be in a potentially volatile condition, the EOD unit had to undertake the precarious task of removing it to more distant waters, where it was disposed of by means of a controlled explosion.

8. The Royal Navy's offshore activities do not only bring benefits to mariners in United Kingdom waters; their value can also be felt on land. On an opportunity basis, and where operational commitments and resources allow, the Royal Navy is very ready, whenever appropriate, to assist the civil authorities in their efforts to combat illegal drug traffickers. In

September 1994, the fisheries protection vessel HMS *Guernsey* assisted Customs officers in apprehending a vessel suspected of involvement in cannabis smuggling. The operation took place in the North Sea, some 150 miles off Newcastle-upon-Tyne and in extremely poor weather conditions. Without the combined efforts of Customs officers and the Royal Navy, the drugs found on board the vessel might well have ended up on the streets of the United Kingdom.

9. Hydrographic and oceanographic surveying is a less well known, but nonetheless vitally important, offshore task carried out by

the Royal Navy's Surveying Service, which has been operating throughout the world since the formation of the Hydrographic Department in 1795. Vessels are constantly engaged in conducting surveys in the waters around the United Kingdom. Information from these is used to update Admiralty charts, which have a worldwide sale and are used by ships of many nations. In performing this task, the latest surveying techniques are employed, including digitised echo sounders, side scan sonar, automated plotting and recording of position, depth, gravity and magnetic parameters.



A Royal Navy Fishery Protection Officer inspecting tuna nets

313. **MT 1.8: Provision of a Military Search and Rescue Service** - In the course of 1994, Royal Air Force and Royal Navy Search and Rescue (SAR) units were called out on 2,003 occasions and rescued or assisted 1,432 people, of whom 1,373 were civilians and 59 were military. The Shipwrecked Mariners' Society Air-Sea Rescue trophy was presented to the crew of a Royal Air Force Wessex in recognition of their role in the rescue of 13 Chinese crew from a junk off Hong Kong during a typhoon.

314. Last year's Statement set out the final stages of the 1992 SAR Basing Review. This included the withdrawal of the Royal Air Force SAR flight at RAF Coltishall and the transfer of the Royal Air Force SAR flights at RAF Brawdy and RAF Manston to RAF Chivenor and RAF Wattisham respectively, all of which took place in July 1994. Although military SAR units are deployed to meet the requirements of the armed forces, these basing changes enable the armed forces to maintain their significant contribution to civil SAR.

315. As a result of the Defence Costs Study, the Maritime Headquarters at Pitreavie is due to close in 1996. The National Military Rescue Co-ordination Centre (NMRCC), which was to have been located at Pitreavie, will now be created at RAF Kinloss by March 1997. RCC Mountwise, Plymouth, will stay in operation until the NMRCC becomes fully operational.

316. 771 and 819 Naval Air Squadrons, based at the Royal Naval Air Stations at Culdrose and Prestwick respectively, cover the South West approaches and South West Scotland, two areas of increasing recreational activity, and have been amongst the busiest SAR units in the country. Following the decision to move Royal Navy operational sea training from Portland to Plymouth this summer, there is no longer a military requirement for SAR at Portland. The future of the Royal Navy Sea King flight at Portland, which provides daytime SAR only, is being discussed with HM Coastguard.

317. **MT 1.13: Provision of HMY *Britannia* and The Queen's Flight** - The Government announced in June last year that HMY *Britannia* would be decommissioned in 1997. The Royal Yacht was launched in 1953 and commissioned for service in 1954. She was originally designed to have the additional function of serving as a hospital ship in time of war; but she has never served in this capacity, and it is no longer considered practical for her to do so as she lacks the capability to receive helicopters. She last underwent a major refit in 1987. A further refit, at a cost of some £17 million, would have been necessary in 1996-97, but this would have prolonged her life for only a further five years. Her age meant that, even after such a refit, she would have been difficult to maintain and expensive to run. It was therefore decided that she should be decommissioned.

318. No decisions on a replacement yacht have yet been taken. The Government is continuing to discuss various proposals that have been put forward. In the meantime, the Government is proceeding with plans to disband the Permanent Royal Yacht Service, although this does not in any way prejudice the future provision of Royal Navy manpower for a replacement yacht. Work is also continuing on the options for the future use of *Britannia* herself following her decommissioning. It is hoped that she will continue to serve a useful purpose, even though she will no longer go to sea.

319. Over the past year, the Royal Yacht's programme has included the hosting of the Heads of European Navies meeting in May; use by Her Majesty The Queen for the D-Day

commemorative ceremonies off Portsmouth and Normandy in June; use for Her Majesty The Queen's visit to St Petersburg in October; the hosting of the Tower Bridge Centenary celebrations in the Pool of London, also in October; and a visit to South Africa in March, where she was joined by Her Majesty The Queen. A number of business promotion activities have also been undertaken.

320. As announced in June last year, The Queen's Flight collocated with the other communications aircraft of No. 32 Squadron to form 32 (The Royal) Squadron at RAF Northolt on 1 April. Rationalisation into a single collocated unit, and the introduction of a new centralised tasking and monitoring organisation, will enable the Royal Air Force to continue to provide a flexible and cost-effective service to the Royal Family and other VIP users, making best use of all the aircraft available whilst maintaining the high standards associated with The Queen's Flight.

321. **MT 1.14: State Ceremonial and Routine Public Duties** - Highlights of the past year's State Ceremonial programme have included two State visits - the first by the President of the Republic of Zimbabwe and the second by the King and Queen of Norway - as well as the provision of 23 Guards of Honour at the Foreign and Commonwealth Office, the Ministry of Defence and other locations. Detachments from throughout the Services were also provided as part of the D-Day commemorative ceremonies.

322. **MT 1.16: The Security of Gibraltar** - The Government is responsible for the defence and internal security of Gibraltar. The United Kingdom provides forces to deter and if necessary defend against aggression. Proposals were announced in 1994 for a reduction in the scope of the tasks carried out by the garrison to a range of core functions: the provision of a tri-Service Headquarters and facilities for the NATO commander for the Gibraltar area; the operation, protection and maintenance of communications and surveillance facilities; the provision of a Forward Mounting Base and a Royal Air Force-manned airfield, also used by civil airlines; assistance in the training of the Gibraltar Regiment; provision of nuclear warship berthing facilities; making available a destroyer or frigate, at specified notice, as a guardship; and the provision of two permanently-stationed Royal Navy patrol vessels. These proposals will be implemented over the next few years and will lead to a phased reduction in the size of the garrison.

323. **MT 1.18: The Security of the Falklands and South Georgia** - The Government is responsible for the defence of the Falklands and South Georgia and the South Sandwich Islands. Argentina actively maintains her claim to both Dependent Territories. The United Kingdom provides forces at a level appropriate to our commitment to defend the Islands, based on our current assessment of the Argentine capability. It was announced in April last year that a pilot study into the wider use of volunteer reserves in circumstances short of war would be run in the Falkland Islands. Forty members of the Territorial Army were deployed for four months in support of the Regular garrison. They returned in November, having completed a successful trial. In the second stage, a Territorial Army company of 210 officers and soldiers are supporting the garrison for four months from the end of February. Under current legislation, the volunteers taking part in the trial must be temporarily enlisted into the Regular Forces; our proposals for new legislation (see page 34) would avoid the need for this.

324. **MT 1.20: The Security of Hong Kong** - The role of our garrison in Hong Kong is to assist the Hong Kong Government to maintain stability and security, and to sustain confidence in British sovereignty in the Territory until 1997, whilst helping to bring about an orderly transfer of sovereignty to the People's Republic of China. During 1994, the garrison's main task was to implement the reductions that we announced in August 1993. This substantial logistic and personnel challenge has been successfully achieved, and the garrison now consists of three Royal Navy Patrol Craft, one Gurkha infantry battalion with supporting elements, a Royal Air Force Wessex helicopter squadron and a logistic group.

325. All three Services continue to be involved in the Hong Kong Government's campaign against smuggling, and to maintain surveillance over the borders of the Territory. The Royal Navy and the Royal Air Force have also taken part in a number of search and rescue missions, for example when a Hercules aircraft crashed into the harbour after take off from Kai Tak airport in September, and when a passenger ferry sank after a collision in December.

326. **MT 1.21: Maintenance and Activation of Service Evacuation Plans** - In July 1994, at the request of the Foreign and Commonwealth Office, two Royal Air Force C-130 aircraft assisted in the evacuation of British, other European Union and Commonwealth citizens from Sana'a during the civil war in Yemen.

327. **MT 1.24: Provision of Hydrographic Surveying and Geographic Services** - The Royal Navy Hydrographic Surveying Service celebrates its bicentenary year in 1995, a splendid record of service and achievement which has established the Royal Navy Survey Squadron and the Hydrographic Office as recognised world leaders in Hydrography and Charting matters. The excellence of this national resource will be maintained and strengthened by two new initiatives. First, the Hydrographic Office unveiled the Admiralty Raster Chart Service (ARCS) this year, which will provide both defence and civil users with a comprehensive, accurate, reliable and safe electronic chart service. Second, we have also announced that the five Royal Navy survey ships, which have 119 years service between them, will be replaced by four larger, more cost-effective and capable vessels. These new vessels will enter service before the end of the decade and will take full advantage of new technology to meet the defence and civil hydrographic requirements of the 21st century.

328. During 1994, hydrographic surveys were conducted in support of defence and civil charting requirements on the United Kingdom continental shelf, including work specifically commissioned from the Royal Navy in support of Lord Donaldson's enquiry, established following the loss of the oil tanker *Braer* off Shetland last year. The surveys will allow a new traffic separation scheme to be introduced, improving safety and the routing of shipping. Hydrographic and oceanographic surveys have also taken place in the Mediterranean Sea and the Atlantic, Antarctic and Indian Oceans. Successful collaborative projects have been undertaken by small detached teams at the request of Governments in Oman and the Caribbean. The Hydrographic Office has continued to develop its business of supplying charts and publications worldwide and with the introduction of the ARCS has moved confidently into the era of electronic charting.

329. The provision of geographic services above the high water mark is the responsibility of Military Survey, whose role is to support the Department and the three Services through the provision of direct field support, digital and paper maps and air charts, targeting data and professional advice to forward planning. To maintain the supply of geographic information, Military Survey co-operates extensively with other national and international agencies and equivalent organisations in other countries, now including central and east European countries and South Africa. Military Survey is also procuring an integrated computerised mapping system to

complement existing production processes. During 1994, Military Survey's soldiers have supplied terrain analysis, field survey and maps in direct support of the United Nations operations in Bosnia-Herzegovina and Kuwait and in emergency support to the United Nations operation in Rwanda.

DEFENCE ROLE TWO

330. Work in NATO over the past year has been dominated by the initiatives launched at the January 1994 NATO Summit and operations in the former Yugoslavia.

NATO Command Structure

331. Details of NATO's new command structure have been set out in previous Statements. As planned, the Commander-in-Chief Channel (CINCHAN) handed over his responsibilities in the Channel area to the Supreme Allied Commander Europe (SACEUR) on 30 June. The Headquarters Allied Forces North West Europe (HQ AFNORTHWEST), situated at RAF High Wycombe, became operational the following day. This new Major Subordinate Command incorporates the landmass of the United Kingdom and Norway, the United Kingdom Air Defence Region and the North Sea.

NATO Force Structures

332. The Alliance has continued to examine its force structures and force levels to ensure that they remain appropriate to the changing strategic setting. The results of work so far were reflected in a package of force goals approved by NATO Ministers at the Defence Planning Committee (DPC) last May, which included adjustments to the size and readiness of NATO forces and the development of capabilities to enhance their flexibility and mobility and permit their deployment wherever required. Work is now well advanced in developing the Ministerial Guidance to be issued at the DPC this June to provide direction to the Alliance's military authorities on the development of further force goals to reflect the initiatives launched at the Brussels Summit in January 1994.

333. **MT 2.6: Land Rapid Reaction Forces** - The Allied Command Europe Rapid Reaction Corps (ARRC) provides the major land component of NATO's rapid-reaction capability. It is a powerful and flexible multinational force capable of the full range of NATO's potential missions, from high-intensity conflict to peacekeeping. Eleven nations have assigned forces to it. The United Kingdom, as the Framework Nation, provides the ARRC

Headquarters with the Corps Commander, the majority of the Corps Headquarters staff and intelligence, administrative and logistic support. The United Kingdom also provides up to two divisions plus an airmobile brigade and over 70% of the Corps Combat Support units to the ARRC itself. Formal commitment to the ARRC Headquarters and structure was reached in December through the signing of a Memorandum of Understanding by all the participating nations.

334. The Headquarters of the ARRC became fully operational in April in its permanent peacetime location in the Rheindahlen Military Complex, near Monchengladbach. During 1994, the Headquarters' main task was the development of contingency plans for its deployment to the former Yugoslavia, either as part of NATO participation in the implementation of an agreed political settlement or to assist in a withdrawal of UNPROFOR, were that to become necessary. HQ ARRC has also completed a full annual cycle of exercises, including an exercise deployment of the HQ to Denmark in October 1994. The HQ has exercised with eight of the ten assigned Divisions, including 1(UK) Armoured Division, 3(UK) Division and the Multinational Division Central to which the United Kingdom assigns 24 (Airmobile) Brigade.

DEFENCE ROLE THREE

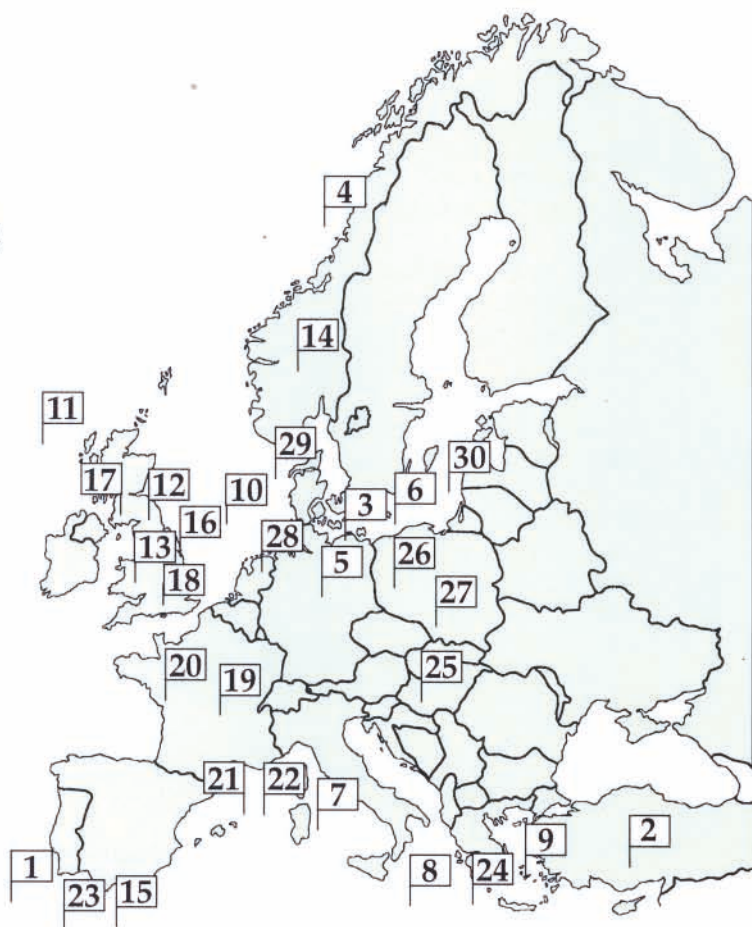
335. **MT 3.6: Humanitarian and Disaster Relief** - In early February, during the severe floods in north-western Europe, our armed forces stood ready to help the Dutch authorities with the urgent evacuation of residents in the event of the dykes being breached. A number of Royal Navy and Royal Air Force helicopters were placed at reduced notice to move, and Royal Air Force helicopters were pre-positioned at RAF Laarbruch. Personnel from RAF Laarbruch also assisted in the construction of sandbag defences and undertook pumping operations which helped to prevent serious flooding.

336. **MT 3.7: Provision of a Military Contribution to Operations Under International Auspices** - The United Kingdom has continued to make a substantial direct contribution to international peacekeeping operations. Over 4,000 British personnel are currently taking part in operations under United Nations' command, and some 3,500 more in operations supporting United Nations Security Council Resolutions. In particular, the United Kingdom has continued to make a significant contribution in support of United Nations operations in the former Yugoslavia. Details can be found on pages 50 to 51.

Figure 7. Exercises in Europe in 1994

British Participation in Major NATO Exercises

- 1 RESOLUTE RESPONSE**
Maritime and air exercise (linked to DYNAMIC IMPACT)
BE, CA, DE, FR, GE, NL, PO, SP, US
- 2 ARROW EXCHANGE**
AMF (L) command post exercise
BE, GE, IT, NL, SP, TU, US
- 3 BOLD GAME**
Annual fast patrol boat exercise
DA, GE, NO
- 4 ARCTIC EXPRESS**
AMF (L) field training exercise
BE, DA, GE, NL, NO, US
- 5 CENTRAL ENTERPRISE**
Multifaceted air exercise
BE, CA, DA, FR, GE, NL, US
- 6 BRIGHT HORIZON**
Maritime training exercise
DA, GE, NO, NL
- 7 DYNAMIC IMPACT**
Maritime amphibious and air exercise (linked to RESOLUTE RESPONSE)
GE, GR, FR, IT, NL, PO, SP, TU, US
- 8 DOG FISH**
Submarine and ASW exercise
GR, FR, IT, SP, US
- 9 DYNAMIC GUARD**
Maritime and air exercise
GE, GR, FR, IT, NL, SP, TU, US



British National Exercises Involving Forces from Other Nations

- 10 BRILLIANT FOIL/ BRILLIANT INVADER**
Air defence exercise
BE, GE, FR, NL, NO, US
- 11 JOINT MARITIME COURSE**
Maritime joint procedural and tactical training
All NATO nations invited
- 12 HIGHLAND CARDINAL**
Ground attack and air defence exercise
DA, FR, NL, US
- 13 WELSH CLERIC**
Ground attack and air defence exercise
DA, FR, NL, US
- 14 HARDFALL AND ROYAL MARINES WINTER DEPLOYMENT**
Arctic warfare training with air support
NO
- 15 JOLLY ROGER**
Submarine exercise
CA, FR, GE, NL, US
- 16 NORTHERN CRUSADE**
Airborne forces exercise
FR

17 ROYAL DAWN
Amphibious exercise
FR

18 PURPLE NOVA
Major command post exercise
WEU nations involved or observed

Exercises Conducted in Europe with Participation of British Forces

19 DATEX
Air defence exercise
Host: France

20 SPONTEX
Maritime exercise
Host: France

21 ILES DOR
Maritime ASW exercise
Host: France

22 OLIVES VERTES
Mine countermeasures
Host: France

23 TAPON
ASW exercise
Host: Spain

24 NIRIS
Maritime warfare exercise
Host: Greece

Exercises with 'Partnership for Peace' Nations

25 HUNGARIAN VENTURE
Land force company sized exercise

26 WHITE DOVE
Land force company-sized exercise

27 CO-OPERATIVE BRIDGE
Company-sized peacekeeping exercise

28 CO-OPERATIVE SPIRIT
NATO/PfP peacekeeping exercise
UK, GE, POL, UKR, CA, US

29 CO-OPERATIVE VENTURE
NATO/PfP maritime exercise involving 15 nations
BE, DA, GE, IT, NL, NO, SP, UK, US, POL, RUS, SWE
FIN, GEO, ROM observed

30 BALTOPS
Maritime invitex
US, BE, DA, GE, NL, UK, RUS, POL, LIT, LAT

The Royal Engineers upgrade one of the mountain routes in Bosnia to make it suitable for traffic

British Forces in the Former Yugoslavia

1. All three Services continue to support United Nations' operations in the former Yugoslavia to help bring humanitarian aid to those affected by the fighting and to support the international effort to secure a peaceful and lasting solution to the conflict.

2. British troops are now in their third year of operations. They continue to perform an important task as part of the United Nations Protection Force (UNPROFOR) in helping to relieve the suffering of civilians affected by the fighting. British soldiers have helped 4,300 United Nations High Commission for Refugees (UNHCR) convoys to deliver almost 250,000 tonnes of aid. In addition, a Royal Air Force Hercules aircraft continues to operate between Ancona, in Italy, and Sarajevo in support of the UNHCR humanitarian airlift into the city. Since July 1992, over 1,700 sorties have been flown, delivering some 23,500 tonnes of important supplies.

3. Over the past year, British forces have played an important role in implementing the Bosniac/Croat ceasefire in central Bosnia, which has allowed many thousands of civilians to start rebuilding their homes and lives. This has involved patrolling the former confrontation lines, manning observation posts and liaising with the parties. In an effort to help rebuild local communities, British troops are also supporting a large numbers of civilian infrastructure projects carried out by the aid agencies in central Bosnia. These have included, for example, the construction of 96 kilometres of roads and the maintenance of another 970 kilometres of important aid routes, the lifting of over 1,500 mines and the construction of a new bridge and bypass at Bijela, near Mostar, which has carried over 200,000 vehicles since completion. Other projects have included the reconnection of electricity, water and gas supplies, vehicle maintenance, refuse collection and the opening of schools.

4. There are currently some 3,400 British personnel on the ground in the former Yugoslavia, including some 350 troops in the United Nations safe area at Gorazde in the east of the country. Our contingent, which operates primarily in central Bosnia, is based around two mechanised infantry battalion groups equipped with Warrior and Saxon armoured vehicles, together with elements of an armoured reconnaissance regiment equipped with Scimitar



and a regiment of Royal Engineers. These troops are supported by soldiers from the Royal Artillery, the Royal Signals, the Royal Logistic Corps, the Royal Electrical and Mechanical Engineers and the Adjutant General's Corps.

5. British units in the former Yugoslavia serve a six month tour. The 2nd Battalion Royal Anglian Regiment was replaced in November by 1st Battalion the Royal Highland Fusiliers, who in turn will be replaced by The 1st Battalion the Devonshire and Dorset Regiment this month. The 1st Battalion the Duke of Wellington's Regiment was replaced in September by The 1st Battalion The Royal Gloucestershire, Berkshire and Wiltshire Regiment, who handed over to The 1st Battalion the Royal Welch Fusiliers in March.

6. A total of 19 officers drawn from all three Services are deployed as United Nations Military Observers to liaise with local factions in order to reduce the level of tension, and to monitor and assess the activities of the factions throughout Bosnia and Croatia. A small number of volunteer reservists have also been called out to support operations in the former Yugoslavia. They are undertaking specialist duties in the public relations, intelligence and linguistic fields for which Regular personnel are unavailable.

7. In Sarajevo, a 70-strong British Army mortar locating troop equipped with Cymbeline mortar-locating radar continues to monitor the activities of the warring factions around the city. They are supported by a Hostile Artillery Locator troop which has deployed to Bosnia for a trial period.

A Warrior Mechanised Armoured Infantry Vehicle on patrol on one of the main supply routes from Croatia into central Bosnia



8. Following visits to Bosnia by former President Carter, the Bosnian Government and Bosnian Serbs agreed in December to the implementation of a 72-hour nationwide ceasefire. This was followed by a four-month Cessation of Hostilities Agreement which came into effect on 1 January. In response to a request from the United Nations to all troop contributing nations for additional resources to help implement this Agreement, the Secretary of State for Defence announced on 20 January that Britain would offer additional equipment and personnel in support of UNPROFOR. This comprised three Royal Air Force Chinook helicopters (with a further three on stand-by in the United Kingdom), six Army Lynx and six Army Gazelle helicopters and up to 19 additional United Nations Military Observers. Four Army Lynx have so far been deployed to Bosnia; the remaining helicopters and personnel are on stand-by.

9. The British officer Lieutenant General Sir Michael Rose was replaced in January as Commander Bosnia Herzegovina Command by a British colleague, Lieutenant General Rupert Smith, having completed his highly successful 12 months' appointment.

10. The safety and security of British troops in Bosnia remains of paramount importance to the Government. Our troops are well trained and equipped for the demands of their mission and their position is kept under careful review. Sadly a total of 13 British personnel have now been killed while serving in the former Yugoslavia.

11. Nine Royal Air Force Jaguar GR1A fighter bombers from RAF Coltishall remain on stand-by at Gioia del Colle in Southern Italy, as part of the NATO capability to conduct close air support operations in defence of UNPROFOR troops, and to provide reconnaissance support. The RAF Jaguars have now flown over 2,600 sorties. Should they be required, a further three Jaguars are on stand-by to move to Italy from the United Kingdom.

12. Six Royal Air Force Tornado F3 aircraft, together with two in-theatre spares, continue to support the NATO operation to enforce and monitor the United Nations-imposed no-fly zone over Bosnia from their base at Gioia del Colle. The Tornados, which are armed with Skyflash and Sidewinder air-to-air missiles, have flown over 2,100 operational sorties. They are supported by two Tristar K1 tankers which also provide air-to-air refuelling for other Royal Air Force, Royal Navy and allied aircraft. The tankers, which moved from Malpensa to Palermo, Sicily, in June, have now flown over 580 sorties.

13. Two Royal Air Force E-3D Sentry aircraft, operating from Aviano in Northern Italy, continue to help monitor the air exclusion zone over Bosnia as part of the NATO Airborne Early Warning force. The detachment has recorded over 10,000 flying hours. Air transport also plays a major part in supporting British forces in theatre: the Royal Air Force currently operates five flights a week in support of operations.

14. The Royal Navy Carrier Group, which currently includes HMS *Illustrious*, HMS *Coventry* and Royal Fleet Auxiliaries (RFAs) *Olna* and *Fort Austin*, continues operations in the Mediterranean and Adriatic and stands ready to reinforce British forces in Bosnia should this become necessary. HMS *Glasgow* and HMS *Battleaxe* continue to conduct monitoring and stop-and-search operations in the Adriatic in support of the joint NATO/Western European Union Operation SHARP GUARD to enforce the United Nations arms embargo and trade sanctions. Over 37,000 ships have been challenged since the operation began, of which more than 3,900 have been boarded and over 900 diverted to port for inspection. Royal Air Force Nimrod maritime patrol aircraft, operating from Sigonella in Sicily, also support this operation and have flown over 260 operational sorties.

15. Six Sea Harrier F/A2 aircraft embarked on HMS *Illustrious* fly in support of Operation DENY FLIGHT and are also available to provide close air support to UNPROFOR. The aircraft have flown more than 2,200 sorties. In addition, the Sea Harriers, together with Sea King helicopters and frigates from the Carrier Group, support Operation SHARP GUARD when required.

16. RFA *Resource* remains in Split harbour, providing accommodation and stores support to the British UNPROFOR contingent. A detachment of four Royal Navy Sea Kings from 845 Squadron is based at Divulje Barracks, Split, and remains available for casualty evacuation support.

337. The Western European Union (WEU) has taken on the responsibility for organising, with NATO and with the European Union, some military and civilian activities in the former Yugoslavia. Since July, a number of WEU countries have been sending civilian police officers to participate in the establishment of a Unified Police Force for Mostar. The WEU police contingent is operating under the European Union administration there. The United Kingdom has pledged and deployed nine police officers, vehicles and accommodation for this operation. Operation SHARP GUARD continues in the Adriatic as a combined NATO/WEU operation to enforce the United Nations arms embargo against the former Yugoslavia. The WEU has also been

active in embargo monitoring on the Danube, providing boats and customs personnel to assist the riparian states.

338. Over 2,000 British forces personnel were deployed to the Gulf area in October to counter a new threat to Kuwait from Saddam Hussein's Iraq. Details of this operation can be found below.

339. Royal Air Force Harriers, together with United States and French aircraft, have continued to fly reconnaissance missions over northern Iraq. The coalition has patrolled a similar no-fly zone over southern Iraq; Royal Air Force Tornado GR1/1a aircraft participate in these patrols, supported by aircraft from the air transport and

Operation DRIVER

1. In early October, Iraq moved two Republican Guard armoured divisions close to the border with Kuwait, thereby posing a threat to the sovereignty of Kuwait and the authority of the United Nations, which has demarcated her borders. The British Government sent forces to the Gulf in response to a request from Kuwait and as part of the international effort to help defend Kuwait.

2. In responding to the crisis, we recognised the need for rapid and decisive action. We despatched at short notice a potent and balanced force, capable of integration with forces from other nations, comprising HMS *Cornwall* and HMS *Cardiff* of the Royal Navy's Armilla Patrol, which were deployed to the Northern Gulf; 45 Commando Royal Marines, which formed the core of the Spearhead Battalion Group; and an additional six Royal Air Force Tornado ground attack aircraft and a VC10 tanker. In all, over

2,000 personnel with equipment and initial stores were air-lifted to the Gulf by the Royal Air Force's air transport and air-to-air refuelling force over a period of 12 days. HMS *Cornwall* was off Kuwait within 24 hours of the crisis starting and was therefore the first visible demonstration of coalition support. This international effort was successful in achieving its primary aim of deterring Iraqi aggression and withdrawal of our forces was completed by the end of the year.

3. Our forces played a vital role in helping to maintain Kuwait's sovereignty and integrity and upholding the authority of the United Nations. Their ability to deploy rapidly in response to a threat has been amply demonstrated. In addition, they have benefited from the experience of conducting an emergency deployment and operating with United States and Kuwaiti forces, which will stand them in good stead for the future. These events demonstrate the importance of our Joint Rapid Deployment Force initiative (see page 30), which aims to strengthen our existing capability to project power quickly and potentially worldwide in support of British defence and security objectives.

4. United Nations Security Council Resolution 949, adopted unanimously on 15 October 1994, reinforces our determination that Iraq should not pose such a threat to Kuwait again. We will remain vigilant and prepared to deploy our troops if necessary and we are prepared to use our influence and authority in the United Nations Security Council to maintain pressure on Iraq to adhere to acceptable international practice.



Kuwait, October 1994 – Royal Engineers (attached to 45 Commando Royal Marines) connecting a water supply

air-to-air refuelling force. Both operations are mounted in support of United Nations Security Council Resolution (SCR) 688, which calls upon the Iraqi Government to cease repression of its civilian population.

340. International pressure is being maintained to achieve full Iraqi compliance with all the relevant United Nations SCRs. We attach particular importance to the efforts of the United Nations Special Commission (UNSCOM) to eliminate Iraqi Weapons of Mass Destruction programmes in accordance with SCR 687. UNSCOM activities in Iraq continue; we will maintain our involvement both in monitoring Iraqi compliance with relevant SCRs and in providing personnel and equipment support to the United Nations.

341. A number of reservists of all three Services with linguistic, intelligence and public relations skills have been called out to assist with current operations in the former Yugoslavia and around northern Iraq. At 1 April, four Royal Naval Reserve personnel, 37 Territorial Army personnel and seven members of the Royal Air Force Volunteer Reserve (RAFVR) were called out in support of operations in the former Yugoslavia. In addition, one member of the RAFVR was called out in support of operations connected with the no-fly zones in Iraq.

342. In August, a contingent of specialist British troops was sent to the central African state of Rwanda to support the United Nations Assistance Mission for Rwanda (UNAMIR). UNAMIR's role was to create a safe, stable environment for the population after the upsurge of ethnic violence in Rwanda and to secure the humanitarian operations among those displaced by the conflict. Our contribution is described in more detail below.

The Crisis in Rwanda

1. The inter-ethnic violence which erupted in Rwanda following the deaths of the Presidents of Rwanda and Burundi in April 1994, and the subsequent displacement of the civilian population fleeing from the fighting, prompted worldwide concern and calls for intervention from the international community.

2. In May, when the atrocities showed no sign of abating, the United Nations Security Council passed Resolution 918 authorising the expansion of the United Nations force in Rwanda to 5,500 troops (UNAMIR II). The

343. The United Kingdom also provided a contribution to the United States-led Multinational Force in Haiti (MNF), which was put together under the auspices of United Nations SCR 940 to establish the secure and stable environment necessary for the deployment of the United Nations Mission in Haiti (UNMIH). This successful operation enabled the legitimate Government of President Aristide to return to Haiti on 15 October. More than 20 countries contributed to the MNF. The United Kingdom's contribution comprised a frigate - HMS *Lancaster* was assigned from 16-22 September, with HMS *Broadsword*, as the West Indies Guardship, replacing her from 22-30 September - and a tanker (RFA *Oakleaf*), and also a small military training team. Both frigates were able to assist in shipping management tasks in the coastal waters off Haiti; the RFA tanker supplied fuel. The small military training team comprised a Royal Marines Major, nine officers and SNCOs from The Royal Welch Fusiliers and one officer and two SNCOs from the Royal Air Force Regiment. Following their deployment on 13 September, the team, which was based in Camp Santiago, Puerto Rico, assisted United States Special Forces in training the combined CARICOM (Caribbean Community and Common Market) contingent (made up of detachments from Jamaica, Antigua, Bahamas, Barbados, Belize, Guyana and Trinidad & Tobago) as well as contingents from Bangladesh and Guatemala to prepare them for operations in Haiti. The team returned home on 31 October.

344. Between 8 February and 3 March, the British destroyer HMS *Exeter* joined the United States-led naval task group that assisted the withdrawal of United Nations peacekeeping forces from Somalia.

expanded force's mission was to provide protection to the civilian population at risk and security for humanitarian operations. There were estimated to be around two million displaced persons in Zaire, Tanzania, Burundi and Rwanda itself.

3. The United Kingdom agreed to send a contingent of specialist troops for a three-month period to bridge the gap until UNAMIR could install its own logistics contractors. The British contingent was deployed from August to November. We also provided seven staff officers to take up key posts at UNAMIR headquarters in Kigali.



British soldiers from 23 Parachute Field Ambulance treating a Rwandan child in one of the field hospitals set up in Rwanda last year

4. At its largest, the British contingent, drawn mainly from 5 Airborne Brigade based in Aldershot, comprised some 615 troops. Their main duties were to provide military information and logistic support to UNAMIR in the crucial areas of vehicle maintenance and repair, medical care, bridge and road reconstruction and the transport of supplies. British personnel were initially deployed to Ruhengeri in northern Rwanda and to Kigali; but the focus of much of their effort subsequently switched to the south-west of the country. Our medical teams alone treated over 125,000 people, while our engineers were responsible for repairing more than 800 UNAMIR vehicles and rebuilding key bridges giving access to large parts of the country for humanitarian supplies.

345. MT 3.8: Operational Deployments Under Bilateral and Multilateral Agreements - Changes to the British military presence in Belize were announced in May 1993. At the request of the Government of Belize, we maintained a garrison in Belize to deter, and if necessary defend against, possible Guatemalan aggression. Relations between Belize and Guatemala have improved greatly in recent years and Guatemala now recognises Belize's sovereignty and independence. In these changed circumstances, it was no longer necessary to maintain the garrison, whose withdrawal was completed by 30 September. From 1 October, the British military presence in Belize has, with the agreement of the Belize Government, taken the form of a jungle training operation for troops from the United Kingdom. Responsibility for the defence of Belize was assumed by the Government of Belize on 1 January 1994, which has been assured that the British Government is fully prepared to play its part in consultations which would lead to the appropriate response should the security of Belize be threatened in the future.

346. MT 3.10: Other Operational Deployments - Ships of the Armilla Patrol, which is now in its 15th year, continue to provide reassurance

and assistance to entitled merchant shipping in the Gulf area. They regularly participate in maritime exercises with Navies of the Gulf states and coalition allies. Within hours of the start of the 1994 Iraq/Kuwait crisis, HMS *Cornwall* was poised off Kuwait City, providing the first visible allied presence. Since December 1993, commercial shipping has been using the Iraqi port of Umm Qasr for the delivery of food and other humanitarian aid. The Armilla Patrol continues to conduct interception and boarding operations to ensure that these vessels do not breach United Nations sanctions on Iraq.

347. MT 3.11: Military Assistance and Combined Exercises - During 1994-95, some 4,100 students from 100 different nations attended military training courses in the United Kingdom. On 1 January 1995, some 395 British Service personnel (53 Royal Navy and Royal Marines, 232 Army and 110 Royal Air Force) were on loan in 24 different countries or territories. The duties of these personnel include assisting, advising and training the armed forces of the country or territory to which they are loaned. Costs are met either by the customer or by the Foreign and Commonwealth Office.

The Royal Marines on exercise in Trinidad



348. Since May 1994, a British Military Advisory and Training Team (BMATT) has been assisting in the integration of South Africa's armed forces. BMATT's role is to validate selection criteria and training standards, to monitor training and adjudicate in any cases where disagreements arise.

349. The first three multinational exercises under 'Partnership for Peace' - Exercises CO-OPERATIVE BRIDGE, CO-OPERATIVE VENTURE and CO-OPERATIVE SPIRIT - were held last Autumn (see pages 20 to 21). British forces took part in all three.

350. **MT 3.12: Arms Control, Disarmament and Confidence and Security-Building Measures** - Arms control continues to be a high priority activity for the Department. The United Kingdom is actively involved in a number of international negotiations.

351. The Nuclear Non-Proliferation Treaty (NPT) remains a cornerstone of international efforts to prevent nuclear proliferation. This Treaty came into force on 5 March 1970 for an initial period of 25 years. A Conference, convened in New York from 17 April to 12 May, is currently reviewing the operation of the Treaty and deciding for how long it should be extended. The Government believes that the interests of all nations will be best served by an indefinite and unconditional extension of the NPT. We will continue to encourage universal accession to the NPT and, at the same time, support the work of the International Atomic Energy Agency to strengthen safeguards associated with the Treaty.

352. The accession to the NPT by Ukraine on 5 December at the OSCE Summit brought the START I treaty into force. This treaty, and the follow-on START II once ratified, require the United States and Russia to make massive reductions in the size of their nuclear arsenals.

353. We consider that a Comprehensive Test Ban Treaty (CTBT), if global and internationally verifiable, would reinforce efforts to prevent the proliferation of nuclear weapons; our aim is to see a CTBT negotiated and open for signature at the earliest opportunity. Real progress towards a CTBT has been made in the past year under the auspices of the Conference on Disarmament in Geneva, with the United Kingdom playing a full and constructive part in the negotiations. The impact of the CTBT on the United Kingdom's nuclear weapons programme is discussed on page 77.

354. A further measure that could constrain nuclear proliferation would be a Cut-Off Convention. The aim of such a Convention would be to ban production of fissile material for explosive purposes. The Government accepts that a non-discriminatory, multilateral and internationally and effectively verifiable Convention banning the production of fissile material for nuclear weapons or other nuclear explosive devices could, on the right terms, make a contribution to the United Kingdom's non-proliferation objectives. The Government has therefore supported efforts to initiate negotiations on such a Convention, based on the consensus Resolution passed at the 1993 United Nations General Assembly.

355. The Chemical Weapons Convention, which opened for signature in January 1993, has so far been signed by 159 countries, of whom 27 have ratified. It will enter into force six months after the 65th ratification. Our national preparations for the entry into force of the Convention are well advanced. The United Kingdom played a significant role in the negotiations which led to the signing of the Convention, and we attach considerable importance to its effective implementation. We continue to play a major and effective part in the work of the Preparatory Commission to the Organisation for the Prohibition of Chemical Weapons, which has been established in the Hague.

356. The Government remains committed to strengthening the 1972 Bacteriological (Biological) and Toxin Weapons Convention and, in particular, to the establishment of an effective verification regime. At a Special Conference held in Geneva during September, the States Parties agreed to establish an ad hoc group with a mandate to consider appropriate measures, including possible verification measures, and other proposals to strengthen the Convention. The first substantive meeting of the group will take place in July this year. The United Kingdom will undertake an important co-ordinating role for the discussions on verification measures.

357. The third and final year of the Reduction Phase of the Conventional Armed Forces in Europe (CFE) Treaty ends on 16 November 1995. The Treaty has been and remains a cornerstone of European security. We attach great importance to its full implementation by all States Parties. By the end of the second reduction year (16 November 1994), some 34,000 items of Treaty Limited Equipment (TLE) had been destroyed or converted to non-military use by all the CFE States Parties. Of this equipment, nearly 24,000 items had been reduced by countries of central and eastern Europe. The eventual reduction liability of States Parties to the Treaty is around 50,000 major items of equipment. The United Kingdom has only a small share of this: 183 tanks, 30 Armoured Combat Vehicles and five multipurpose attack helicopters, of which all but 26 tanks had been destroyed by April. After the Reduction Period has been completed in November, there will be a Residual Validation Period of 120 days to enable states to verify that others have reduced their equipment holdings to the limits set in the Treaty. The Treaty allows for a Review Conference 46 months after entry into force - that is, in May 1996 - and at five year intervals thereafter.

358. By April, the United Kingdom had conducted 46 inspections to eight separate states. Guest inspectors from NATO and central and east European states took part in 75% of our outgoing inspections. 67 British inspectors joined other States Parties' Teams to take part in theirs. We received over the same period 11 inbound inspections of British forces in the United Kingdom, Gibraltar and Germany. None of these inspections has found evidence of deliberate cheating.

359. The OSCE is the principal forum in which the future agenda for conventional arms control in Europe is discussed. The United Kingdom is contributing to both NATO and OSCE efforts to develop a single OSCE framework for future European arms control.

360. The Vienna Document is a politically-binding agreement covering a series of confidence and security building measures, such as the exchange of military information, prior notification of large scale military activities, military co-operation and contacts, and a compliance and verification regime. Up to April 1995, the United Kingdom made nine outgoing visits under the Vienna Document and received one visit to formations and units of British forces. We also participated in 15 exchanges under the Document's military contacts provisions. Most of these were with the countries of central and eastern Europe.

361. Nineteen states (including the United Kingdom) have now ratified the Open Skies Treaty. A further three states are required to do so before it can enter into force. The United Kingdom has also contributed significantly to the international effort to prepare for its entry into force. A British Andover aircraft, now operated by the Defence Test and Evaluation Organisation at Boscombe Down, has already taken part in trial flights over other states' territories. In addition, five states have exercised their aircraft over the United Kingdom, including Ukraine in April 1994, the Czech Republic in November 1994, and the United States in February 1995.

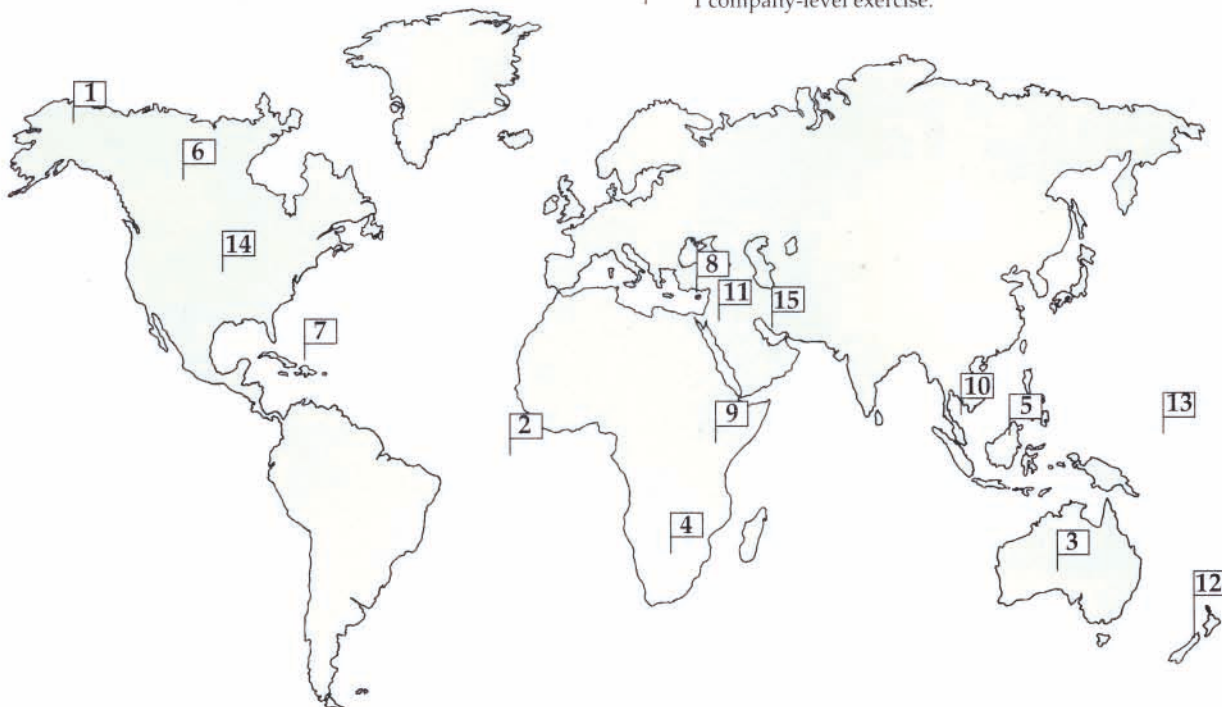
362. As at 1 April, 88 nations had submitted returns to the United Nations to cover their arms transfers for 1993. A Group of Government Experts met last year in New York to review the implementation of the United Nations Register of Conventional Arms and to consider its further development. The Group agreed that the Register had made an encouraging start and noted that it had attracted a high level of support, capturing the vast majority of arms transfers in the relevant categories. The Group concluded that the Register should not be immediately expanded, and that the consolidation of what had been achieved so far would lead to still greater participation.

363. Multilateral arrangements are being negotiated following the termination of the COCOM regime which should help to promote greater transparency and responsibility with regard to transfers of conventional armaments and sensitive dual-use technologies. Until the new procedures have been agreed, former COCOM members will continue to operate export controls nationally, on the basis of the COCOM goods lists.

364. In the field of the law of armed conflict, one major development in the past year has been the United Kingdom's ratification of the United Nations Weaponry Convention, which took place on 13 February. This Convention, which governs the use of landmines, booby traps, incendiary weapons and non-detectable fragments, is due to be considered at an international Conference of States Parties in September. The United Kingdom's ratification of the Convention means that we will be able to participate in the Review Conference as a full State Party; we will work in particular towards ensuring that the revised Convention contains tighter restrictions on the use of anti-personnel landmines, with a view to the protection of civilians.

Figure 8. Exercises Outside Europe in 1994

- 1 ALASKA**
Tactical training by RAF Tornado squadrons and supporting aircraft.
- 2 ASCENSION ISLAND**
Sub-unit and communications exercises.
- 3 AUSTRALIA**
RAF participation in maritime reconnaissance exercise.
- 4 BOTSWANA**
2 company-level exercises.
- 5 BRUNEI**
4 company exercise (including 1 RM).
Miscellaneous minor unit training (from Hong Kong).
- 6 CANADA**
Training by 6 battle groups,
3 battalion groups and 3 company groups.
Tornado GR1, F3 and Jaguar exercises
with supporting aircraft. ①
- 7 CARIBBEAN**
RN ships plus support vessels to maritime exercises.
2 company-level exercises (including 1 RM) (Jamaica).
2 company-level (RM) exercises (Trinidad and Guyana).
1 company-level exercise (Belize).
Company (RM) and RAF (Hercules) participation in
Regional Security System (RSS) exercise.
Major communications exercise.
- 8 CYPRUS**
1 battalion-level exercise.
22 company-level exercises (including RM and RAF Regt)
plus an engineer project.
4 RAF armament practice camps.
Air defence exercises involving Tornado and support
aircraft. ①
- 9 KENYA**
3 battalion group exercises (1 at reduced size).
1 company-level exercise plus an engineer project.
- 10 MALAYSIA AND SINGAPORE**
RAF and RN participation in FPDA air defence exercises.
Battalion HQ+ ② participated in FPDA land CPX ③.
RN and RAF participated in FPDA maritime exercise
(South China Sea).
3 company-level exercises (2 from Hong Kong).
- 11 MIDDLE EAST**
3 company-level exercises.
Jaguar aircraft tactical training.
- 12 NEW ZEALAND**
1 company-level exercise.

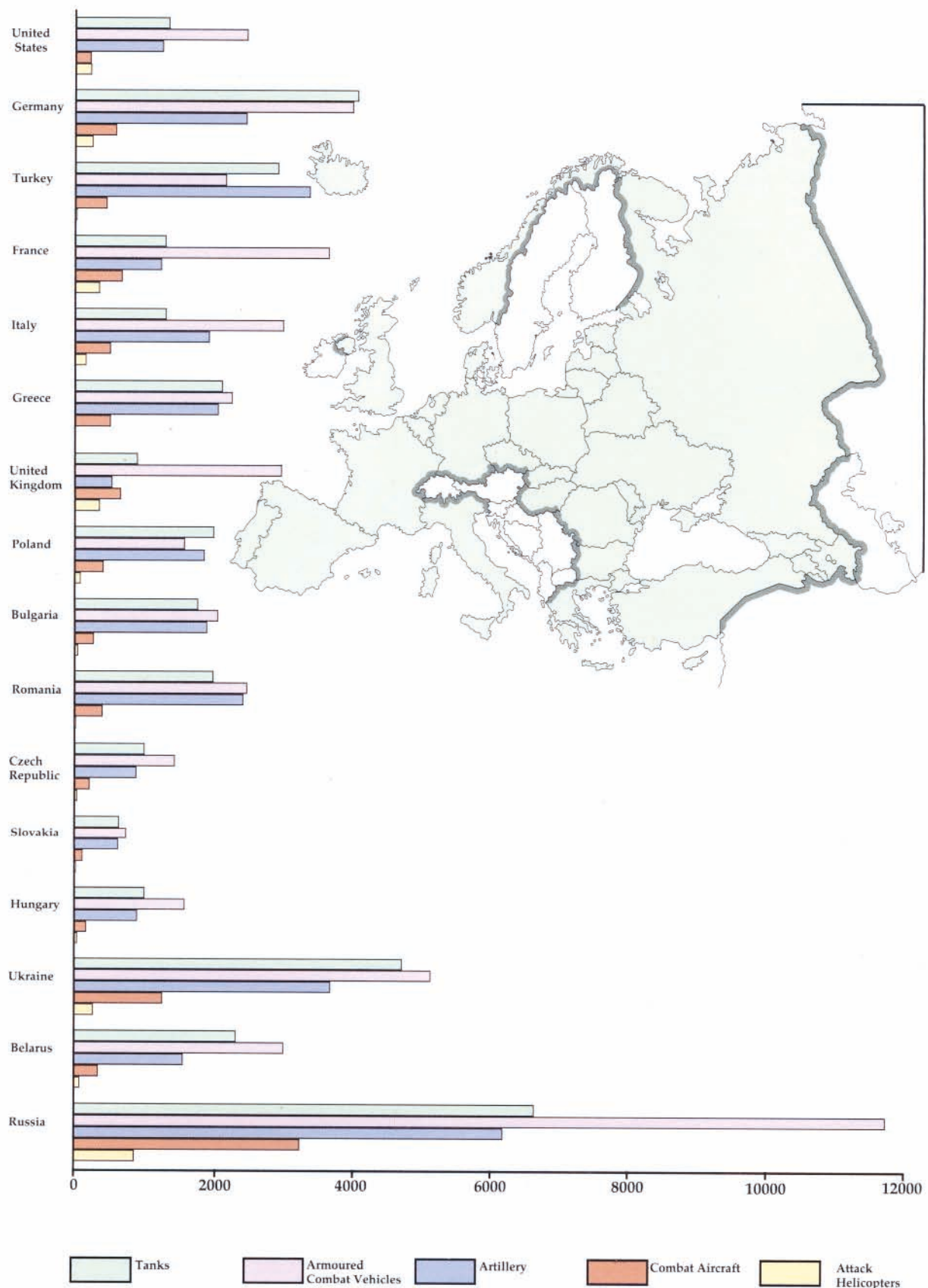


- 13 PACIFIC**
Miscellaneous minor unit training (Hong Kong and
Hawaii).
- 14 USA**
2 battalion and 4 company-level exercises.
Tactical training by Tornado, Harrier and supporting
aircraft ①.
RN ships and supporting vessels and RAF aircraft
participated in maritime exercise in western Atlantic.
4 military parachute training courses.
- 15 THE GULF**
Nimrods to maritime reconnaissance training.
Tornados to tactical training.
2 battalion and 1 company-level exercises.
Combined naval and air exercises with Gulf states.
1 company-level (RM) exercise (Kuwait).
1 company-level (RM) exercise (Oman).

Notes:

- ① Some deployments supported by RAF tanker aircraft.
- ② Battalion Headquarters with augmentation.
- ③ CPX - Command Post Exercise.

Figure 9. CFE Treaty: Largest Declared Equipment Holdings ①



Note:

① Declared holdings at 1 January 1995 of equipment in the ATTU limited by the CFE Treaty.

CHAPTER FOUR

The Defence Equipment Programme

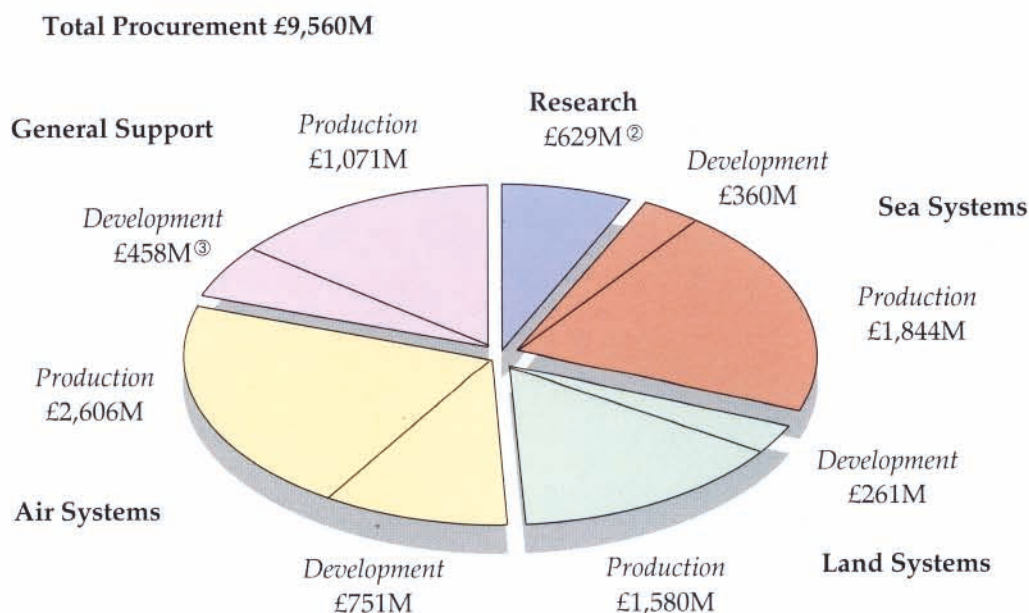
401. Extensive procurement programmes are in progress to ensure that all three Services continue to be provided with modern, capable equipment. The successful outcome of 'Front Line First' (see paragraphs 540 to 548) has allowed us to make a number of key equipment improvements across a range of capabilities.

JOINT SYSTEMS

402. The Department's fixed telecommunications networks have until now been provided by separate single-Service agencies. We have

concluded that a single, integrated, digital system would be more cost-effective. The proposed new Defence Fixed Telecommunications System (DFTS) will meet all the Department's needs for fixed telecommunications in the United Kingdom. It will be protected against various kinds of attack and have the capacity to expand to carry more traffic where there is an operational need. The federation of existing agencies and systems into a single DFTS between 1995 and 1999 is expected to realise considerable cost and manpower savings and improve operational effectiveness. We hope to place a contract for the appropriate equipment procurement, works and other services this year.

Figure 10. Main Divisions of the Procurement Programme ^①



Notes:

- ① Provisional figures. The associated costs of the procurement programme are included in this pie chart.
- ② This figure covers all Ministry of Defence research programmes, including corporate, applied, nuclear and outstations, but excludes certain work that is not defined as research in the Frascati definitions.
- ③ Includes the cost of some HQ staff who are responsible for both research and development, and some non-innovative procurement expenditure.

Assessing Equipment Requirements

1. Assessing defence equipment requirements and setting priorities for procurement within a finite overall budget is a key element of defence planning. When we, with our allies, faced an overriding and clearly defined threat, the planning process rested on a high degree of confidence that we could predict factors such as the likely areas in which units would be deployed, who our allies would be and the capability of our probable opponents. In the new strategic setting, such factors are less easy to predict. Our forces therefore have to be more flexible, ready and able to take on a wide array of extremely varied tasks covering both combat and operations other than war. We have also witnessed an increase in the actual number of operations being undertaken; the indications are that this higher level of activity is likely to continue. In future, therefore, a premium will be placed on forces and equipment which offer flexibility, mobility, combat power and utility across the full range of Military Tasks, and which afford us military capability in both peace and war.

2. Procuring defence equipment requires long-term planning. A major system, such as Eurofighter 2000, might take two decades to bring into service and could subsequently remain in operation for as long as 30 years. Predicting the environment in which the equipment will have to operate over such a timescale is self-evidently difficult, but decisions must be taken on the balance of investment within the defence programme, the priorities attached to different Service requirements and the military capabilities that are to be developed and produced. Some of these alternatives may differ widely in nature: for example, how much investment should be made in land-based short- or medium-range anti-armour systems, such as tanks, anti-tank missiles, or artillery, rather than longer-range airborne weapons and attack helicopters? In air defence, what is the appropriate mix of manned fighter aircraft and ground-to-air missiles?

Defining the Task

3. Central to the planning process is the definition of the links between our Defence Roles and the associated Military Tasks, the forces required to achieve them and resources available in terms of manpower and equipment. Before committing ourselves to major expenditure on any equipment, the military, technical, financial and managerial validity of the proposed programme must also be confirmed, by means of

thorough scrutiny. This applies to each project, both individually and in relation to other programmes. The obsolescence of an existing system is not of itself a sufficient reason to buy a replacement; any procurement must be justified from first principles. It must be shown that a gap exists in required capability and the military value of filling it must be demonstrated. The next step is to assess the level of capability needed to meet the identified requirement.

Assessing the Requirement

4. From the analysis of the strategic setting and our planning assumptions, we have to determine how many of each type of system would be needed to meet the operational objective. For example, to assess the requirement for Eurofighter 2000, a twin-track approach which used two separate methodologies was used. First, the number of Eurofighter 2000 that would be required were it coming into service to meet today's commitments was assessed. This assessment took account of the forces required for the defence of the United Kingdom, to meet our force declarations to NATO and to contribute to operations by our National Contingency Forces under Defence Role Three. The second study used operational analysis to provide an assessment of the Eurofighter 2000 force requirement against a wide range of possible operational deployment scenarios in the period 2010 to 2015. Seven separate regional conflict scenarios were modelled. The results of the two studies were then brought together to derive a recommended fleet size. In addition to determining the minimum number of aircraft needed to meet front-line defence commitments, the work also assessed the number of training and attrition aircraft required to maintain front-line numbers throughout the predicted 25 year in-service life of the aircraft.

Assessing the Options

5. When analysing how a particular requirement is to be met, a careful comparison is made of the relative cost and operational effectiveness of the alternative solutions. Operational Analysis can also help in this area by providing quantified evidence bearing on issues such as value for money, military operational capability and future equipment requirements. It can also help with the assessment of potential trade-offs, such as whether to buy a new system or upgrade an existing one; whether to purchase a few relatively expensive systems or more, cheaper ones; or identifying where a small

reduction in the requirement could result in a significant cost saving. Today's more uncertain operational environment can mean that a system's performance has to be examined against a wide range of scenarios, involving combat as well as operations other than war. The analysis takes into account not just the initial cost of buying a system but also the total cost of supporting that system throughout its operational life. The reliability and maintainability of the system, and the cost of the manpower which will be needed to operate and service the equipment, must also be considered. This assessment, known as a Combined Operational Effectiveness and Investment Appraisal (COEIA), therefore takes account not only of the operational case but also of what is affordable.

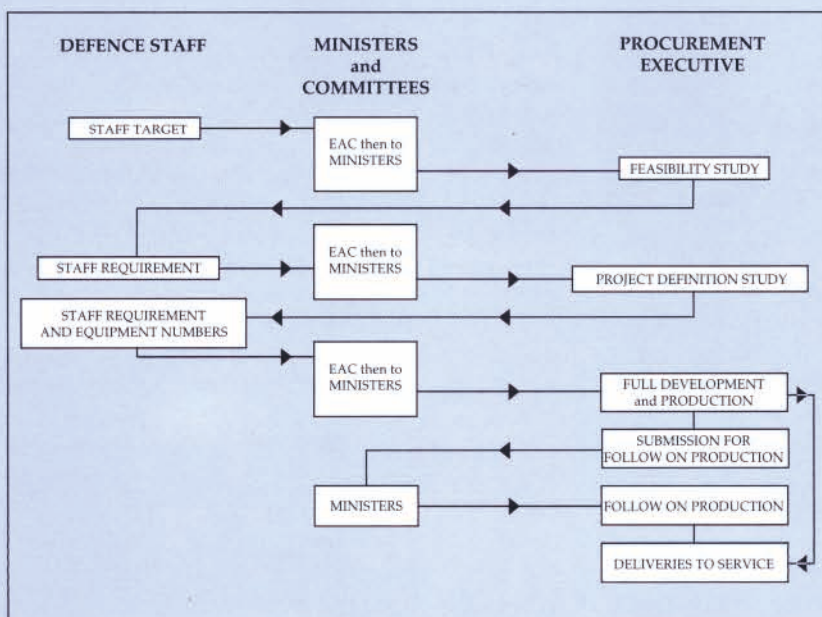
6. The COEIA is, however, an aid to decision making, not a substitute for it. The factors considered in the COEIA, while important, are not the only ones to be addressed in making an equipment procurement decision. The best procurement route needs to be identified: would it be most cost-effective to buy an existing system "off the shelf" or to develop a new one? Should this development be carried out nationally or in collaboration with our allies? What level of risk is attached to each of the options? We also have to take into account the implications for British industry, including the ability of potential prime contractors to understand our requirements, to support the equipment in-service over a period of decades and to respond quickly to our operational needs; and the export potential of the

chosen equipment. Above all, it is important to demonstrate that value for money - broadly interpreted to encompass all these considerations - will be achieved.

Managing the Process

7. While we need to ensure that all relevant factors are fully considered, the decision-making process must not be bureaucratic and overly time-consuming. In recent years, the approvals process for capital investment in equipment has been significantly streamlined. The senior body making recommendations to Ministers on equipment programmes, the Equipment Approvals Committee (EAC), is chaired by the Chief Scientific Adviser and has only three other members: the Vice Chief of the Defence Staff, the Chief of Defence Procurement and the 2nd Permanent Under Secretary. EAC membership thus reflects the views of the Services, as users of the equipment; those of the Procurement Executive; and the central Policy and Programmes staff. Following EAC consideration, a recommendation will be made to Ministers. To ensure that expenditure on major programmes is properly controlled, and that the continuing need for and priority attached to a programme is kept under review, this process will normally have to be repeated at various stages throughout the procurement process (see Figure 11). Our assessments of equipment requirements therefore entail thorough scrutiny and control, but at the same time provide for flexibility, enabling alternative means for satisfying a requirement to be considered fully.

Figure 11. The Procurement Process



403. Last year we placed a contract for the manufacture and placing in orbit of two communications satellites (SKYNET 4 Stage 2), which are expected to be in service by 1999. We have recently decided to add a third satellite to meet the growing demand for capacity and wide coverage. These satellites are to replace the present SKYNET 4 Stage 1 constellation, which makes an essential contribution to our communications worldwide. Initial studies are continuing on a further generation of satellites (SKYNET 5) for introduction into service in the next century. Collaborative procurement solutions with NATO partners are being pursued.

ROYAL NAVY EQUIPMENT

404. In addition to its responsibility for our nuclear deterrent, the Royal Navy continues to plan around the three core capabilities of aircraft carrier task groups, nuclear-powered submarines and amphibious forces.

405. The first Trident submarine, HMS *Vanguard*, successfully test fired two unarmed Trident II D5 missiles off the coast of Florida last summer, the first such firings by a Royal Navy submarine. Following the completion of extensive trials, collection of 16 unarmed missiles from the United States Navy facility at Kings Bay, Georgia, and the fitting of British-designed and -built warheads to

Ballistic Missile Defence

1. The United Kingdom has taken an active interest in ballistic missile defence (BMD) for many years. We collaborate on a bilateral basis with the United States and France, as well as playing a full part in the increasing volume of NATO discussion and study. Last year, we led a NATO study into possible defensive architectures for European missile defence in the post Cold War era. Additionally, we continue to play a full part in studies tasked by the NATO Air Defence Committee, which is examining Theatre Missile Defence within the context of overall risks from attack by ballistic missiles. This work will help to define future operational requirements and also inform NATO's non-proliferation study groups.

2. As well as participating in bilateral and multilateral programmes, we have made significant progress over the past year in the assessment of our own future national requirement. Last October, we awarded a contract to British Aerospace for a pre-feasibility study into possible BMD systems to counter potential threats to the United Kingdom, the Dependent Territories and our forces deployed overseas. The aim of the study is to identify practical defensive architectures against a range of scenarios, taking account of costs, risks and timescales, as well as technical and industrial considerations. It will also take account of current and past American and British research in this area - in particular, the joint United Kingdom Architecture Study. With smaller, associated studies, this study will comprise the Pre-Feasibility Programme.

3. In parallel with this study into our BMD procurement options, we are also examining

how ballistic missile proliferation might impinge on the armed forces' Military Tasks. We need to keep a close watch on emerging programmes which might threaten the United Kingdom in the future. Our analysis also covers the potential threat to our Dependent Territories, some of which are already within range of deployed ballistic missile systems; how we might meet our obligations to NATO in countering the emerging ballistic missile threat to our allies; and the circumstances in which British forces would require BMD cover when deployed abroad in support of our wider security interests. Our intention is to identify those Military Tasks and circumstances in which BMD support is likely to be desirable and to determine our priorities. This approach will allow us to move quickly once we know what technical options are available and will also maximise the opportunities for collaboration.

4. The Pre-Feasibility Programme and the development of BMD policy represent the primary focus of our national BMD-related activity, but we have other, related work also in hand. Last October, we announced our involvement in technology demonstrators in the radar and surveillance fields, as part of which two promising sensor technologies would be developed and tested. This programme is now being taken forward. The major element - the building of an experimental, multifunction, electronically scanned, adaptive radar (MESAR) - will take some two and a half years.

5. This substantial body of work builds upon a decade of successful international collaboration. Over the next 18 months, it should allow us to take decisions on any future British BMD requirement and associated procurement programme.



Trident
Demonstration
and Shakedown
Operation – first
firing

the missiles at RNAD Coulport, HMS *Vanguard* entered operational service on time at the end of last year.

406. The second Trident boat, HMS *Victorious*, completed a highly successful series of Contractor's Sea Trials in August last year and was formally accepted by the Royal Navy in January. Construction of the third and fourth vessels, *Vigilant* and *Vengeance*, is going well. The current estimated cost of the Trident programme is £11,682 million, if all expenditure, including payments already made, is brought up to current prices and at a common exchange rate of £1 = \$1.48, as assumed in this year's recosting of the defence programme. This represents a real cost reduction of some £211 million over last year's estimate and a total real cost reduction of almost £3.7 billion on the original estimate made some thirteen years ago. If payments already made are expressed at the prices and exchange rates actually incurred, the equivalent hybrid estimate is now £9,770 million. Expenditure on the Trident programme to 31 October 1994 represented some 78% of the overall hybrid estimate.

407. In addition to the SSBNs, the Royal Navy submarine fleet is now made up entirely of 12 nuclear-powered SSNs (Swiftsure and Trafalgar Classes). An invitation to tender for the design, build and early in-service support of three

Batch 2 Trafalgar Class submarines, with options for a further two, was announced in July last year. The Batch 2 submarines (with which we plan to replace the Swiftsure Class) will be based closely on the existing and highly successful Trafalgar Class and will incorporate the new Tactical Weapon System which is currently being fitted to the Swiftsure and Trafalgar Class boats. Tender responses are due to be submitted shortly, and we plan to place a prime contract next year.

408. A contract was placed in July for the update of a further five Sea Harrier aircraft from FRS1 to F/A2 standard; this was in addition to the total of 18 new build Sea Harrier F/A2 already ordered, and completed the attrition reserve. The Sea Harrier F/A2, which we will begin arming later this year with the Advanced Medium Range Air-to-Air Missile (AMRAAM), will serve to maintain the effective capability of the Royal Navy's three aircraft carriers. Good progress continues to be made on the development and production of 44 EH101 Merlin ASW helicopters. We continue to plan on updating the Sea King Airborne Early Warning Aircraft with an improved radar and data link from around the turn of the century. The upgrading of Lynx Mark Three helicopters to Mark Eight standard is proceeding well, with the first eight conversions now having been returned to the Royal Navy.

Table 3. Royal Navy Forward Equipment Programme ①

| Equipment | Numbers ordered up to 1994 | Numbers ordered 1994-95 | Numbers brought into service during 1994-95 | Balance Outstanding | ISD |
|--|----------------------------|-------------------------|---|---------------------|--------|
| Submarines | | | | | |
| Vanguard Class (Trident) | 4 | - | 1 | 2 | 1993 |
| Submarine Equipment | | | | | |
| Vanguard Submarine Self Protection Mast | 4 | - | 2 | 2 | 1994 |
| Submarine Command System | 14 | 9 | 7 | 16 | 1994 |
| Spearfish Heavyweight Torpedo | 100 | ③ | ③ | ③ | 1994 |
| Sonar 2054 - for Vanguard Class SSBNs | 4 | - | 2 | 2 | 1994 |
| Sonar 2076 - for Trafalgar Class SSNs | 4 | - | - | 4 | 2002/3 |
| Surface Ships | | | | | |
| Type 23 Frigate (Duke Class) | 13 | - | 2 | 3 | 1989 |
| Landing Platform Helicopter | 1 | - | - | 1 | 1998 |
| Single Role Minehunter | 5 | 7 | - | 7 | 1989 |
| Ocean Survey Vessel | - | 1 | - | 1 | 1997 |
| Surface Ship Equipment | | | | | |
| Sonar 2050 - for surface ships | 31 | - | 3 | 3 ^④ | 1989 |
| Sonar 2093 - for Sandown Class | 13 | 2 | 3 | 7 | 1992 |
| GWS 26 MOD1 Vertical Launch Sea Wolf Missile and Ship System | 12 | 1 | 1 | 3 | 1991 |
| Type 996 Radar | 37 | - | 4 | 16 | 1988 |
| Type 23 Frigate Command System | 17 | - | - | 17 | 1998 |
| Action Data Automation Improvements | 14 | - | 2 ^④ | 12 ^④ | 1994 |
| SCOT SHF Satellite Comms Terminals | 55 | - | - | 9 ^④ | 1989 |
| Naval Aircraft | | | | | |
| EH101 Merlin ASW Helicopter | 44 | - | - | 44 | 1998 |
| Sea Harrier F/A2 | 18 | - | - | 18 | 1995 |
| Sea Harrier Mid-life Update | 31 | 5 | 7 | 18 | 1994 |
| AMRAAM | 210 | - | - | 210 | 1995 |

Notes:

- ① Includes all current projects on which development expenditure of over £40M or production expenditure of over £75M has been approved at 1 April 1995.
- ② In-Service Dates for ships and submarines are based on the acceptance date from the contractor of the First of Class, not the date on which the vessel formally became operational. In-Service Dates for equipment are defined as the date by which the equipment (or specified number of equipments) will contribute to the operational capability of the Royal Navy.
- ③ Numbers classified.
- ④ Corrects inaccurate figures given in last year's Statement.

409. Last year's Statement highlighted the sizeable investment being made in our amphibious capability in recognition of its importance in the current strategic environment. In last July's 'Front Line First' statement, we confirmed our intention to replace the Landing Platform Docks, HMS *Intrepid* and HMS *Fearless*. An invitation to tender for their replacement was subsequently issued in August and we expect to place an order later this year. Good progress continues to be made on the design and construction of the new helicopter carrier (LPH), which was ordered in 1993 and which, together with the Landing Platform Dock replacement, will provide the cornerstone of our future amphibious capability.

410. In the 1994 Statement, we confirmed our intention to operate a destroyer and frigate force of 35 ships from 1995. This force level was reached earlier this year when HMS *Broadsword* paid-off. In the course of the last year, two more Duke Class Type 23 frigates - HMS *Northumberland* and HMS *Richmond* - have been accepted into service, bringing to ten the number accepted, although not all of these have yet entered operational service. Three more of these highly capable frigates are on order; and, at the end of last year, we issued an invitation to tender for a further batch of up to three ships. Subject to the successful outcome of the tendering process, we hope to place an order in the second half of this year.

411. Good progress continues to be made on Project HORIZON. This collaborative project is intended to lead to the production of a new class of air defence frigate, the Common New Generation Frigate, with which we plan to replace the Royal Navy's Type 42 destroyers early in the next century. A memorandum of understanding for the joint development of this project was signed by the Defence Ministers of the three partner nations - Britain, France and Italy - in July last year. A further memorandum of understanding covering the ship's principal anti-

air missile system is due to be signed by the three Defence Ministers later this year.

412. Our commitment to maintaining a highly capable Mine Countermeasures flotilla for the Royal Navy was evidenced in July last year by the placing of an order for a further batch of seven Sandown Class Single Role Minehunters. The delivery of the last of this batch early in the next century will complete the Mine Countermeasures force of 25 vessels which was announced in the 1993 Statement. We are also planning an upgrade programme for the 13 dual-role Hunt Class minehunters/minesweepers to improve their capability to deal with future threats.

413. We recognise the importance of specialist hydrographic vessels and personnel. The capability of the hydrographic service will be upgraded by four new vessels, including a new build Ocean Survey Vessel, to be named HMS *Scott*, an order for which was placed in January. Together with the survey motor launch, HMS *Gleaner*, the resultant squadron of five survey vessels will best meet our defence requirements, including the ability to respond to short notice tasking. All the vessels will be manned by the Royal Navy and will fly the White Ensign.

414. We also recognise the importance of modern, capable support ships. Since the publication of last year's Statement, two new Auxiliary Oilers Replenishment (AORs), *Fort George* and *Fort Victoria*, have entered service with the Royal Fleet Auxiliary. Feasibility studies have been undertaken into the replacement of the ageing 'O' Class fleet support tankers with Auxiliary Oilers at around the turn of the century. We are currently considering the findings of these studies.

415. As was announced in last year's Statement, an initial batch of Spearfish torpedoes entered service with the Royal Navy in March 1994. Following improvements to the weapon's reliability, a main production order for the supply

of the remainder, and for in-service support, was placed with GEC Marconi Naval Systems in December. The Spearfish torpedo, which is the most advanced anti-ship and anti-submarine torpedo in the world and whose speed and endurance enable it to out-maneuvre the fastest and deepest diving targets, will replace the Tigerfish torpedo in all Royal Navy submarines.

416. As part of 'Front Line First', we announced in July that we are exploring the possibility of fitting our SSNs with conventionally-armed Tomahawk land-attack missiles procured from the United States. Feasibility studies were launched in the autumn, the results of which are expected to be available shortly; a decision on procurement will be taken in the light of the findings of these studies.

ARMY EQUIPMENT

417. The competition to provide an advanced anti-armour helicopter replacement for the Lynx continues. The Attack Helicopter programme is planned to be the largest single Army equipment programme over the next few years, worth around £2 billion. We received final bids during February and these are currently being assessed. We expect to be in a position to announce a winner this summer.

418. In July, we placed an order with Vickers plc for a further 259 Challenger 2 tanks, in addition to the 127 tanks already on order, and a further

comprehensive training and support package. The first tank from the earlier order was rolled out in the same month and full production is well under way.

419. The AS 90 self propelled howitzer has now been delivered to four artillery Regiments; the fifth and final Regiment is scheduled to receive its equipment in the near future.

420. The last of the order of 789 Warrior Infantry Armoured Vehicles was delivered in February. The vehicle has continued to prove its worth in very demanding conditions in the former Yugoslavia. The DROPS Medium Mobility Load Carrier has also performed very successfully in support of British forces in the former Yugoslavia; delivery of the current production order of over 1,500 vehicles is now almost complete.

421. The Bridging for the Nineties (BR90) programme consists of a family of four complementary bridge systems, designed to carry vehicles, including main battle tanks, across rivers, canals and dry gaps. Production of the Close Support Bridge (CSB) and General Support Bridge (GSB) is now under way. A Long Span Bridge (LSB) and a Two Span Bridge (TSB) are being developed as ancillaries of the GSB, to enable it to be used over very wide crossings. Development of the LSB and TSB should be completed in 1997. In addition, a contract has recently been placed for 38 M3 amphibious bridging/ferry rigs to enter service in 1997. M3 is a British-German system which provides the



*Prototype
Challenger 2 Main
Battle Tank on
user trials*

capability to move vehicles over water obstacles too wide for other bridging equipment.

422. A new training system, the Direct Fire Weapons Effects Simulator (DFWES), was used for the first time in a field training exercise on Salisbury Plain in October. The DFWES simulates the effects of direct fire weapons and adds

a new and realistic dimension to field training, thus improving professional skill levels. The DFWES is the first stage of the Army Simulation Strategy, which seeks to use the latest technology to improve the training of soldiers and commanders in tactical engagements. This strategy will also produce savings in training ammunition, with consequent environmental benefits.

Table 4. Army Forward Equipment Programme ①

| Equipment | Numbers ordered up to 1994 | Numbers ordered 1994-95 | Numbers brought into service during 1994-95 | Balance Outstanding | ISD |
|--|----------------------------|-------------------------|---|---------------------|-------------------|
| Tanks | | | | | |
| Challenger 2 | 127 | 259 | 20 | 366 | 1996 ^② |
| Armoured Combat Vehicles | | | | | |
| Warrior | 789 | - | 39 | - | 1988 |
| Logistic Vehicles | | | | | |
| 4 Tonne Load Carriers | 4,180 | - | 1,000 | - | 1990 |
| DROPS Medium Mobility Load Carriers | 1,522 | 24 | 24 | - | 1990 |
| DROPS Improved Medium Mobility Load Carriers | 404 | - | 110 | 284 | 1994 |
| Air Defence Systems | | | | | |
| Rapier FSC Fire Units | 31 | - | - | 31 | 1996 ^② |
| Starstreak High Velocity Missile Fire Units | 135 | - | 8 ^③ | 65 | 1995 ^② |
| Air Defence Alerting Device | 391 | - | 117 ^④ | 105 | 1992 |
| Air Defence Command Control and Information System | 1 | - | - | 1 | 1996 ^② |
| Artillery | | | | | |
| Battlefield Artillery Engagement System (BATES) | 1 | - | - | Final Phase | 1992 |
| AS90 self-propelled gun | 179 | - | 116 | 12 | 1993 |
| Phoenix Troops | 3 ^⑤ | - | - | 3 | 1998 ^② |
| COBRA (Counter Battery Radar) | - | ⑥ | - | - | ⑦ |
| Infantry Weapons | | | | | |
| Medium Range Trigat (Third Generation Anti-Tank Guided Weapon) | - | ⑥ | - | - | 2000 |
| Other Equipment | | | | | |
| BR 90 System | 1 ^⑧ | - | - | 1 | 1996/7 |
| VIXEN Electronic Warfare System | 1 | - | - | 1 | 1995 |
| BOWMAN (Combat Radio System) | - | ⑥ | - | - | 2000 |

Notes:

- ① Includes all current projects on which development expenditure of over £40M or production expenditure of over £75M has been approved at 1 April 1995.
- ② The ISD has slipped.
- ③ The figure of 42 given in last year's Statement was an estimate: 62 were delivered in 1993-94.
- ④ This year's figure is an estimate. The figure of 72 given in last year's Statement was also an Estimate: 83 were delivered in 1993-94.
- ⑤ Precise number of equipments is classified. Numbers are expressed in terms of Phoenix equipped sub-units. Current plans envisage two such units with the equivalent of a third being utilised for training and spares.
- ⑥ Production numbers are not approved.
- ⑦ The ISD is classified.
- ⑧ Consists of general support bridges and launching systems.

ROYAL AIR FORCE EQUIPMENT

423. Following Eurofighter 2000's first flight, which was reported in last year's Statement, good progress continues to be made with the aircraft's development programme. The third Development Aircraft, containing the advanced EJ200 engine, is expected to make its maiden flight in Italy shortly. Eurofighter 2000 will provide the Royal Air Force with a highly agile air superiority fighter which will also be capable of carrying out ground attack and tactical reconnaissance missions.

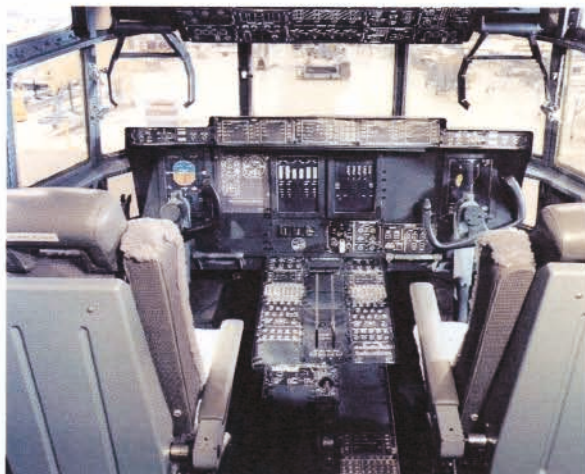
424. Work is well advanced on a major programme to upgrade our Tornado GR1 aircraft to a new GR4 standard. This will ensure the aircraft's continued effectiveness and will maintain the RAF's long-range strike/attack capability well into the next century.

425. Following a detailed assessment, we have decided to procure additional support helicopters to enhance the mobility of our forces in the changed strategic environment. We completed our evaluation of the two contenders - the

Chinook and the Utility EH101 - earlier this year and concluded that, in view of the increasing importance of flexible forces, there would be advantage in operating a mixed fleet including the modern and technologically advanced EH101. We have therefore decided to procure 22 Utility EH101 support helicopters and a further eight Chinook Mark II aircraft, together with six replacement Chinooks to maintain the current fleet, taking into account expected attrition losses. This procurement will increase our existing medium support helicopter capacity by some 70%. The orders are subject to satisfactory completion of contracts.

426. Last year's Statement referred to our plans to replace part of the RAF's existing Hercules fleet. In December, we announced our intention to procure 25 Hercules C-130J aircraft to replace that part of the Hercules fleet which is nearing the end of its operationally-useful life. A contract was signed in March. The first Hercules C-130J aircraft are expected to be delivered next year. Replacement of the balance of the Hercules fleet will be considered alongside the replacement of other RAF transport aircraft. The European Future Large Aircraft (FLA) is expected to be available to meet these requirements. The United Kingdom will, therefore, rejoin the FLA programme at the end of its feasibility phase, provided that it is managed on a commercial basis. Resources will need to be available at the time and our requirements on price and performance will also have to be met. A programme of work on the FLA has been set in hand.

427. We are also planning to update our maritime patrol capability. Invitations to tender were issued to several potential prime contractors early in the



Engineering mock-up of the advanced flight station for the next generation C-130J

year. We hope to be in a position to place a contract by the end of 1996.

428. In July last year, we announced that a contract had been placed for the supply of a new Low Level Laser Guided Bomb. Together with additional Thermal Imaging Laser Designation Pods, this will provide the Royal Air Force

with an enhanced precision-bombing capability. Invitations to tender for an Advanced Air-launched Anti-armour Weapon and for a Conventionally-Armed Stand-Off Missile were issued in December. Responses to these are expected later this year. Taken together, these programmes will significantly enhance the RAF's inventory of air-launched weapons.

Table 5. Royal Air Force Forward Equipment Programme ①

| Equipment | Numbers ordered up to 1994 | Numbers ordered 1994-95 | Numbers brought into service during 1994-95 | Balance Outstanding | ISD |
|--|-------------------------------|-------------------------------|---|---------------------|------------------------------------|
| Eurofighter 2000 ② | - | - | - | - | - |
| Tornado GR1 Mid Life Update | - | 142 | - | 142 | 1998 |
| Air Defence | | | | | |
| Rapier Field Standard C Squadrons | 3 | - | - | 3 | 1995 |
| Transport/Tankers | | | | | |
| VC10 Tankers ③ | 18 | - | 5 | 7 | 1992 |
| Hercules C-130J | - | 25 | - | 25 | 1997 |
| Support Helicopters | | | | | |
| Chinook Mk 1/Mk2 Upgrade | 35 | - | 15 | 10 | 1994 |
| Utility EH101④ | - | - | - | 22 | 1999 |
| Chinook Mk 2 (new buy) | 3 | 14④ | - | 17 | 1997 |
| Search and Rescue | | | | | |
| Sea King HAR3 | 6 | - | - | 6 | 1996 |
| Advanced Trainer | | | | | |
| Harrier T10 | 13 | - | 8 | 5 | 1994 |
| Weapons | | | | | |
| ASRAAM⑤ | Full operational stocks | - | - | All | 1998 |
| Low Level Laser Guided Bomb | - | Full operational stocks | - | All | 1995 |
| Electronic Systems | | | | | |
| Boxer Communications System | 1 System | - | - | 1 System | 1996 |
| Uniter Communications System ⑥ | 1 System | - | - | 1 System | 1994 |
| Joint Tactical Distribution System (JTIDS) | 60 Terminals | - | 34 Terminals | 4 Terminals | 1994 |
| Passive Night and Poor Visibility Flying Aid Fixed Wing Aircraft | 339 | - | 62 | 61 | Harrier 1992 Tornado 1998 |
| IRCM | - | Complete Order ⑦ | - | Complete Order ⑦ | Late 1990s ⑧ |

Notes:

- ① Includes all current projects on which development expenditure of over £40M or production expenditure of over £75M has been approved at 1 April 1995.
- ② The United Kingdom has declared a planned off-take of 250. The first EF2000 is planned to enter RAF service in about 2000.
- ③ Conversion of existing aircraft to tanker role.
- ④ Expenditure was approved during 1994/95. Orders will be placed subject to satisfactory completion of contracts.
- ⑤ A review of operational and training usage led to the purchase of a second tranche of missiles.
- ⑥ Circuit Switch Subsystem in service. Overall system integration of remaining sub-systems continues.
- ⑦ Numbers classified.
- ⑧ ISD classified.

DEFENCE PROCUREMENT AND THE DEFENCE INDUSTRY

429. The main aim of defence procurement is to provide our armed forces with the equipment and services they need, while ensuring that what is purchased represents best value for money for the defence budget. This does not necessarily mean the cheapest solution is adopted; we select that which provides the greatest improvement to defence capability when account is taken of all operational, technical, financial, manpower and other relevant factors.

430. Central to our approach is the commitment to place orders following competition wherever possible, which our experience shows is fundamental to obtaining value for money by promoting keen pricing and encouraging the most efficient use of industrial resources. Our aim is to place at least three-quarters (by value) of our contracts by competition or otherwise by reference to market forces. Competition is applied flexibly and is tailored to the demands of a particular procurement. Factors which inhibit the use of competition are examined closely and all non-competitive contracts worth more than £500,000 are now advertised in the Defence Contracts Bulletin to ensure that no opportunity for competition is overlooked.

431. Some contracts will continue to be single sourced because of particular technical or market factors. Such contracts are now let on a 'no acceptable price, no contract' basis, under which the price and the terms and conditions must be agreed between the Department and the contractor before a contract is placed.

432. It is important that the equipment we purchase delivers good value for money throughout its life. We continue to place particular emphasis on securing reliable equipment. Reliability increases the operational effectiveness of our armed forces and reduces expenditure on support. Through the strategy of Integrated

Logistic Support, we now optimise arrangements for in-service support with the equipment design. In order to allow us to exchange product and management data with industry in electronic form, we are co-operating with industry in the development of procedures and standards for the required databases and electronic data interchange.

433. Defence procurement practices were fundamentally reviewed as part of the Defence Costs Study. The review highlighted the potential for savings by:

- Earlier short-listing of pre-qualified suppliers, improvements in procurement of software-intensive projects, simulators, and changes to non-competitive negotiations.
- Improvements in the management of support vehicles, including increased use of leasing and contract hire, and extending vehicle life.
- Purchasing more general purpose test equipment instead of special-to-type equipment.
- Improvements to financial practices.

434. Our supplier base includes both specialist defence contractors and companies operating in most sectors of industry. With the decline in defence budgets at home and abroad, the industry is going through a period of adjusting, sometimes painfully, to the changing demand for its products and services. This has meant closures, rationalisations and mergers, including the formation of international industrial alliances - in the main with European partners. Whilst the size and shape of defence industry is primarily a matter for the commercial decisions of the companies operating within the market, we do, as the major customer, have a direct interest in seeing that our supplier base is efficient, competitive and capable of supplying our needs in both the short and the long term. We therefore monitor developments within the

sector and make our views on proposed mergers and acquisitions in the industry known to the regulatory authorities.

435. We continue to work with companies and the defence Trade Associations to improve the efficiency of the procurement process and to ensure that our requirements are properly understood. For example, industry was consulted during the Defence Costs Study, and dialogue with our suppliers at all levels is actively encouraged. Last year, for the first time, we made available to industry a list of those areas of technology which we believe are important to support our future equipment needs. We also published the second annual compendium of endorsed equipment projects, as an aid to industry's commercial planning. The Department's Defence Suppliers Service exists to provide information and guidance to industry on selling to the Ministry of Defence. We will also use the opportunities offered by the Private Finance Initiative (see paragraph 557) for more cost-effective procurement.

Armaments Co-operation

436. Containing the costs of the development and production of high technology equipment within limited budgets continues to be a challenging task. Armaments co-operation with other nations plays a very important part in ensuring that our future defence equipment requirements are met. Collaborative projects can help us to obtain better value for money in procurement. They also provide opportunities for British industry to enter new markets and to create new industrial alliances.

437. Eurofighter 2000 and the Common New Generation Frigate (Project HORIZON) are two of the larger collaborative projects in which we are currently involved. Britain continues to play an active role in the Western European Armaments Group (WEAG). Operating under the auspices of the WEU, this forum for co-operation continues to encourage harmonisation of operational requirements, identification of opportunities for collaboration and the promotion of joint research and technology programmes in which EUCLID (European Co-operation for the Long Term in Defence) plays a major role. It is also working towards the liberalisation and rationalisation of the European defence equipment market.

438. Collective transatlantic armaments co-operation is fostered through NATO's Conference of National Armaments Directors (CNAD), with which the WEAG is developing its links. The current work on the Alliance Ground Surveillance

Capability (an airborne ground surveillance capability within NATO) is one important example of transatlantic co-operation. The United Kingdom is developing such a capability in response to a wide range of new operational needs in the Army and the Royal Air Force. NATO has similar needs and has been considering for some time how best to meet them. Various solutions have been, or are being, developed not only in the United Kingdom but also in the United States, France and Italy to meet their own national requirements. NATO has recently completed a study of the options available to meet its own requirement, from the use by NATO of national assets when required through to the purchase by NATO of complete air and ground systems. A project office, supported by experts from 12 nations, has now been established to consider the various options in more depth.

DEFENCE RESEARCH

439. Defence equipment increasingly relies on advanced technology. The Department needs to maintain its own programme of research to support its equipment procurement programme and to help maintain and develop the science and technology base from which our need for a wide range of specialist advice can be met. The Defence Costs Study identified ways in which we could restructure and refocus our research programmes and manage them more cost-effectively, while safeguarding our essential scientific and technical capability. This year, we plan to spend some £550 million on corporate and applied research (see below).

440. Defence research is being reorganised into two categories: corporate research, aimed at maintaining and developing the defence science and technology base; and applied research, linked to particular equipment requirements to meet the specific needs of the armed forces. These categories will replace our current Strategic and Applied Research Programmes. Their introduction will make it easier to match our research effort to defence needs and priorities, by allowing more focused management. We anticipate savings of around £20 million a year in applied research through concentrating effort on areas where there is a clear planned or potential requirement for equipment to enter service within the next 20 years. Our research programmes will thus more closely reflect planned timescales for the purchase of equipment. We also aim to save another £30 million a year in expenditure on corporate research by increasing the amount of collaborative and non-Departmental work undertaken by the Defence Evaluation and Research Agency (see pages 73 to 74).

Table 6. Collaborative Projects Involving the United Kingdom at April 1995

| | AUSTRALIA | BELGIUM | CANADA | DENMARK | FRANCE | GERMANY | GREECE | ICELAND | ITALY | NETHERLANDS | NORWAY | PORTUGAL | SPAIN | TURKEY | USA |
|---|-----------|---------|--------|---------|--------|---------|--------|---------|-------|-------------|--------|----------|-------|--------|-----|
| Projects in Production or In-Service | | | | | | | | | | | | | | | |
| Naval Equipment: | | | | | | | | | | | | | | | |
| Sea Gnat Decoy System | | | | | | | | | | | | | | | |
| NATO Ships Inertial Navigation System | | | | | | | | | | | | | | | |
| Barra Sonobuoy | | • | | • | | | | | | | | | | • | • |
| Land Equipment: | | | | | | | | | | | | | | | |
| FH70 Howitzer | | | | | | | | • | | | • | | | | |
| M483A1 Artillery Shell | | | | | | | | | | | | | | | |
| Scorpion Reconnaissance Vehicle | | | • | | | | | | | | | | | | |
| Multiple Launch Rocket System Phase I | | | | | | • | | • | | | • | | | | • |
| Multiple Launch Rocket System Phase II | | | | | | | | • | | | | | | | |
| M3 Amphibious Bridging System | | | | | | | | • | | | | | | | |
| Missiles | | | | | | | | | | | | | | | |
| Sidewinder Air - to - Air | | | | | | | | • | | | | | | | |
| Milan Anti-Tank (including improvements) | | | | | | • | | • | | | | | • | | |
| Air Systems | | | | | | | | | | | | | | | |
| Jaguar | | | | | | • | | | | | | | | | |
| Lynx | | | | | | • | | | | | | | | | |
| Puma | | | | | | • | | | | | | | | | |
| Gazelle | | | | | | • | | | | | | | | | |
| Tornado | | | | | | | | • | | | • | | | | |
| Harrier AV8B/GR5/7 | | | | | | | | | | | | | | | • |
| EH101 Merlin Helicopter | | | | | | | | | | | • | | | | |
| RTM322 Helicopter Engine | | | | | | • | | | | | • | | | | |
| Joint Tactical Information Distribution System | | | | | | | | | | | | | | | • |
| Other Equipment | | | | | | | | | | | | | | | |
| Navstar Global Positioning System (GPS) | | | • | • | • | • | • | • | • | • | • | • | • | • | • |
| Midge Drone | | | | • | | | | • | | | | | | | |
| Projects in the Development Phase | | | | | | | | | | | | | | | |
| Naval Equipment | | | | | | | | | | | | | | | |
| Intercooled Recuperated (ICR) Gas Turbine Engine | | | | | | | | | | | | | | | • |
| Land Equipment | | | | | | | | | | | | | | | |
| COBRA (Counter Battery Radar) | | | | | | • | | • | | | | | | | |
| Aimed Control Effect Anti-Tank Mine | | | | | | • | | • | | | | | | | |
| Missiles | | | | | | | | | | | | | | | |
| Long Range TRIGAT (Third Generation Anti-Tank Guided Weapon) | | | | | | • | | • | | | | | | | |
| Medium Range TRIGAT (Third Generation Anti-Tank Guided Weapon) | | | • | | | • | | • | | | | • | | | |
| Air Systems | | | | | | | | | | | | | | | |
| Eurofighter 2000 | | | | | | | | • | | | • | | | | • |
| Other Equipments | | | | | | | | | | | | | | | |
| ADA Computer Language Project Support Environment | | | | • | • | • | • | | | • | • | • | | • | • |
| Universal Modem for Satellite Communications | | | | | | • | | • | | | | | | • | • |
| Allied Data Systems Interoperability Agency - NATO Procedural Interoperability Standards | | | | | | • | | • | | | • | • | | • | • |
| Projects in Study Phase | | | | | | | | | | | | | | | |
| Naval Equipment | | | | | | | | | | | | | | | |
| Common New Generation Frigate | | | | | | • | | | | | • | | | | |
| Surface Ship Torpedo Defence System | | | | | | • | | • | | | • | | | | • |
| NATO Improved Link Eleven | | | | • | | • | | • | | | • | | | | • |
| Land Equipment | | | | | | | | | | | | | | | |
| Future Tank Main Armament | | | | | | • | | • | | | | | | | • |
| Very Short Range and Short Range Air Defence System Programme | | | | | | • | | • | | | • | • | | • | • |
| Electro Magnetic Launcher | | | | | | | | | | | | | | | • |
| Missiles | | | | | | | | | | | | | | | |
| Principal Anti-Air Missile System | | | | | | • | | | | | • | | | | |
| Air Systems | | | | | | | | | | | | | | | |
| Allied Standard Avionics Architecture Initiative | | | | | | • | | • | | | | | | | • |
| Active Electronically Scanned Radar for Airborne Multimode Solid-State Active-Array Radar | | | | | | • | | • | | | | | | | • |
| Advanced AeroEngine Technology | | | | | | • | | | | | | | | | |
| Common Affordable Lightweight Fighter | | | | | | | | | | | | | | | • |
| Other Equipment | | | | | | | | | | | | | | | |
| Next Generation IFF | | | | | | • | | • | | | • | | | | • |
| Communications System Network Interoperability | | | | • | | • | | • | | | | | | | • |
| Future Military Satellite Communications Systems | | | | | | • | | • | | | | | | | • |

The Creation of the Defence Evaluation and Research Agency

1. During the course of its two years as a trading fund, the Defence Research Agency (DRA) achieved significant success, meeting the majority of its targets each year and reducing its running costs by over £100 million. At the same time, the DRA maintained the amount of scientific programme delivered to its customers, and did so with increased efficiency, as evidenced in a continuous improvement in milestone achievement.

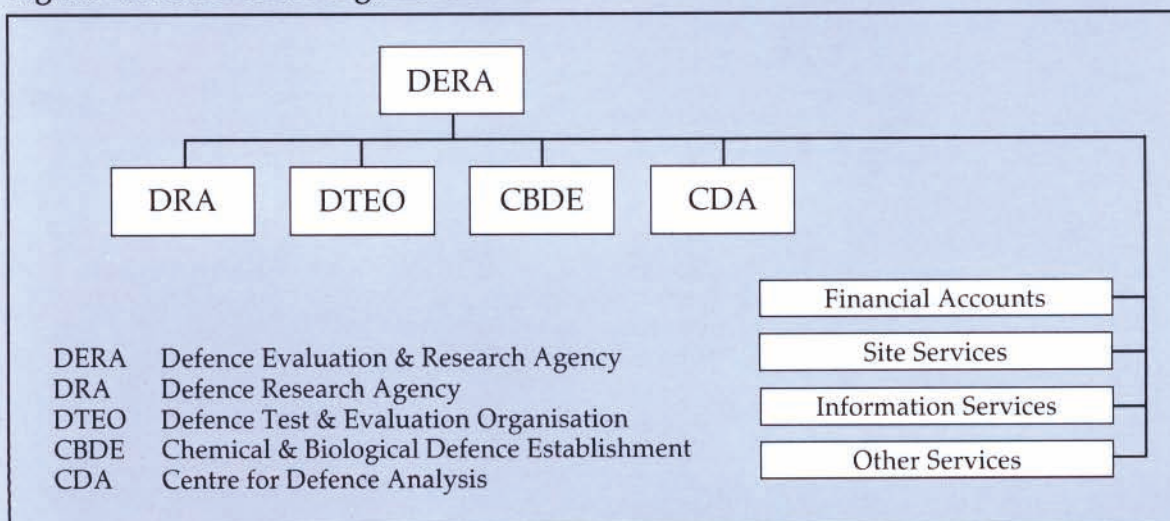
2. It was these successes that led the Defence Costs Study to recommend that the model provided by the DRA should be used as the basis for an enlarged science and technology Agency that brought together all the Department's major non-nuclear science and technology organisations. This enlarged Agency, known as the Defence Evaluation and Research Agency (DERA), was launched as a trading fund in April 1995. Comprising the existing DRA, together with the Directorate General of Test and Evaluation, the Chemical and Biological Defence Establishment, the Defence Operational Analysis Centre and a number of smaller scientific support units, the DERA is the largest trading fund in Government and one of the Department's largest Next Steps Agencies, with a turnover close to £1 billion and some 12,000 staff. The addition of these establishments to what was already probably the largest physics-based research grouping in Western Europe has produced a science and technology organisation offering a unique range of services, from the highest level of operational studies and analysis,

through the various categories of basic and applied research, to consultancy-type advice on the procurement process and the test and evaluation of specific equipment.

3. The DRA already had proven financial and other business planning and management systems. From 1 April this year, these have been extended into the new organisation, allowing the establishment of a proper customer-supplier relationship. This has benefits for both sides. The customer is able to see precisely how much the required service costs and to make informed decisions about the allocation of financial resources. The Agency, as supplier, is at the same time put under pressure to reduce costs and to ensure that it provides the quality of service that the customer demands and that will win repeat orders. It was these pressures that led to the DRA's considerable efficiency improvements, which it is hoped will extend to the new enlarged Agency. In addition, the creation of the DERA provides enhanced opportunities for the rationalisation of activities, in both the scientific and support areas. It also offers a wider base for collaboration and for the exchange of technologies between both the civil and defence sectors.

4. The Chief Executive of the DERA reports formally to the Secretary of State for Defence, who delegates to the Minister of State for Defence Procurement the role of responsible Minister for the DERA and Chairman of the DERA Council. The role of the DERA Council is to advise the Defence Secretary on the strategic issues that he, as owner of the DERA, will need to consider. Its members include outside advisers from industry and the academic community.

Figure 12. The DERA Organisation



5. The DERA itself comprises four operating divisions (see Figure 12). DRA Division comprises all but two of the old DRA's scientific business sectors. DTEO Division consists of the Directorate General of Test and Evaluation plus some small elements from the DRA. CBDE Division comprises the Chemical and Biological Defence Establishment at Porton Down together with the DRA's Chemical and Electronics Sector. The Centre for Defence Analysis brings together the Defence Operational Analysis Centre and the DRA's Operational Studies Sector. The picture is completed by a number of functional service sectors. These are able to provide a more cost-

effective range of support services by virtue of being organised on a pan-DERA, rather than individual divisional, basis.

6. Establishing the DERA offers an excellent opportunity to consolidate on the success of the DRA and to ensure that the benefits that can accrue from introducing a more commercially-oriented approach to the management of defence research are applied to the widest possible base. This ensures the best value for money for the defence research budget and the best and most effective organisation for the encouragement of defence scientific and technical achievement.

441. The current priorities of the defence research programme are to:

- Keep the armed forces well equipped with modern, capable equipment.
- Support flexible and mobile response forces.
- Support the procurement of military equipment which is sustainable, has high reliability and availability, and gives good value for money.
- Ensure that the research programme reflects the changing international situation and defence objectives.
- Maintain the longer-term research programme to sustain the science and technology base.
- Place greater emphasis on research programmes aimed at reducing through-life costs.
- Encourage the greatest possible industrial participation in maintaining the technological base; and exploit academic expertise.

442. We continue to make progress on exploiting the wealth creation potential of defence research programmes. In addition to continuing our series of presentations to industry, last year we made available to companies cleared to the appropriate level the results of the Defence Research Committee's annual overview of defence research programmes. We also intend to extend the principle of peer review to cover most of the Corporate Research Programme and to examine other aspects, including the potential for wealth

creation. A number of wealth creation initiatives are described on pages 75 to 76. Another recent example of the commercial exploitation of defence research is the UVIC® detector. Assessment of the hazard to troops posed by chemical warfare agents relies on accurate computer models to predict their dispersion in the atmosphere. The models are developed and validated by high quality data from open air trials. Instrumenting these trials with reliable, responsive and sensitive detector systems is therefore essential. The UVIC® detector was developed by the Chemical and Biological Defence Establishment, Porton Down, for this purpose but it has wider applications beyond chemical defence. Its ability to detect a wide range of vapours and gases means that it has commercial potential, particularly for environmental monitoring and pollution control. A new company has been set up to design, manufacture and sell the product. The first commercial detectors were sold in January 1994 and the product has now been sold to eight countries. The UVIC® detector is an excellent example of the way in which defence technology has been successfully transferred to civil applications.



The UVIC® detector

Wealth Creation: Maximising the Benefits of Defence Research to the United Kingdom

1. The Government White Paper *Realising Our Potential - A Strategy for Science, Engineering and Technology* (Cm 2250), published in May 1993, set the Department the challenge of increasing its contribution to wealth creation in the United Kingdom from the money spent each year on defence research. Considerable efforts are being made to exploit the wealth creation potential of the £550 million non-nuclear defence research programme.
2. The Technology Foresight programme of the Office of Science and Technology aims to create networks which help inform decisions about the best use of science and technology resources in support of wealth creation and improving the quality of life. Technology Foresight has undoubtedly led to a clearer common vision between its members, reinforcing existing networks and developing new ones to help academia, industry and Government to become more aware of each others' problems and requirements. These will be of lasting value.
3. The Department, including the Defence Evaluation and Research Agency (DERA), has contributed to the Technology Foresight programme via the Defence and Aerospace Sector Panel (DASP) and its Defence Sub-Group. Although the results of the DASP were not available in time formally to influence our 1995-96 research programme, there appears to be little difference in emphasis between the preliminary recommendations of the panel with regard to important technologies and the emphasis of the planned Departmental programme. The final version of the DASP report is expected to provide a valuable contribution to the compilation of the Department's forward programme and to have a significant influence on the formulation of our science and technology strategy for the longer term. The Department will also invite the Defence Scientific Advisory Council to take account of the report as part of its independent review of the research programme.
4. Two initiatives, Pathfinder and Strategic Alignment, are already established. Both aim to improve the overall value of each defence pound spent by appropriate alignment of industrial research and product plans with the Department's long-term research programme. This allows the identification of projects of mutual benefit, and the avoidance of duplication and waste of research funds.
5. Dual Use Technology Centres (DUTCs) are the most recent initiative. There is great wealth-creating potential in the world-class scientific and technological work carried out by the DERA. DUTCs, established by the DERA, are intended to facilitate the exploitation of this defence-driven research for civil and commercial purposes and thus for the greater benefit of the nation.
6. Many of the enabling technologies that are important to defence, such as materials, software, communications, information processing and electronics, are equally important as the underpinning science of civil products. Often, although the basic technology is similar, the regime in which they are used is different. The concept of DUTCs is that the DERA's research should recognise the potential for dual use from the start and allow industrial, academic or other Government Departments with similar technology needs but different market orientation to join in as partners. Clearly, the Department's funds can only be applied to meet defence objectives, but, given the similarity in the basic technology, contributions from industrial and other partners can provide enormous leverage to the benefit of all concerned. All DUTCs have the same aim of enabling industry to exploit the facilities, technology, know-how and teams which exist for defence research. The armed forces benefit from such collaboration through cheaper and better equipment. The whole nation benefits additionally through the sale of new products and services.
7. Six DUTCs in areas felt to have high dual-use potential are under development. The Structural Materials Centre, formally launched in April 1994, is the most advanced of these. Structural materials are generally recognised worldwide as key technologies in the defence, transportation, energy and construction fields. The formation of the Structural Materials Centre has produced one of the largest structural materials research groups in Europe. Examples of the materials involved include high temperature, high performance metals used in defence and civil aero-engines, and corrosion resistant, lightweight composites used on Naval platforms which have uses in the offshore oil industry. The DERA has already successfully collaborated with several parties on metal matrix composites, which have contributed to improved aero-engine performance. The DERA is collaborating with Europe's two largest aero-engine manufacturers, Rolls-Royce and SNECMA, in researching high quality monofilaments suitable for manufacturing high strength/high

temperature titanium metal matrix composites. Using such advanced materials contributes to improved engine performance and reduced weight, allowing less fuel to be burnt and extending range. These are crucial developments for successful future military and civil aero-engines in an energy conscious world. Aspects of this particular project are also being exploited under the umbrella of a EUCLID joint programme involving British, French and Italian Defence Ministries and under separately-funded collaborative programmes involving the Ministry of Defence, the Department of Trade and Industry and Rolls-Royce.

8. Supercomputing is another key area with future dual use potential. The United States and Japan have high performance computational facilities, in advance of those in the United Kingdom. Few organisations can afford to stay in this technology individually and hence it is a

natural area for a DUTC. The Farnborough Supercomputing Centre was opened in January 1995. Its members are the DERA, British Aerospace, GEC Marconi and Cray Research. Supercomputers provide the means to investigate problems previously considered intractable, thereby stimulating new ideas and encouraging scientific advances. As well as defence applications, a variety of commercial areas can also benefit from access to supercomputing facilities, including the aerospace and automotive industries for computational fluid dynamics, and design and impact analysis; the pharmaceutical and chemical industry for molecular modelling and drug design; and the oil industry for seismic modelling. The Farnborough Supercomputing Centre will help to maintain British competitiveness by ensuring access to supercomputing facilities on a par with those of our major competitors.

9. Another example of dual use is the successful project between the electronics section of the DERA and GEC Marconi on uncooled thermal imaging technology. For many years, the Department has invested in research in this area aimed at providing high performance and high reliability defence systems at low cost. As the Department's prime provider of advice, the DERA led a successful research programme which has enabled GEC to exploit the technology in the defence market and to gain a world-leading position in a rapidly emerging civil market. Initially, the civil market will be based on fire service cameras, capable of seeing through smoke, but other opportunities could open up in security surveillance and automotive markets.

10. Other DUTCs have either been established or are being developed in the areas of maritime technology, software engineering, information technology and robotics.



The helmet-mounted uncooled thermal imaging camera developed for the fire-fighting services by the DERA and GEC Marconi

Rationalisation of Nuclear Weapons Research

1. The United Kingdom's capability in nuclear warhead science and technology is principally vested in the Atomic Weapons Establishment (AWE) at Aldermaston and its supporting sites at Burghfield, Cardiff and Foulness. AWE provides a comprehensive range of capabilities, from research, design and manufacture of nuclear warheads, through their support in-service, to their eventual dismantlement. Recent decisions on the future structure of our nuclear deterrent force and the prospect of a Comprehensive Test Ban Treaty (CTBT) have led us to look critically at the technical programme we need and at the infrastructure that supports it.

2. We announced last year that we would not develop a new air-launched nuclear system to replace the WE177 bomb but instead would rely on the flexibility of the Trident system to fulfil the sub-strategic as well as the strategic nuclear deterrent role in the longer term. The corollary is that we do not now expect to develop a new nuclear weapon system any earlier than would be required to replace Trident. This still leaves a very demanding task for AWE in continuing to be able to underwrite the safety, performance and reliability of Trident throughout its service life - a task that entails sustaining a full range of skills in warhead design and engineering; but it also offers scope for some refocusing of the programme.

3. In looking at the content of a streamlined technical programme, we have also taken account of a prospective CTBT. An effective, verifiable CTBT offers important non-proliferation benefits and, with assistance from AWE, we are providing considerable technical support to the Chairman of the current negotiations, as well as to the United Kingdom delegation. It would, however, also necessitate

changes in the way in which we sustain confidence both in our underwriting of in-service weapons and in our ability to develop new warheads which may be required in the future. So, whereas in the past we have used a very small number of underground nuclear tests to provide a cost-effective means of maintaining capabilities, we are now looking to a further enhancement of "above ground" experiments and computer simulation to provide the necessary confidence. This in itself calls for a considerable shift in the emphasis of AWE's work.

4. In the light of these considerations, we have redefined our technical nuclear programme to ensure that it is matched to the needs of the new environment. At the same time, the infrastructure required to support the programme has been reviewed by the AWE operating contractor, who announced in January a programme of rationalisation over the next four years.

5. The steps we are taking will yield significant cost savings but, equally importantly, they provide a firm basis for maintaining a sound, well-focused, technical capability to support the United Kingdom's nuclear deterrent posture in the long term.

6. A report by the Health and Safety Executive into safety at AWE was published in October. This concluded that establishment safety was adequate but made various recommendations for improvement. One of these was that the sites at Aldermaston and Burghfield should be licensed under the Nuclear Installations Act 1965. Ministers have accepted that this should take place during 1997. The remaining recommendations are the responsibility of the contractor. Work on all of these is either in hand or has already been completed.

DEFENCE EXPORTS

443. Exports are vital to the maintenance of critical mass in the British defence industry. The industry as a whole supports over 400,000 jobs and without exports many of these would be threatened. A substantial proportion of British defence industry production is now for overseas customers. In addition, we estimate that the spreading of company fixed overheads and the larger production runs resulting from exports

have saved the Department some £300 million over the past year.

444. Despite a declining world market for defence exports, in 1994 British defence companies won orders worth some £5 billion, which represents about 16% of the world market. On the assessment of British companies some 70% of the orders would not have been achieved without the assistance of the Defence Exports Services Organisation.

445. Our success in winning export orders has been achieved against a background of very strict export controls. All exports are considered on a case-by-case basis in the light of established criteria. These include the common criteria for arms transfers agreed with EU partners, the guidelines agreed by the Permanent Members of the United Nations Security Council and the Principles Governing Arms Transfers agreed by the OSCE. We observe internationally-agreed arms embargoes and take due account of national security and operational considerations.

446. The Government believes that the responsible transfer of defence equipment is consistent with Article 51 of the United Nations Charter, which recognises the inherent right of all states to self defence if an armed attack occurs.

That right cannot be exercised unless states also have the right to acquire the means by which to defend themselves. The transfer of conventional weapons, when conducted in a responsible manner, can enhance the ability of states to meet their legitimate defence and security requirements; contribute to the deterrence of aggression and encourage negotiation for the peaceful resolution of conflict; and enable states to join effectively in collective measures decided on by the United Nations for the purposes of maintaining or restoring internal peace and security.

447. The Ministry of Defence is co-operating fully with Sir Richard Scott's Inquiry into exports of defence-related equipment and dual-use goods to Iraq.



Inside the control room of HMS Vanguard during the Trident Demonstration and Shakedown Operation first firing

CHAPTER FIVE

The Management of Defence

THE DEFENCE BUDGET

501. The estimated outturn for the defence budget in 1994-95 is £22,320 million, around £450 million below the provision reported in last year's Statement after allowing for the transfer of funding to the Department of Social Security for payments to certain widows. The reduction in estimated outturn is mainly attributable to lower than expected expenditure on operating costs.

502. Defence expenditure plans for 1995-96, 1996-97 and 1997-98, as published in the Financial Statement and Budget Report (FSBR) 1995-96, are £21,720 million, £21,920 million and £22,320 million respectively. Excluding the effect of the technical change described in paragraph 501, the new plans for 1995-96 and 1996-97 represent reductions of £300 million and £200 million against provision agreed in the 1993 Public Expenditure Survey. Since, however, inflation is expected to be lower than assumed previously, provision in 1995-96 and 1996-97 should be worth around £220 million and £310 million more in real terms at 1993-94 prices, as measured by the Gross Domestic Product (GDP) deflator, than previous plans. This additional provision is intended to allow for the military redundancy and other costs arising from the implementation of the changes identified under the Defence Costs Study; 80% of the costs of civilian redundancies will be met centrally from the civil superannuation Vote. The budget set for 1997-98 is some £200 million higher than the previous plan for 1996-97. The Department's cash plans, together with details of past expenditure, are set out more fully in Table 11 at Annex E.

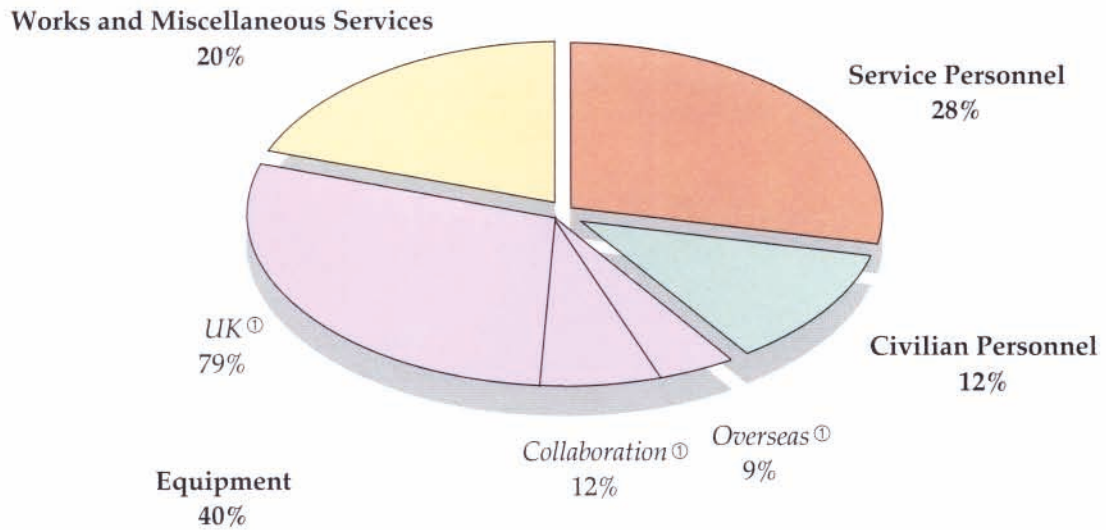
503. Defence spending is thus expected to decline by around 14.5% in real terms between 1992-93 and 1997-98, and from 3.8% to 2.8% of GDP, remaining nevertheless above the current average of aggregate GDP spent on defence by

other European NATO countries. In 1997-98, spending is planned to fall by around 0.4% in real terms compared with 1996-97, the smallest reduction for a decade. These plans, together with the scope for savings identified by the Defence Costs Study, will provide stability of provision in defence, enabling us to maintain front-line force levels and invest in improvements to key capability areas, as described elsewhere in this Statement. Defence spending trends are illustrated in more detail in Table 12 at Annex E.

504. During 1994, the Department's running cost regime has been replaced by a much broader defence operating costs limit covering all front-line and support expenditure within Top Level Budgets. The net control total in 1994-95 is £17,380 million. The scheme will allow unlimited carry-forward where underspends occur against this limit, subject to there being an underspend of at least the same size against the defence block cash limit. Operating cost ceilings are now agreed for three years in the Public Expenditure Survey; those agreed for 1995-96, 1996-97 and 1997-98 are £16,590 million, £16,621 million and £16,639 million respectively. It will not be possible to offset excesses against these ceilings with savings on the equipment programme. A more detailed breakdown of the Department's operating costs can be found in Table 13 at Annex E. Table 14 at Annex E shows the manpower assumptions underpinning our budget plans, together with data from previous years.

505. Figure 13 shows this year's defence budget broken down by principal headings; and Figure 14 provides further details of the make up of the budget, showing expenditure by each Top Level Budget holder and equipment Controllerate. Figure 15 compares the defence expenditures of NATO countries.

Figure 13. The Divisions of the Defence Budget by Principal Headings 1995-96



Note:

① Proportion of equipment expenditure in the UK, overseas and on collaborative projects over the last five years.

SERVICE PERSONNEL

506. With the exception of changes within the Brigade of Gurkhas consequent upon their withdrawal from Hong Kong in 1996, the restructuring of our forces set out in *Britain's Defence for the 90s* was completed by 1 April. The redundancy programme which was necessary to achieve the reduced manpower requirement has also been completed. Over the past year, 2,440 Royal Navy, 7,015 Army and 1,640 Royal Air Force personnel have left on redundancy terms. Redundancies have also become necessary as a result of the Defence Costs Study and *Competing for Quality*: in November, the Army announced that 80 redundancies at Colonel and Brigadier rank will be necessary in 1995-96 and 1996-97; further redundancies in 1995-96 and 1996-97 were announced in December, involving up to 2,400 personnel in the Royal Navy, up to 400 in the Army and some 8,600 in the Royal Air Force; in addition, up to 17 Major Generals are being selected for redundancy in 1995-96 and 1996-97. These reductions do not affect the front line.

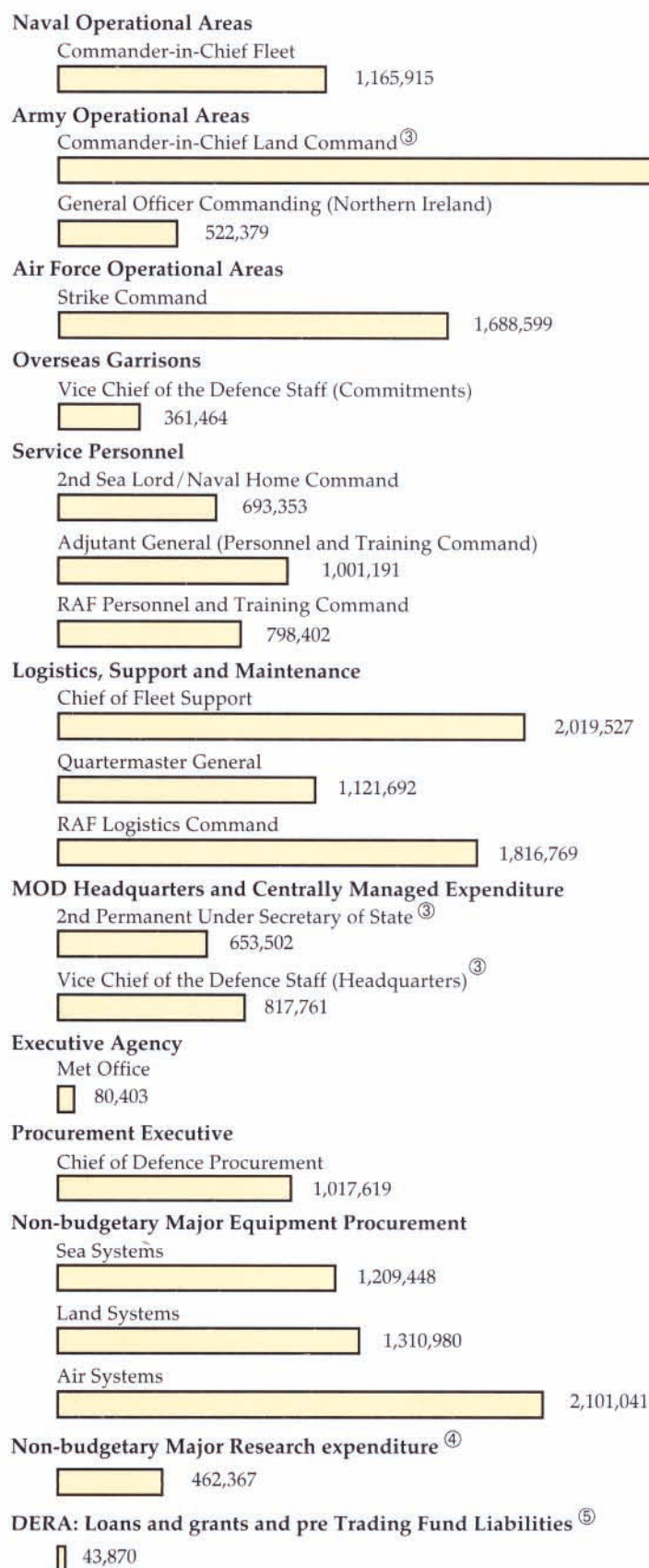
507. Future manpower requirements continue to be kept under review in the light of changing circumstances, including, on the one hand, new operational commitments and, on the other, the improved use of resources resulting from new technology and management initiatives, such as the *Competing for Quality* programme and the Defence Costs Study. Our current plans are based

on a forecast strength on 1 April 1996 of around 231,500 Service personnel (around 48,000 Royal Navy, 117,000 Army and 66,500 Royal Air Force).

508. Recruiting targets remained at low levels during 1994-95 as a result of the rundown set out in *Britain's Defence for the 90s*. There has been a significant reduction in the number of applications to all three Services. The recruiting achievement in the Royal Navy and the Royal Air Force is, however, expected to be only slightly short of the targets. The Army is expected to be 1,900 below a recruiting target of 11,200 personnel. Increased targets from 1 April 1995, following completion of the restructuring of our forces, may be difficult to achieve because of the reduced number of young people in the eligible age groups. The main areas of recruiting difficulty are in the Army among the Royal Armoured Corps, some Infantry Divisions, musicians and some medical specialisms. There are no significant recruiting difficulties at present in the Royal Navy and the Royal Air Force.

509. The number of personnel leaving on premature voluntary release (PVR) continues at very low levels, but the last year has seen a small increase in the number of applications for PVR from both officers and non-commissioned personnel. In the 12 months to 1 January 1995, the rate of applications from officers for PVR rose from 1.3% to 1.8%, although the PVR exit rate remained steady at 1.3%. Applications for PVR

Figure 14. The Defence Budget and the New Management Strategy 1995-1996 ^{① ②}



Notes:

At the top of each budgetary hierarchy is a Top Level Budget (TLB) holder, a Commander-in-Chief or other senior military or civilian officer. Bids from these TLB holders, together with the costs of the equipment programme, constitute the basic "building blocks" for constructing the defence budget.

① Figures shown are £ thousand.

② The total defence budget for financial year 1995-96 is £ 21,714,924 thousand. This figure is less than the adjusted Public Expenditure Survey settlement for 1995-96 noted at paragraph 502 because of inter-Departmental transfers.

③ Changes in the organisational structure of the Department have resulted in:

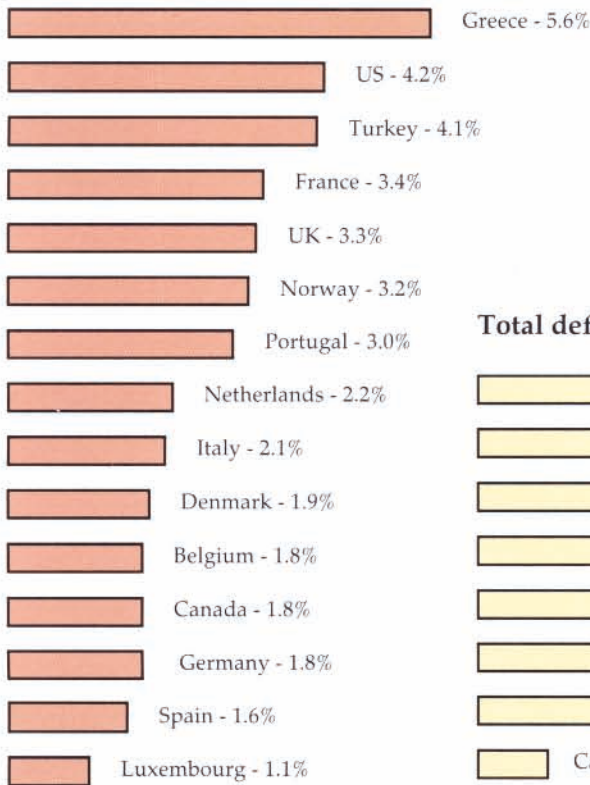
- The UK Land Forces TLB and the UK Support Command (Germany) TLB combining to form the Commander-in-Chief Land Command TLB.
- The Chief Scientific Adviser TLB becoming a Higher Level Budget (HLB) under the 2nd Permanent Under Secretary of State TLB.
- The Chief of Defence Intelligence TLB becoming an HLB under the Vice Chief of the Defence Staff (Headquarters) TLB.

④ The Defence Evaluation and Research Agency came into being on 1 April 1995 and operates as a Trading Fund. The major research programmes are funded by customer budgets outside the NMS TLB system. This figure excludes the amount for project support work at the DERA which is included within the Sea, Land and Air Systems totals.

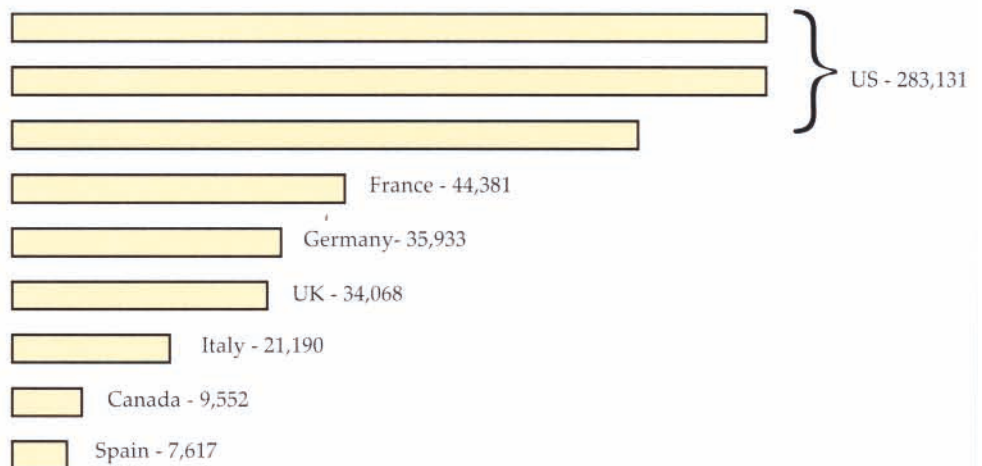
⑤ The defence budget funds the DERA for working capital loans and rationalisation costs.

Figure 15. A Comparison of Defence Expenditure: NATO Countries 1994^①

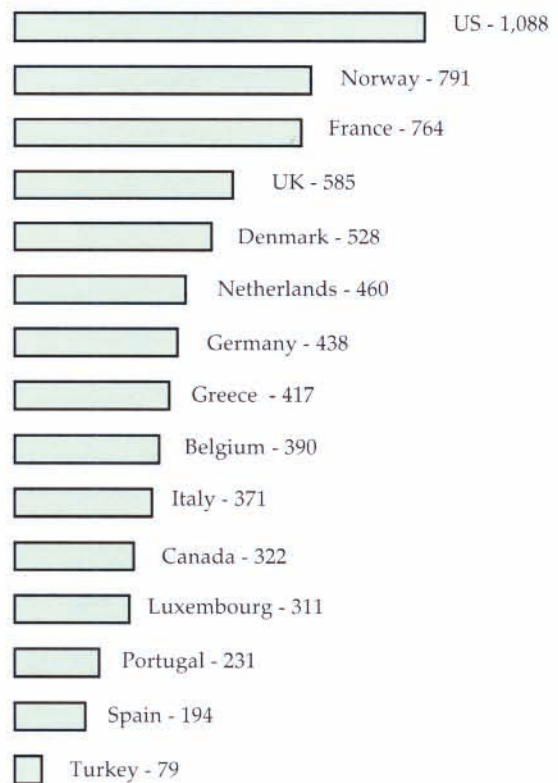
Defence expenditure as a percentage of GDP
(market price)



Total defence expenditure (US \$M)^②



Per capita defence expenditure (US \$)^②



Notes:

① All figures are provisional, and show calendar year expenditure. They have been compiled from NATO sources except for those for the United Kingdom which are compiled from national sources.

② These figures have been calculated using 1994 average market exchange rates, which do not necessarily reflect the relative purchasing power of individual currencies. They are therefore only a guide to comparative resource allocation.

from non-commissioned personnel rose from 3.7% to 4.7% and exits on PVR rose slightly from 4.0% to 4.1%. Total outflow in the 12 months to 1 January 1995 was 33,513 personnel.

510. The Royal Navy is keen to ensure that reductions in uniformed strength do not place undue pressure on individuals through stretch. Personnel Functional Standards have been developed for the maintenance of balanced conditions of service and quality of life throughout the Naval Service. Some of these are definite standards, covering such items as living accommodation, while others are management guidelines which provide objectives in such areas as 'harmony' (which endeavours to ensure that seagoing deployments take account of the need for families to spend time together).

511. The features of Naval life that are the subject of the Personnel Functional Standards are monitored to give early visibility of any shortfalls, which can then be taken into account in determining the priority to be accorded to proposed improvements. Early results have been encouraging and the Royal Navy is now working to improve the system. For example, an investigation is in progress to see if guidelines on 'harmony' can be based on the movements of the individual rather than on those of the ship as at present. Targets are already set for the ratio of sea to shore jobs for Naval ratings. When this ratio exceeds certain specified values for a particular rating category, that category is put on a 'Minimum Time Ashore'. This means that drafting authorities are required to place affected rates and specialisms in home posts for a minimum length of time. About 4% of the total rating strength is currently being drafted on this basis.

512. Misuse of drugs is incompatible with military discipline. After anonymous trials in 1993, compulsory drug testing was introduced in the Army in December last year. Army personnel may be required to provide urine specimens without warning. Those who test positive or refuse to provide a specimen will, in the case of officers, be required to resign. Soldiers will normally be discharged. Lance corporals and below may, in certain circumstances, be given a second chance and allowed to remain in the Army after counselling. A trial in the Royal Navy has been completed and the results are being examined. The Royal Air Force have no plans to introduce compulsory drug testing but will keep the policy under review.

513. Some 4,700 claims for compensation have been received from Servicewomen compulsorily dismissed on grounds of pregnancy between August 1978 and August 1990. These claims arose following a High Court ruling in 1991 that compulsory discharge on grounds of pregnancy was discriminatory and a breach of the European Equal Treatment Directive 76/207 which came into effect in August 1978. As at 7 April, some 87% of these claims had been settled at an average cost of around £10,600 each. The total expenditure on compensation was some £44.75 million. The necessary amendment to the Sex Discrimination Act 1975 to apply the Equal Treatment Directive to the armed forces and repeal the exemption granted to them was laid before Parliament in December and came into force on 1 February.

514. Allegations of illnesses being suffered by British Service personnel who served in the Gulf conflict have continued to attract considerable media and Parliamentary interest during the past year. Many of the reports in the media have regrettably been alarmist in nature, and may have caused unnecessary anxiety to those who served in Operation Granby. The Department's approach to investigating the health concerns has been to subject them to the most rigorous medical and scientific examination. The main pillar of our investigations has been the Gulf Medical Assessment Programme, through which those veterans who are concerned about their health as a result of Gulf service undergo medical diagnostic examinations by military medical specialists. We have made frequent public requests for any Gulf veterans concerned about their health to come forward and to date around 240 have done so. Ministers have repeatedly emphasised that no Serviceman or woman will suffer in his or her career by doing so. The examination programme has been speeded up, thus reducing the waiting list for appointments, by the attachment earlier this year of an additional Service consultant physician; but the programme has been hindered by the high percentage of veterans failing to appear for pre-arranged appointments.

515. In February, we sought independent validation of our investigations: at the Department's request, the Royal College of Physicians began a clinical audit of the methodology adopted by the programme. At the time of going to press, their report was awaited. Meanwhile, by the end of March, 200 veterans had been assessed through the Department's programme. No evidence has been found of a "Gulf War Syndrome", or that any

organic disorder is occurring more frequently in Gulf veterans than in any similar population in the four years since Operation Granby. As might be expected, certain psychiatric conditions, such as Post Traumatic Stress Disorder, can be attributed to the Gulf conflict but there is no evidence that the incidence of these is higher than in earlier conflicts.

Service Pay

516. The Government remains committed to funding levels of pay which are fair both to Service personnel and to the taxpayer and which recognise the need to recruit, retain and motivate sufficient personnel of the necessary calibre. Once again, the recommendations of the Armed Forces Pay Review Body have been accepted and the awards paid in full from 1 April 1995. The recommendations of the Senior Salaries Review Body for senior Service officers (Major General and equivalents and above) have similarly been accepted and implemented. The Department will be working with both Review Bodies to consider possible changes to the current pay system in the light of recommendations by the Independent Review (see paragraph 517).

Independent Review of Service Career and Manpower Structures and Terms and Conditions of Service

517. Under the chairmanship of Mr Michael Bett, an independent review of Service career and manpower structures and terms and conditions of service reported to the Secretary of State for Defence in March after detailed studies over 12 months. The task of Mr Bett and his team - Mr Tony Vineall, Mr Michael Garner and Admiral Sir John Kerr (Retired) - was to review rank and career structures, career management, pay and allowances structures, pensions, housing and accommodation policies, and wider terms and conditions of service, and to recommend changes needed to meet the needs of the 21st century in terms of the Services' ability to recruit and retain people of the right quality. The team was asked to take account of changes in the armed forces and their deployments, and of changes in society, at the same time taking full account of the particular requirements of Service life.

518. Mr Bett's report, *Managing People in Tomorrow's Armed Forces*, is substantial and wide-ranging, containing some 150 recommendations which include proposals for:

- The creation of a Services Personnel Board, under the joint chairmanship of the Chief of the Defence Staff and the Permanent Under Secretary of State, to develop and maintain strategic personnel policy, within which each Service would have more flexibility to develop its own policies and practices.
- A review of the rank structure, with a view to reducing the number of ranks.
- Rationalisation of trade structures, greater emphasis on multi-skilling and strengthened links with industry and Further Education.
- A three-stage career structure, combined with measures to improve the employability of Service personnel when they leave the Services and a new pensions scheme.
- New and more flexible pay structures, with a looser coupling of pay and rank, and changes in the arrangements for recognising specialist skills
- Improvements to family stability and to accommodate welfare and other conditions of service.
- Closer alignment of Service rental charges with civilian norms, and the introduction of pay-as-you-dine arrangements for food.
- A more tautly-focused allowances package, but with equivalence of treatment between married and single personnel.

519. Mr Bett's report is now under consideration within the Department. The Government envisages that there will be a substantial study and development period before final decisions are taken. This work will be taken forward in close conjunction with the Armed Forces Pay Review Body.

Housing

520. In keeping with our determination to improve the management of Service housing, the Defence Secretary announced in November last year that we planned to establish a Defence Housing Executive (DHE). The DHE took up its responsibilities on 1 April this year, and will manage the married quarters estate on a fully integrated basis, bringing together the various separate staffs who previously managed the estate on single-Service lines. The DHE will provide a better and more responsive service to Service families, operating in accordance with best

professional practice. By forming a unified and specialised housing service, it will be able to maximise efficiencies and improve standards, as sought under the earlier proposals for a housing trust.

521. The trust proposals had to be abandoned when it was concluded that the proposed new body could not properly be classified to the private sector, and would not therefore be able to gain access to private sector capital to fund its operations and improve the housing stock. Many of the plans which were originally developed for the trust have, however, been successfully adapted to the DHE. The geographical structure of the DHE will in essence be that devised for the trust, as will many of the new procedures being introduced to reflect best practice in large-scale housing management elsewhere. Similarly, the work undertaken in preparation for the trust to identify the resources involved in the provision of Service housing has been directly applicable to the DHE. The DHE has, therefore, been built on foundations laid by the work on the trust, and the trust's Housing Director designate, Mr Colin James, is now the DHE's Chief Executive.

522. Meanwhile, and in addition to the DHE initiative, we are continuing to consider alternative possibilities for transferring the married quarters estate to the private sector, on the basis of initial work undertaken for us last autumn by NatWest Markets. Our consideration of the possibilities is still at an early stage, and a good deal of further development and evaluation is needed. Throughout this process, we shall continue to pay particular attention to the operational and security requirements of the Services, and to the welfare and interests of Service personnel and their families.

523. Steps are in hand to improve the control and monitoring of expenditure on Official Service Residences (OSRs) in the light of audit work in respect of a number of properties conducted in 1994 by consultants and internal audit teams. OSRs are married quarters which, in recognition of the occupant's responsibilities for providing official hospitality, are enhanced by the provision of special furnishings and equipment. The Government also expects to receive shortly the report of a review by Sir Peter Cazalet of representational entertainment in the armed forces. Sir Peter was asked to examine the requirement for such entertainment and how it should be discharged; and, in the light of that, whether any OSRs can be disposed of. He is also expected to make recommendations on how representational entertainment should be funded

and on the levels of domestic assistance which should be provided to those in Command appointments.

Equal Opportunities in the Armed Forces

524. The armed forces are developing plans for monitoring their equal opportunities policies. These include the planned introduction of equal opportunities training on new entry and management courses and the monitoring of women's career progression to ensure that they receive equal treatment now that they have been integrated with men. Women are continuing to make progress in new areas of employment, in particular as aircrew in all three Services. In the Royal Navy, one female pilot and five female observers are under training; one female observer is on the trained strength. The Army has three trained female pilots and one undergoing training. Eight female pilots, including one who has recently qualified for fast jet combat duties, and 12 female navigators have entered service in the Royal Air Force; a further 28 are undergoing pilot training and 22 navigator training. Women of all three Services can now apply for the Ammunition Technical Officers course, the successful completion of which leads to licensing to undertake Improvised Explosive Device Disposal duties. An increasing number of Servicewomen are serving with British forces deployed in United Nations peacekeeping roles. They have never been specifically excluded from United Nations service, but, in the past, had lacked the specialist training required for particular tasks. Women are currently serving in Cyprus with UNFICYP, in the former Yugoslavia and aboard Royal Navy ships in the Adriatic.

525. The provisional results of the 1993-94 ethnic monitoring survey of applicants and entrants to the armed forces showed that 1.5% and 1.0% respectively were from the ethnic minorities. The armed forces are continuing their efforts to encourage more applicants from ethnic minority groups. New initiatives include the placing of Royal Navy advertisements offering engineering scholarships in the ethnic minority press and the establishment of the Household Division Army Youth Team in August 1994 which, in an attempt to encourage recruitment from the ethnic minority communities, started visiting schools at the start of the September term. The team has been well-received and further visits have been sought from some schools. In view of the current low recruiting targets, Royal Air Force advertising (apart from specific branches and trades where shortages exist) is currently targeted at 14-16 year olds amongst the ethnic minorities.



SAC working on
the engine of a
Royal Air Force
Hercules

526. The ethnic monitoring survey of serving personnel started in December 1993 with the despatch of questionnaires to each member of the regular forces, excluding the Brigade of Gurkhas. By 1 October 1994, some 57% of personnel had returned their questionnaires. These indicated that the proportion of ethnic minority personnel in the Royal Navy was 1.1%, with 1.5% in the Army and 1.4% in the Royal Air Force. Further questionnaires are being sent to those who did not return their original forms. The figures gathered from the survey will form a database to enable the armed forces to monitor their policy of equal opportunities for all racial groups.

World War II Commemorations

527. In 1994, the 50th anniversaries of the D-Day landings and the battles of Kohima and Imphal were marked by events in the United Kingdom and, for D-Day, France. This year, the Government will commemorate the 50th anniversary of the end of the Second World

War, marking VE Day later this month and VJ day in August. The Ministry of Defence is leading the planning for these commemorations, although other Departments are playing a major role and there will be many events organised at a local level. Both the 1994 and 1995 events are described in more detail on page 87.

THE NATION GIVES THANKS



World War II Commemorations

1. The Department played the leading role in organising the Government's programme of commemorative events to mark the 50th Anniversary of D-Day. Over the period 4-6 June 1994, commemorations were held in the Portsmouth area and in Normandy, as well as at sea and in the air. The commemorative events ranged from a garden party for 1,000 guests at Southwick House to a march-past of 7,000 veterans at Arromanches, and from a review by the Royal Yacht of veterans embarked in merchantmen anchored in the Solent to a parachute drop of some 1,000 paratroopers near Pegasus Bridge. Education packs about D-Day were provided to primary and secondary schools.

2. The programme of events sought to recognise the contribution of each of the three Services, and also of all those Allied nations who provided formed units at the time. Heads of State or their representatives from thirteen countries joined Her Majesty The Queen, The Duke of Edinburgh, other members of the Royal Family and the Prime Minister.

3. D-Day was not the only important anniversary of 1944. On 20 May, a Service of Remembrance and Thanksgiving was held in St Paul's Cathedral to mark the 50th Anniversary of the Battles of Kohima and Imphal, for all those who fought in the Far East during the Second World War.

4. These commemorative programmes were designed very much with the participation of veterans in mind. The Government was

delighted to see that they attended in their thousands, and hopes that the events constituted a fitting tribute to those who participated in the largest amphibious operation in history and in the Far East campaign.

5. In 1995, attention will turn to the end of the Second World War. The Government proposes to mark both the 50th Anniversary of VE Day in May, the end of the war in Europe and the beginning of peace, and the 50th Anniversary of VJ Day in August, the end of the war overall. The Department is again co-ordinating the Government programme. In addition to official events, it is expected that many more will be organised through local or private initiatives.

6. The anniversary of VE Day will be marked over the weekend of Saturday 6 May to Monday 8 May, which will be a public holiday. The themes will be thanksgiving for 50 years of peace in Europe, reconciliation and the benefits which the wartime generation won for the youth of today. The leaders of all the countries who contributed major formations to the war in Europe, on either side, will meet in London to mark the occasion. Events will include a banquet at the Guildhall, a service in St Paul's Cathedral, a public event in Hyde Park stretching over the three days and services in Edinburgh, Cardiff and Belfast.

7. For VJ Day, which will be marked over the weekend of 19-20 August, the emphasis will be on thanksgiving for the end of the war and the sacrifices of the wartime generation. Veterans of the Second World War will play the most prominent part in the commemorations, which will include an outdoor service and a parade in Central London on 19 August. There will also be a significant presence from the Commonwealth, in recognition of the contribution made by all those who fought for the Crown. On 20 August, we hope to see events throughout the United Kingdom. The weekend will draw to a close with Beating Retreat and sunset ceremonies in London, Edinburgh, Cardiff and Belfast.



Her Majesty the Queen reviews veterans embarked on the international flotilla from HMY Britannia, 5 June 1994

THE RESERVES

528. The changes to the size and shape of the Royal Naval Reserve (RNR) and the Royal Auxiliary Air Force (RAuxAF) that we announced in 1993 have now been implemented. Although disbandments were necessary, new roles have been introduced for both Forces. The RNR have a new seagoing role with the Fleet, which has been a success. New roles in the RAuxAF include the introduction of RAuxAF cadres into RAF Regiment Rapier squadrons. Trials of reservist aircrew are being conducted on Hercules and Wessex aircraft. If the trials are successful, they may be extended to fast jet aircraft in 1996. We have examined the size of the Royal Marines Reserve (RMR) to determine whether there should be some adjustment in the light of the current strategic environment. We concluded that there should be no major reduction in strength. The roles of the Royal Marines Reserve will continue to be examined to ensure the best use of their many skills.

529. Announcements in July and December 1994 gave respectively the general and detailed outcome of work on the operational requirement for the Territorial Army (TA). The new role of the TA is to be a general reserve to the Army: to reinforce the Regular Army as and when required, and also to provide the framework for expansion if necessary. The future size of the TA will be 59,000, with all recruits being held against the establishment of their parent units rather than as part of the recruits pool. There will be some adjustments in the current balance of Arms and Services in order to meet the changed security setting. The number of sub-units in the Royal Armoured Corps will be increased from 17 to 22 (with the creation of a nuclear, biological and chemical defence regiment and an armoured delivery regiment); in the Royal Logistic Corps from 69 to 86; in the Royal Electrical and Mechanical Engineers from 13 to 17; and in the Adjutant General's Corps from 10 to 11. The number of rifle companies in the TA infantry will reduce from 109 to 87, grouped into 29 General Reserve Infantry Battalions, including two Parachute Battalions. The support weapons of the eight battalions so equipped will be concentrated into four dedicated fire support battalions, each with two support weapons companies. The current effective manpower strength of the Special Air Service TA will be maintained, although there will be some restructuring to enable manpower to be used more flexibly and efficiently. Army Medical Services units

will also be restructured to provide a more flexible capability. In all other Arms and Services the number of sub-units will be unaffected.

530. In 1994, the Continental TA was disbanded as the operational requirement to base complete TA units in Germany no longer exists. We intend, however, to recruit and train in Germany the small TA element of 28 Amphibious Engineer Regiment, which is to be equipped with M3 bridging equipment. No M3 equipments are to be held in the United Kingdom and it is therefore more cost effective for the volunteers who train on this equipment to be based in Germany.

531. The target date for completion of restructuring is 1 April 1997, although we hope to have the majority of the changes implemented by 1 April 1996. The reorganisation was the product of much consultation with the TA, and has been widely welcomed by serving Volunteers. It will ensure that the TA is properly structured to be operationally relevant and able to fill its new role effectively.

THE CADET FORCES

532. The Cadet Forces provide valuable opportunities for the personal and social development of young people and, as such, are an important element of the nation's voluntary youth movement. They also help to maintain strong links between the Services and the community. The general structure and aims of the Cadet Forces are discussed on page 89.

CIVILIAN PERSONNEL

533. Civilian staff in the Department form an integral part of the United Kingdom's defence effort, serving alongside their Service counterparts in a wide range of roles both at home and abroad as well as supporting Ministers in the Departmental Headquarters. Civilian staff numbers have been reducing steadily since 1990, in parallel with the post-Cold War reductions in Service personnel numbers. In addition, *Competing for Quality* and the implementation of efficiency measures under 'Front Line First' will have a further impact on civilian staff numbers over the coming years and will challenge the ability of civilian staff to adapt to change as they take on new roles formerly undertaken by their Service colleagues. Details of the continuing rundown in civilian numbers are discussed on page 90. Our future plans for the management of civilian staff are described on pages 91 to 92.

The Cadets

1. The Sea Cadet Corps, the Army Cadet Force, the Air Training Corps and the Combined Cadet Force are the principal youth organisations supported by the Department. These four Cadet Forces have a combined strength of around 130,000 young people. Their units and detachments, over 2,600 of them, are found in cities, towns and villages throughout the United Kingdom and attract youngsters of both sexes from a wide range of social and ethnic backgrounds. Tri-Service Combined Cadet Force contingents are formed in schools.

2. The Cadet Forces promote the personal and social development of young people through challenging and exciting training activities within a disciplined and structured environment and under the guidance of the armed forces. This also helps to give them an informed awareness of defence matters. The extent and nature of the Department's support is different in detail for each Cadet Force, but the main elements are access to Service manpower, training facilities and equipment; assistance with accommodation and transport; and limited financial grants. But the Cadet Forces depend for their existence upon the 21,500 adults who voluntarily give their time to run Cadet units. Increasingly, these adults have little or no military experience of their own but recognise the high standards of the Services and the value of the training opportunities that the Cadet Forces can offer youngsters.

3. Cadet training takes many forms, including military, social and adventurous elements. It offers unique opportunities to learn new skills and develop leadership qualities and self-confidence, and encourages young people to fulfil their potential as individuals. Cadets find, as they finish their education and seek jobs, that these qualities are valued by employers. Cadet training is supervised by responsible trained adults and conforms to the highest safety standards. In combination with other youth schemes, such as the Duke of Edinburgh's Award scheme, Cadets participate in community projects with the aim of encouraging a caring, responsible attitude to society. The Department is anxious to build upon the long standing reputation of the Cadet Forces in the promotion of these qualities

and to extend their influence, particularly in those urban areas where some form of structured activity for the young is most needed.

4. Today, many parents, teachers and other adults in a position to influence children have no personal experience of Service life. This proportion can only decline further as National Service recedes into history and the Services reduce in size. There is thus an increasingly important need to develop and sustain an understanding of the armed forces, and defence in general, among members of the public, particularly the young. Participation in the activities of the Cadet Forces gives both adults and young people the opportunity to mix regularly with Servicemen and women and share the realities of Service life. By generating an interest in the Services, the Cadet Forces can encourage those Cadets who wish to pursue a Service career. The Department recognises that Cadet Forces are a sensible and effective way of introducing the public to the armed forces and providing an opportunity for the young to sample the Service way of life and learn from the experience in ways that will benefit them as adults in any occupation.



*Sea Cadets hoisting
the mainsail on
Training Ship
Royalist*

Civilian Numbers in the Ministry of Defence

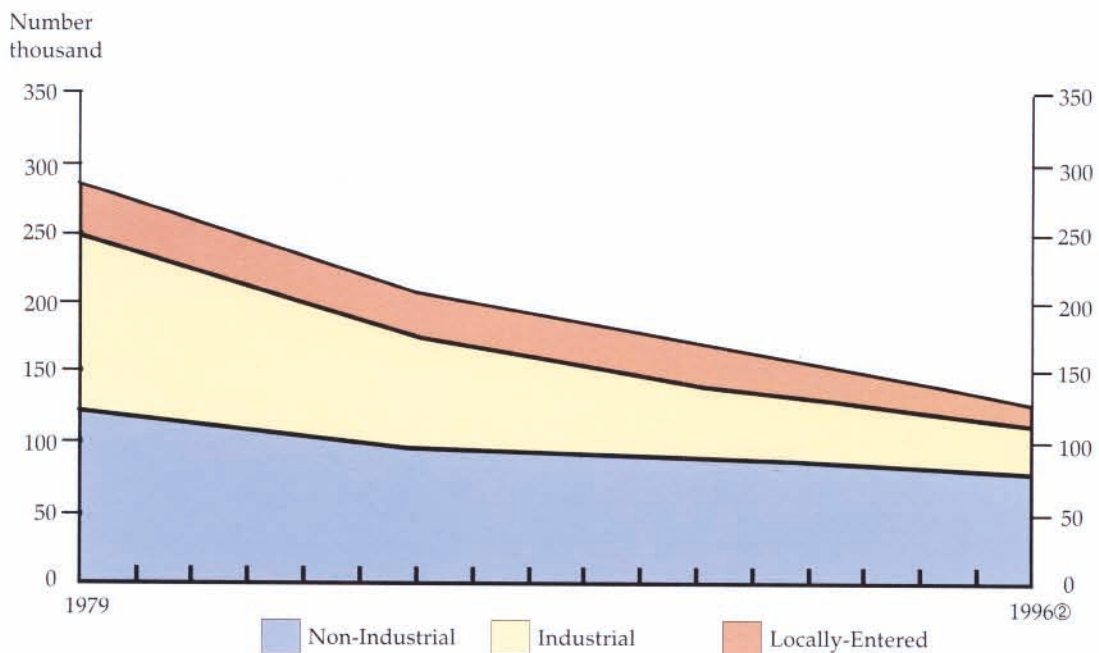
1. In last year's Statement, we forecast that civilian numbers would reduce to 128,700 (113,000 United Kingdom-based and 15,700 locally-entered overseas) by April 1996, in line with the commitment to reduce by 20% against the 1990 base-line. On 1 January 1995, the number of civilians stood at 137,272 (117,453 United Kingdom-based and 19,819 locally-entered). Latest forecasts from Top Level Budget Holders indicate that we will achieve the commitment to reduce United Kingdom-based staff to 113,000 by April 1996, but, principally because of the transfer of Property Services Agency International locally-entered staff to the Department, it is possible that the reduction in locally-entered numbers will not be achieved until later in 1996.

2. These reductions have been achieved, as noted last year, against the background of 1,400 United Kingdom-based posts being transferred into the Department from the Property Services Agency; and of continuing civilianisation (some 2,500 posts since 1990). This latter point reflects the growing awareness that civilians are generally cheaper to employ than their military counterparts, and remain longer in post, thus providing greater continuity. This upward pressure on civilian numbers, which releases

valuable military resources to the front line, is likely to continue, but the total number of civilians employed in the Department will continue to reduce. Our plans for reducing civilian numbers are now being updated to include the impact of the Defence Costs Study, which estimated that a further 7,100 United Kingdom-based posts would be cut.

3. Where possible, we will achieve reductions in civilian staff through natural turnover and by voluntary means such as early retirement. There have, however, been over 10,600 redundancies (voluntary and compulsory) since 1990, and a further 2,200 staff were required to leave before their planned retirement date. Because of the scale of the reduction in civilian numbers and the fact that many of our staff in the non-mobile grades are employed in remote locations, the number of redundancies will increase over the next few years. Staff who volunteer for redundancy, or who are required to leave early, are compensated under the terms of the Principal Civil Service Pension Scheme. We now have some three years experience of managing a comprehensive redundancy counselling and outplacement service, provided by external consultants. Over 60% of those registering for the service have found alternative employment by the time they leave the Department.

Figure 16. MOD United Kingdom-Based and Locally-Entered Civilian Staff ^①



Notes:

- ① Figures shown are those for 1 April.
- ② The figure for 1996 is the most recently available estimate.

Civilian Personnel Management - The Future

1. Initiatives over the last few years, such as the New Management Strategy, 'Prospect', Next Steps and the Defence Costs Study have all produced significant changes in the organisation of defence. As part of this process, we have reviewed our arrangements for civilian personnel management and plan to introduce changes in the way personnel responsibilities in the Department are organised. In line with the recommendations of the Defence Costs Study, we are moving towards a personnel management structure with a stronger central policy-making and standard-setting core but with greater responsibility for personnel management functions devolved from Headquarters. The proper management and development of staff is a vital part of the line manager's role and individual members of staff themselves need to make career and job choices. Both need guidance, help and information. In tandem with the introduction of greater delegation, the Department will be introducing new appraisal and training arrangements and competence frameworks, designed to give staff and their managers greater ability to participate in the personnel management process.

Delegations

2. The personnel management of industrial staff and non-mobile, non-industrial staff has been devolved from the centre of the Department for some time. It is now planned that Top Level Budget holders will assume responsibility for the career management, recruitment, posting and promotion of most staff at least up to Senior Executive Officer and equivalent grades. Senior staff and development streams will continue to be managed centrally. Within this structure, the process of delegating responsibility to Defence Agencies will continue, as will the continuing provision of a discrete personnel management function throughout the Department, in Headquarters Top Level Budgets and Agencies.

Departmental Values

3. It is important to ensure that delegation of personnel management responsibilities does not erode the Department's identity. Centrally, the

Principal Establishment Officer and his core headquarters organisation will continue to have a vital role in the formulation and communication of Departmental policy and standards. It is essential that these policies and standards should be visible and easily understood as they send an important message to staff about how people in the Department can expect to be treated and what is expected of them. We will meet this requirement in part by publishing a statement of our personnel management policies. This Personnel Policy Statement, to be issued towards the middle of 1995, will outline the principles, values and standards applicable to the management of all staff in the Department.

Competences

4. Reflecting best practice in both public and private sectors, we are introducing competences for use in recruitment, training and development, appraisal and promotion. Competences are the skills, personal qualities and knowledge required for effective performance at work, expressed in terms of observable behaviour and outcomes. They are intended to lead to a better-trained workforce with skills more closely aligned to the needs of the Department.

Appraisal

5. We have undertaken a fundamental review of the staff appraisal system to enable the Department better to meet its objectives and to incorporate initiatives such as the introduction of competences. Implementation of the revised system will be phased. Grades 6 and 7 were taken in from 1 May this year; grades below these levels will be taken in from late 1996 onwards. In anticipation of the creation of the new Senior Civil Service next year (as announced in the January 1995 White Paper *The Civil Service - Taking Forward Continuity and Change* (Cm 2748)) staff in Grades 4 and 5 moved on 1 May to a new appraisal system, based on that introduced for the Senior Open Structure.

Training

6. In response to the introduction of competences, we are developing a comprehensive range of new training modules which will provide competence-based training for grades from Administrative Assistant to

Senior Executive Officer and equivalents. A mixture of foundation training for entry grades and a range of supporting modules is being introduced in place of existing courses and may be franchised to training authorities across the Department. For Grade 7 staff, we propose to contract an organisation of national standing to supply foundation programmes, starting in late 1995 or early 1996. In addition, to cater for any other non-foundation training for this grade, a register of approved high quality suppliers of suitable competence-based training is being assembled.

Pay and Grading

7. Following a preliminary examination of the Department's non-industrial pay and grading structure, a full study team has been established to examine both non-industrial and industrial pay and grading arrangements for staff in the Department below Grade 5 and equivalent and make recommendations for changes to achieve better value for money, including the assumption from 1 April 1996 of full delegation for the pay and grading of non-industrial staff below Grade 5.

Civilian Pay and Conditions

534. Pay for civilian staff is subject to the Government's Public Sector pay policy, with any increases required to be funded through efficiency savings within the defence budget. Following delegation from the Treasury and the Office of Public Service and Science of responsibility for the pay and grading of industrial staff with effect from 1 July last year, a settlement for 1994 was negotiated under the auspices of the Ministry of Defence Joint Industrial Pay Committee. Meanwhile, the Department continues to work towards the acceptance of full pay delegation for its non-industrial staff (below Grade 5 level) by 1 April 1996. Senior staff (Grade 5 and above) will be part of the new Senior Civil Service, to be formed on 1 April 1996, for whom Departments will determine the rewards for each post, within a framework common to the Senior Civil Service as a whole.

Equal Opportunities for Civilian Staff

535. We remain fully committed to equality of opportunity for all civilian staff, and continue to develop initiatives designed to ensure the fair treatment of staff throughout the Department. Activity in the past year has focused on raising awareness of the issues through the introduction of new training courses for senior managers and the setting of new objectives for the Department, including a requirement for action plans to be drawn up by each management area.

536. The essence of equal opportunities is fairness for all. This principle applies to every member of staff and not just to those in under-represented groups - women, ethnic minorities and the disabled. But because these are the

groups that have tended in the past to be disadvantaged, most of our equal opportunities initiatives are concentrated on them. Specific actions undertaken in the last year include the following:

- A new action programme for women has been drawn up, and the Department has set targets for part-time posts. The proportion of women at senior levels (Senior Executive Officer to Grade 1 and equivalents) has increased from 4% in 1989 to 6.2% in 1994.
- The review of progress against the race plan, described in last year's Statement, has been completed and a new three-year plan drawn up. The review revealed an encouraging increase in the number of ethnic minority staff entering management grades.
- We have secured agreement to use the Employment Service Disability Symbol 'Positive about Disabled people' to promote our policies on the employment of disabled staff.



537. We are also completing a major review of the Department's harassment policy and procedures, designed to ensure that all staff are treated, both by their managers and by colleagues, with due courtesy and dignity.

THE MANAGEMENT OF DEFENCE

Reporting to Parliament

538. The Department is committed to improving the quality and timeliness of its reporting to Parliament. As part of this process, this year's Statement contains an expanded section on the defence budget (paragraphs 501 to 505) supported by a new Annex (Annex E) which sets out detailed, forward-looking financial and management data. The Tables in Annex E are taken from the Departmental Report and the Supply Estimates, but the later date of publication of the Statement on the Defence Estimates means that we are able to present more up-to-date information than is possible under the timetables set for both these publications, which require us to submit information in advance of our final decisions on the forward defence programme in the light of the annual public expenditure settlement.

539. In addition, in response to a suggestion from the House of Commons Defence Committee, material on force structure analysis has this year been moved to a separate, self-standing Annex (Annex A) and includes a reconciliation of changes from data published in earlier years. We are examining ways of expanding this analysis in a way which is helpful to external commentators.

The Defence Costs Study - 'Front Line First'

540. The Defence Costs Study into reducing the costs of providing support to the front line was still in progress when the last Statement was published. Its outcome was announced on 14 July. A report - 'Front Line First' - published on the same day outlined the main conclusions of the Study and the proposals for change which flowed from it.

541. The Study succeeded in its fundamental objective: it identified ways in which the costs of the Department's support and administrative activities could be reduced without reducing the operational effectiveness or fighting capability of our forces. Its success has enabled a greater proportion of available resources to be devoted to preserving and enhancing the front line. As a consequence, the announcement on 14 July set out a substantial programme of investment in new equipment and a range of other important measures designed to sustain and improve operational capability.

542. The Study looked at all aspects of defence support. Thirty-three individual study teams examined separate areas of business. Many of the conclusions reached by the study teams were shared:

- The Department's Head Office and other headquarters at all levels were seen as too large, too top heavy and too bureaucratic.
- The delegation of financial responsibility, begun under the Department's New Management Strategy, was seen as the key to maximising efficiency.
- There was a need to improve the Department's financial management procedures.
- It was clear that future defence operations are increasingly likely to be carried out on a joint Service basis.
- The delivery of savings in the longer term depend on changes to the culture and working practices of the Department (see page 94).

543. These themes were reflected in the proposals for change. The reorganisation of the Department's Head Office (including the Defence Intelligence Staffs) will result in a much smaller organisation with a significantly flatter management structure. The reforms aim to dissolve artificial compartmentalisation within the Department and, where appropriate, create unified military and civilian structures. In parallel, the New Management Strategy is being strengthened, with further authority being delegated to Commands and budget holders outside London. Budget structures will be flattened to remove unnecessary administrative levels that often constrain delegation and to smooth the reporting of financial information along the management chain. At the same time, the role of central staffs in determining overall policies, objectives and standards and in balancing resources and commitments is being made clearer.

544. A number of important 'Front Line First' proposals reflect the greater likelihood of joint operations in the future (see pages 30 to 31). A permanent Joint Headquarters will be formed at Northwood by 1 April 1996; a Joint Service Command and Staff College is being formed at Camberley (see page 95); and a tri-Service Defence Helicopter Flying School is being set up at RAF Shawbury.

The New Working Culture

1. During the Defence Costs Study, it became clear that many people throughout the Ministry of Defence felt that more than just organisational change was needed if we were to achieve the savings assumed by the Study - we needed as well to change fundamentally the way we do business. The Study recognised that, despite recent improvements and the beneficial effects of the New Management Strategy, inefficiencies in the way that the Department works are still commonplace. We remain too bureaucratic, paper dominated, hierarchical, and over-inclined to seek to make decisions through the formal agreement of everyone potentially concerned. This makes us less effective than we might be, and less able to cope with significant change, especially the changes the Study anticipates.

2. There have been marked improvements in our working practices in recent years. Great benefits have accrued from the New Management Strategy, giving greater freedoms and responsibilities to staff and budget holders. Other Government-wide initiatives have also changed the way we do business. The development of Next Steps Agencies and the *Competing for Quality* initiative have had a significant impact on our working practices. The Study recognised this and reaffirmed the managerial direction the Department is taking. The emphasis on delegation of responsibility and authority (to be underpinned by a Budget Holders Charter) will be reinforced; and Project CAPITAL (see paragraphs 549 to 550) will ensure that budget holders, and the Centre of the Department, have the information necessary to carry out their task effectively and efficiently.

3. Some of the aspects of the way that we work are common to all large organisations but there are features particular to the Ministry of Defence. The need to support the armed forces in their role as defenders of the realm places special requirements on the Department. Furthermore, the armed forces, quite properly, draw great strength from being highly-structured organisations with clear lines of command. And of course there are features of the public service, for example accountability to Parliament, the need to treat people and organisations equitably, very high standards of accounting for public money and strict recruitment on merit, which

impose particular requirements on the way work has to be conducted which may differ from private sector practice. The aim must be to preserve those values and practices that are fundamental to being in the public service or the armed forces, to avoid any adverse impact on aspects that are important operationally to the armed forces, while at the same time adopting best management practice.

4. Ministers and the senior management of the Department are committed to making the necessary changes, which will affect them as much as every other level in the organisation. The programme of change will be underpinned by the New Management Strategy, whose principles will be at its core. Greater delegation of responsibility and authority, with a concomitant increase in accountability, should reduce the amount of detail referred upwards and speed the decision-making process. The responsibility of senior management will be to set clear objectives and targets, to monitor performance and to judge the results.

5. This process of improvement and change must be evolutionary and will take time. Training will be key. The establishment of the Joint Service Command and Staff College (see page 95) provides an excellent opportunity to tailor staff training to meet the new challenges. Civilian training is also being overhauled and will reflect the new approach. Early action is also in hand to tackle the perennial problem of any bureaucracy: the proliferation of paper.

6. Much work to foster best practice is already in progress within Top Level Budget holders' areas and Defence Agencies. We plan to develop this and to harness the experience and expertise of staff across the Department. Staff involvement will be vital, as it proved to be during the Defence Costs Study itself. Staff at all levels have already indicated a desire to make changes to the way business is done. This pressure for change will be capitalised on through a series of seminars and meetings over the coming months in which staff throughout the Department will be encouraged to take action themselves to change working practices. They stand to benefit as a result from more interesting jobs, with greater responsibility and authority.

The Joint Service Command and Staff College

1. All three Services provide command and staff training (CST) to prepare officers for the increased responsibility of the command and staff appointments they occupy as their careers progress. Broadly, these courses teach students about operations, doctrine, military theory, the analysis, management and presentation of information, decision making and administration - in short the professional skills it is necessary for an officer in a command or staff appointment to possess.

2. At present, this training is conducted at junior, mid-career and senior levels. At the junior level (currently given to some 90% of officers at the level of Army Captain and equivalent) the aim is to broaden the student's knowledge of his or her Service and its staff procedures. On the mid-career (Major and equivalent level) and senior (Colonel/Brigadier and equivalent level) courses, for which students are specially selected, the emphasis moves towards the employment of forces at the higher tactical and operational levels and consideration of the broader aspects of defence.

3. Currently, CST is conducted at four separate colleges in the United Kingdom. The Royal Naval Staff College (RNSC) at Greenwich, the Army Command and Staff College (ACSC) at Camberley and the Royal Air Force Staff College (RAFSC) at Bracknell are each the single Service focus for junior and mid-career staff training (uniquely among the three, the ACSC incorporates an element of tactical command training into its junior and mid-level courses). At present, there are 352 students, including 78 foreign and Commonwealth officers, undergoing mid-career staff training at the three single Service colleges. In addition, the Joint Service Defence College (JSDC) at Greenwich trains selected officers from all three Services to fill defence policy staff posts in Departmental Headquarters and in NATO, and key posts in operational commands. The ACSC at Camberley also runs the senior Higher Command and Staff Course (HCSC), which is attended by students from all three Services and from other NATO countries and which focuses on training for the operational and strategic levels of command. The Royal College of Defence Studies (RCDS) at Seaford House in London

conducts courses for officers prior to their posting to the most senior appointments and focuses on wider defence and policy issues rather than command skills.

4. The Defence Costs Study identified a requirement to change the structure of command and staff training within the three Services and proposed establishing a single tri-Service Command and Staff College on one site. Following a period of consultation we have decided to form a Joint Service Command and Staff College (JSCSC) at Camberley. Current plans are that it will open in 1997.

5. The principal reason for the establishment of the JSCSC is operational (although substantial financial savings will also be achieved by concentrating all staff training on one site). It is in part a response to the change in the strategic environment since the end of the Cold War. Most future military operations are now likely to be joint in nature and will usually be part of an alliance or coalition effort. The decisions to set up the permanent Joint Headquarters and the Joint Rapid Deployment Force highlight the need to train staff officers of the three Services to a common standard to improve joint operational efficiency. Unifying staff training will enable the three Services to achieve a common standard and collocation will carry with it many other benefits arising from the sharing of knowledge and experience between students from different Service backgrounds.

6. The four existing colleges will close in 1997 and the JSCSC will take over their functions. The greatest change from the current system will be to mid-career training. The JSCSC will run a single, annual, joint Service mid-career course for up to 220 British students, along with up to 95 foreign and Commonwealth officers. Junior staff training will continue to be conducted on a single Service basis, but all three courses - catering for up to 240 students - will be conducted by the JSCSC at Camberley. Although on separate courses, these students will be collocated and will thus, at an early stage in their careers, benefit from a degree of contact with contemporaries (and more senior officers) from the other Services that has hitherto only been available to attendees on the higher courses. The HCSC will continue at Camberley, but will expand from 24 to 30 officers. There will be no change to the RCDS.

545. Other major areas of change are in logistic support, where 17 Service storage and repair facilities will close and increased civilianisation and the exposure of services to private sector involvement under the *Competing for Quality* programme are planned; in infrastructure, with the closure of three Royal Air

Force Stations (Laarbruch, Scampton and Finningley) and the re-rolling of the Royal Naval Base at Rosyth to become a Royal Naval Support Establishment; and in defence research, which will be further streamlined with the creation of the Defence Evaluation and Research Agency (see pages 73 to 74).

The Defence Costs Study and Management Change

1. The Defence Costs Study was undertaken at a time when the structure and procedures flowing from the Department's New Management Strategy (NMS) had largely been put in place. Previous Statements have explained the value of the NMS in helping the Department drive down its costs and improve efficiency; recent annual recostings of the defence programme have confirmed this. Given the enormous scope of the managerial change effected by the NMS, it might be asked why the Defence Costs Study was needed at all?

2. The NMS was designed for the normal day-to-day management of defence. The NMS alone is not (and never was) designed to deliver the scale of change that was required of the Defence Costs Study in the very short time available. We judged that a study operating solely within the largely vertical and hierarchical budget structure of the NMS (itself necessary for the efficient day-to-day management of the Department) would have had difficulty in identifying efficiencies from rationalisation between and across individual budget areas. And, of course, the NMS was a relatively new system, still bedding down and subject to development. For these reasons, therefore, the Defence Costs Study was conducted through independent ad hoc study teams that looked at particular activities right across Defence, rather than examining separate budgetary areas.

3. At the same time, the Defence Costs Study brought the advantages of the NMS into stark relief. There is little doubt that, without the changes which had even by then flowed from the NMS, it would not have been possible either to conduct the study in the rapid and radical way in which it was undertaken or to implement its proposals as quickly as we are doing. The way in which the Department has been able to draw upon the management benefits afforded by the NMS has therefore been absolutely central to the success of the Defence Costs Study.

4. Furthermore, the conclusions of the Defence Costs Study reinforced the aims and direction of the NMS. At the core of many of the recommendations for organisational change that flow from the Defence Costs Study are key NMS principles - the need for greater delegation, devolution of responsibility, clarification of objectives, flattening of management structures and changes to working practices. Nonetheless, the Defence Costs Study also showed up some weaknesses in the NMS approach as it applied at that time. The most striking of these has already been touched on: a lack of horizontal transparency in what is primarily a vertical management system. This was already recognised and the Department had plans to make adjustments to take account of the problem. The Defence Costs Study helped to highlight it and recommended additional changes - principally changes to the Head Office and to our financial structures - to further address the shortcomings.

5. Looking ahead, the NMS is absolutely central to the implementation of the Defence Costs Study's proposals. Although co-ordinated by a central team, those actually responsible for the execution of changes will, by and large, be Top Level Budget holders in the NMS budgetary system. In keeping with the spirit of NMS, each Action Manager has been made directly responsible and accountable for delivering the changes which have been accepted following the Defence Costs Study.

6. The Department now faces a challenge: to ensure that the changes proposed as a consequence of the Defence Costs Study are made in ways which will enable the new structures, and the people responsible for them, to operate to their full potential. Much of this will depend on effecting changes in the way the Department works (see page 94), which is a major task in itself. But the flexible and innovative approach taken by the Defence Costs Study, rather than unquestioning adherence to traditional procedures, has provided a clear example to follow.

The Ministry of Defence Police

1. The Ministry of Defence Police (MDP) provide a police service to the Department and also provide armed guards and other security protection where needed. Their history can be traced back to the time of Samuel Pepys. They are a national police force, deployed at defence and other installations in England, Wales, Scotland and Northern Ireland. There is also an MDP Superintendent on detachment to the Sovereign Base Areas Police Force in Cyprus.

2. The MDP today operate under the Ministry of Defence Police Act of 1987 which codified earlier piecemeal legislation. MDP officers have full constabulary powers in territorial waters and on land and property which is possessed, controlled or used by the Ministry of Defence or visiting Forces, a dockyard contractor or ordnance company. These powers may also be exercised on land in the vicinity of Ministry of Defence property where the MDP have been asked to assist a local police force.

3. A Ministry of Defence Police Committee chaired by the 2nd Permanent Under Secretary and including representatives of the major users of the MDP, with police advisers from England and Wales, and Scotland, determines policy for the roles, management and administration of the Force. Command and executive direction of the MDP is vested in the Chief Constable, who is responsible to the Secretary of State for Defence and to the Police Committee. Periodic inspections are made by Her Majesty's Inspector of Constabulary, who has judged the force to be efficient and effective.

4. On 1 April this year, the 5,000 men and women of the MDP were reorganised into 13 Operational Command Units spread geographically throughout the United Kingdom, with a Headquarters and Training School at Wethersfield in Essex. Individual detachments of police based at Ministry of Defence establishments are headed by Senior Police Officers, of a rank appropriate to the numbers under their command, with a responsibility to the Commanding Officer/Head of Establishment for security matters but independent in the exercise of their constabulary powers.

5. The policing requirements of the Ministry of Defence have led to the development of specialist skills by the MDP. The waters of the Naval Bases in the United Kingdom are patrolled

24 hours a day and the police boats of the Marine Units are on the look-out for theft, smuggling or criminal damage to Service vessels or private boats. They carry out essential escort duties and come to the rescue of craft and people in difficulties. For special occasions, such as the D-Day Commemorations and the Anniversary of the Battle of the Atlantic, the patrol boats are supplemented by fast Rigid Inflatable Boats. MDP Marine Units have escorted the United Kingdom's Trident submarines on their early movements from the shipyard, on their entry and exit from their base and during contractor sea trials.

6. The transport of nuclear material is rigorously controlled and the MDP play a part through the Special Escort Group, which safeguards it in transit on land, supplying highly trained armed guards and specialist escort vehicles. The requirement for a quick reaction force trained in public order and anti-terrorist techniques has in recent years led to the formation of the Operational Support Unit which, when not needed by the Ministry of Defence, assists other police forces at major events and demonstrations. The MDP are also the largest users of police dogs in the country.

7. The MDP are unusual amongst police forces in Great Britain in requiring all officers to be trained in the use of firearms, both pistols and heavier weapons. Although firearms are not carried as a matter of course at many stations, 70% of officers are routinely armed and the force can speedily be equipped to respond to terrorist threats.

8. The MDP have a Criminal Investigation Department (CID) which investigates serious crimes, both in the United Kingdom and at bases and on ships abroad. Within the CID, a specialist Fraud Squad has developed expertise in detecting fraud and corruption in the Department affecting the public purse and have achieved some notable successes, one example being the investigation that led to the imprisonment of Gordon Foxley, a former director of ammunition procurement. Enquiries continue into alleged fraud in the placing of contracts for shipping during the Gulf conflict, which has been the subject of examination by the National Audit Office and Public Accounts Committee. Although fraud and corruption in the Department are low in relation to the size of the defence budget, the skills developed by the Fraud Squad help to detect the cases that do occur. In 1993-94, for example, the Fraud Squad secured the repayment of £17 million out of £22 million investigated.

9. Police forces in the United Kingdom have been under scrutiny in recent years. The studies into the rewards and responsibilities of Home Department Forces by Sir Patrick Sheehy have been reflected in the Ministry of Defence by a review led by Sir John Belloch, a former 2nd Permanent Under Secretary. His review formed part of the Defence Costs Study and his recommendations are being taken forward in an internal review within the Department. The

MDP are expected to continue to meet the Department's needs for a police force, with a heightened emphasis on its constabulary role and with some reduction in size. The MDP are candidates to become a Defence Agency, which will increase the management responsibility of the Chief Constable over the financial, material, and manpower resources allocated to him and his accountability for their use.

546. Implementation of these changes, and the many others which flow from the Defence Costs Study, is a challenging task. Nonetheless, work is now well advanced. The detailed cost and manpower implications of every proposal are being assessed and validated and detailed action plans drawn up. Each proposal has been assigned to an Action Manager, normally a Top Level Budget holder in the Department's planning and budgetary structure (see Figure 14). Action Managers have been made responsible for all aspects of the delivery of their particular measures, and are personally accountable for progress to a Steering Group chaired by the Minister of State for Defence Procurement. The Department's New Management Strategy has greatly facilitated the overall implementation process (see page 96).

547. The Defence Costs Study will have direct implications for many Departmental staff, both Service and civilian. The Department recognises its responsibilities to those affected, particularly those who may lose their jobs. It is fully committed to the principle of consultation with the Trade Unions. Immediately following the 'Front Line First' announcement, the Department entered into a three month period of formal consultation on the 'Front Line First' Report. In addition, we have subsequently issued a number of separate consultative documents setting out individual proposals made as a consequence of 'Front Line First'; by 1 April 1995, 33 such documents had been published. Each of these has been subject to a consultation period of at least thirty working days (and in many cases significantly longer). As and when consultation on particular proposals comes to an end, we consider all the comments received with great care before reaching final decisions. On a number of occasions, consultation has served to change our thinking. For example, following very constructive responses to our consultative documents, we have decided to modify our plans to rationalise some of our test and evaluation establishments. Our decisions

have been announced as they are made, rather than as a package, in an effort to minimise the period of uncertainty for staff affected by 'Front Line First' proposals.

548. As implementation has progressed, we have been able further to validate and refine our predictions of the savings which will be realised through the measures we are implementing. We currently estimate that the measures arising from, or related to, the Defence Costs Study should result in a saving to the defence budget of some £140 million in 1995-96 (a year earlier than expected), rising to over £700 million in 1996-97 and exceeding £1 billion a year by the end of the century. Work is continuing to refine other Defence Costs Study recommendations into specific changes to business practice; this should result in further savings to the defence budget.

Project CAPITAL: Resource Accounting and Budgeting

549. The Department has established Project CAPITAL to carry forward the range of financial management improvements now envisaged throughout the organisation. These include the coherent implementation of an integrated output management system and the introduction of Resource Accounting and Budgeting in the light of the Treasury initiative addressed in the July 1994 Green Paper *Better Accounting for the Taxpayer's Money* (Cm 2626). CAPITAL is a key plank of our drive to improve value for money. Whilst it has been formed as a direct result of the Defence Costs Study, it pulls together a number of initiatives that were already under way. It seeks to develop and strengthen the New Management Strategy, not to replace it. As the Defence Costs Study concluded, the New Management Strategy has many strengths which we want to preserve; hence the continued emphasis on greater delegation of authority and resources to budget holders, and the streamlining of business processes.

550. At the same time, however, CAPITAL will focus management systems on the delivery of outputs and the true costs of those outputs, and on the lateral links in the organisation through the customer/supplier chain. Output costing and resource accounting are therefore vital elements of the project. Output planning and costing trials are to be conducted throughout the Department over the next two years, leading to the full use of output budgeting and planning in 1997. This will be followed in 1998-99 by the preparation of the initial Departmental resource account, requiring considerable prior effort to value the assets involved. Other key components are the introduction of capable and fully integrated information systems based on commercial off-the-shelf software to support the new financial regime, and a comprehensive training programme to enable staff to run the new processes and systems.

Defence Agencies

551. The Department continues to contribute to the Government's Next Steps initiative, with the establishment of Agencies to undertake a variety of support functions and services. Seven Defence Agencies have been launched in the last year: the Disposal Sales Agency in October; the Logistic Information Systems Agency, the Defence Clothing and Textiles Agency and the Royal Air Force Signals Engineering Establishment in November; and the Naval Recruiting and Training Agency, the Army Base Storage and Distribution Agency and the Defence Transport and Movements Executive in April. We have also brought together three existing Agencies - the Defence Research Agency, the Chemical and Biological Defence Establishment and the Defence Operational Analysis Centre, along with the Test and Evaluation Organisation and some smaller groups of scientific and technical staffs, to form the Defence Evaluation and Research Agency. There are now 22 Defence Agencies, employing almost 40,000 civilians and 20,000 military personnel.

552. Reviews are in hand on Defence Agency status for Army individual training, the Army Technical Support Agency, Royal Air Force Logistic Support Services, and Defence Medical Services (secondary care, dentistry, training and supplies). Planning is proceeding on the extension of the existing Service Children's Schools (North West Europe) Defence Agency to include all the Department's schools overseas. Further reviews will be initiated over the coming months, predominantly in the logistics and personnel and training Commands of the three Services. When

the programme is completed, we estimate that Next Steps Agencies will employ over 80% of support Top Level Budget civilian and Service personnel. The financial results and performance against challenging key targets of each Agency are published each year.

Efficiency

553. The publication of the White Paper *The Civil Service - Continuity and Change* (Cm 2627) last July gave Departments and agencies greater freedom and flexibility over the choice of techniques they use to deliver efficiency savings, with less central oversight. In line with other Departments and agencies, we are developing our existing processes for maximising efficiency by introducing formal Efficiency Plans. In addition, the new financial processes and systems being developed through Project CAPITAL (see paragraphs 549 to 550) to focus on output and cost will give managers much improved visibility of the relationship between the resources they consume and the outputs they produce, and thereby foster the achievement of efficiency improvements.

Competing for Quality

554. Since 1979, the Government has progressively concentrated on providing only those functions which are both necessary and best carried out in the public sector. Under the Department's *Competing for Quality* programme, our support needs are being exposed to private sector involvement and competition through privatisation, strategic contracting out or by market testing which enables outside bidders to compete with the Department's suppliers. The over-riding aim of the *Competing for Quality* programme is to secure long-term value for money, substantial savings in cost wherever possible, efficiency improvements and higher standards of service.

555. During the period October 1993 to September 1994, we exposed some £286 million worth of activities to potential private sector involvement, against a declared programme target of £216 million. This work has identified potential net annual savings of over £90 million and will assist us in the task of accommodating planned defence expenditure reductions without reducing our fighting capability. The current year's programme involves a new target of over £330 million worth of further support activities being examined for competitive provision.

556. We remain committed to ensuring greater private sector involvement through competition. Our evolving *Competing for Quality* programme will foster and strengthen a valuable partnership of ideas and experience between the Department and the private sector, which will in turn assist in improving the efficiency and quality of support to the front line.

Private Finance Initiative

557. The Department intends to play its full part in exploiting the benefits of the Government's Private Finance Initiative (PFI), which has as its aim the greater use of private sector finance and management expertise in the public sector for the advantages of both. A number of potential projects have been identified, including the through-life management of the armed forces support vehicle fleet and the management of the married quarters estate. Over the next year, the Department expects to identify and implement further projects and to strengthen its in-house capability to appraise, structure and implement commercial arrangements. We will continue to promote awareness, both within the Department and the armed forces and in industry, of the opportunities created by the PFI, as well as managing those projects identified for PFI treatment to ensure that we realise full value for money.

The Citizen's Charter

558. During the first nine months of 1994, the Department achieved the target of answering all incoming telephone calls to Headquarters buildings in London within an average of 15 seconds. The average answer time recorded during weekdays is 13.4 seconds. The weekend performance is, on average, much better than the target. A new call sequencing and queuing system is now being installed to enhance the enquiry service, where calls may take longer to process when answered. An additional telephone exchange was commissioned in October to improve call distribution in order to balance incoming calls with the number of telephone operators on duty. This should allow us to achieve an average time of



30 seconds to both answer the telephone and provide the required service for all incoming calls to the Ministry of Defence Centralised Operating and Enquiry service.

559. The Service Children's Schools (North West Europe) Defence Agency has implemented the Parent's Charter requirements to provide an annual progress report to parents and a transfer report on change of school; to keep parents informed of relevant education developments; to report Standard Attainment Tests (SATs) and external examination results to parents annually; and to introduce parental choice of schools. It will also continue to develop and implement methods for the regular gauging of customer satisfaction.

The Support Area

560. The Naval support area has been rigorously examined under the Defence Costs Study. This included a review of naval infrastructure, which demonstrated that further rationalisation was possible without detriment to the front line. As a result, one of the two squadrons of Minor War Vessels and the Fishery Protection Squadron currently based at Rosyth will move to Portsmouth. The second squadron of Minor War Vessels, together with Flag Officer Scotland Northern England and Northern Ireland and his staff, will transfer to Faslane by April 1996. This redeployment has considerable operational advantages and maximises the savings from the reduction of facilities at Rosyth.

561. The Navy's spares, stores and repair strategy has also been reviewed. A substantial reduction in spares holdings, a radical rationalisation programme and essential infrastructure modernisation will enable funding to be targeted at improving the availability of stores in future. Naval stores support will be concentrated as close to the users (ships and submarines) as possible. A Central Storage and Distribution Facility will be established at Portsmouth and supporting "waterfront" storage provided at each Naval Base for stock with rapid turnover. As a result, the Royal Navy Stores Depots at Eaglescliffe, Exeter and Wrangaton will close by April 1997 and there will be reductions in the Naval stores depot at Devonport.

562. The Defence Costs Study concluded that some spare capacity exists in the Naval armaments storage and repair support area but recognised that the remaining establishments have unique and essential processing facilities

which could only be re-provided elsewhere at substantial cost. The Study therefore concentrated on maximising savings from managerial and organisational efficiencies. A number of business initiatives are also being pursued to utilise these facilities more fully.

563. As a result of the Defence Costs Study, work was undertaken to identify efficiencies in the headquarters organisation of the Naval Support Command. These will be implemented in conjunction with the collocation of the Command headquarters in the Bath/Bristol area, an issue on which we will announce a decision as soon as possible.

564. Following the intention, announced last year, to seek competitive tenders from industry for the sale of the Royal Dockyards at Devonport and Rosyth, initial bids were received at the end of October from Devonport Management Ltd for Devonport and Babcock International Group for Rosyth. The tendering process continues, with a view to implementing new arrangements by no later than April 1996. Alternative options are also under consideration.

565. As a result of the decision to form a Joint Service Command and Staff College at Camberley (see page 95), the Royal Air Force Staff College at Bracknell and the Joint Service Defence College and the Royal Navy Staff College at Greenwich will close in 1997. We remain committed to finding suitable new occupants for Greenwich. Our work on this continues. So far, we have identified a restructured Defence School of Languages as one suitable candidate. We will also shortly be seeking expressions of interest in the site from non-Defence organisations, including the University of Greenwich. We hope to be in a position to announce our proposals by the end of this year.

566. As part of the Defence Costs Study, it was proposed that the Royal Marines School of Music (RMSM) should be relocated from Deal, and that the Royal Naval Air Station (RNAS) at Portland should be closed, with the Lynx squadrons currently accommodated at Portland being moved to Yeovilton. These proposals have been the subject of further work and consultation. We have received numerous representations, which are now being considered.

567. Headquarters Land Command was established at Wilton (the location of the former Headquarters United Kingdom Land Forces) on

1 April this year. The responsibilities of the new Command include land forces in the United Kingdom, Germany, Brunei and Nepal, as well as training support organisations in Belize, Canada and Kenya. As a result of these significant changes to the Command structure, and of the Defence Costs Study, changes have been implemented to align command and budgetary responsibility more closely. This has involved a move away from a purely geographical organisation. Some former District Headquarters have been retitled as Divisional Headquarters. Southern District has been split into two Divisions: HQ 3rd (UK) Division at Bulford and HQ 4th Division at Aldershot. Eastern District has become 2nd Division and Wales and Western District has become 5th Division. The structure of HQ Scotland and HQ London District has not changed.

568. The drawdown of the British Army in Germany was completed by 1 April, at which point some 27,000 military personnel, 49,000 civilian dependants, 21,000 vehicles and huge quantities of equipment and stores had been returned from Germany to the United Kingdom. This has been a considerable achievement, especially as targets were achieved despite the conflicting pressures of the aftermath of Operation Granby and, latterly, commitments in the former Yugoslavia. Some minor restructuring following the end of the original drawdown plan remains to be completed over the next year. As a result of the drawdown, a number of units will be returning to the United Kingdom. 14 Signals Regiment will remove to RAF Brawdy at the end of the year; 16 Regiment Royal Artillery (Air Defence) will be located at the Royal Artillery Barracks, Woolwich; and 39 Regiment Royal Artillery will be located at Albemarle Barracks, Ouston from November. Oakington Barracks will be retained as a permanent infantry barracks for the second of the two additional infantry battalions retained as a result of the Secretary of State for Defence's announcement in February 1993.

569. The Department of the Adjutant General (AG) moved from central London to Upavon in January to form the Adjutant General (Personnel and Training) Command. Elements of AG's Department currently situated at Worthy Down are also planned to relocate to Upavon in 1995. This brings the Army into line with the Royal Navy and the Royal Air Force who have already moved their Personnel and Training Commands out of London. The Army Finance and Audit Office at Ashton-under-Lyne will close on

31 March 1996 when its audit and accounting functions will be devolved to Army units and the Defence Accounts Agency. The planned move of the School of Army Chaplains from Bagshot Park to Eltham Palace has, however, been delayed while a number of alternative tri-Service options are considered.

570. As part of the Defence Costs Study, the Army conducted a detailed review of its storage needs and plans a rationalisation of existing facilities. Most of the smaller Army storage installations in the United Kingdom will close by April 1996 and the vehicle depot at Ludgershall will close by April 1997. Engineer Parks will also be rationalised by April 1996. Further efficiencies will be achieved by the collocation of the Defence Clothing and Textiles Agency facilities at Caversfield near Bicester; and the Mail 2000 initiative will deliver a more cost-effective postal and courier service. A study into spares procurement has concluded that substantial savings could be achieved by the collocation and merger of the Technical Equipments Division (Donnington) and Vehicle Spares Division (Chilwell). It is planned that these units will combine during late 1995/early 1996 to form a single Army Equipment Support, Provision and Procurement Authority based at Telford. The authority will benefit from the concurrent introduction of a new computerised purchase management system.

571. A review of the Army Equipment Support Organisation has been undertaken to ensure that technical support is being carried out in the most efficient and cost-effective manner possible. This has recommended that the six existing technical branches and authorities should be brought together to form an Army Technical Support Agency under a unified command. The review also recommended that the four largest elements should be collocated; further work is now being undertaken to look at this proposal.

572. Agencies continue to play a key role in delivering services within the Quartermaster General's area. Joining the four existing Agencies (the Defence Postal and Courier Service, the Army Base Repair Organisation (ABRO), the Defence Clothing and Textiles Agency, and the Logistic Information Services Agency) an Army Base Storage and Distribution Agency (ABSDA) and a Defence Transport and Movements Executive (DTMX) were launched in April.

573. A study has been conducted to identify the scope for rationalisation of the Army Base Repair Organisation's workshops to ensure that the repair of Army equipment is carried out in the most efficient and cost-effective way. The study concluded that activity should cease in the Agency's workshops at Old Dalby, Leicestershire and Ashford, Kent with the workload transferred either to other Ministry of Defence facilities or to industry. The study also recommended that the ABRO's wider market testing programme should be restructured to take account of the proposed closures and to provide more scope for innovative proposals from industry. Following extensive consultations with all interested parties, the recommendations of the study were confirmed for action. We plan to complete the closure of ABRO Old Dalby by late 1996. The existing workshop at Ashford will close by spring 1997 in order to release the site for the construction of the Channel Tunnel Rail Link. Plans have been made to provide the workshop team with an opportunity to seek alternative facilities and to compete in the forthcoming market test of district support services.

574. Work on many of the proposals for rationalising training referred to in last year's Statement has been completed. The Adjutant General assumed command and budgetary responsibility for the Army Training Organisation on 1 April, although the plans affecting the training of the Adjutant General's Corps and the Royal Military Police Training Centre have been suspended temporarily as a result of the Defence Costs Study. The Army Training Organisation is due to become an Agency on 1 April 1996.

575. Plans to rationalise the Royal Air Force's engineering and supply functions are well advanced. The new building at RAF Wyton to collocate the Support Management Group and other logistic elements from Harrogate, London and elsewhere was opened on schedule in January. The Equipment Supply Depot at RAF Carlisle will close by April 1997. We are considering proposals to bring forward the closure of RAF Quedgeley to the same date. Stocks will be transferred to the remaining Depot at RAF Stafford, following a major programme to dispose of obsolete equipment. We are also considering proposals to close RAF North Luffenham by late 1997, transferring the bulk of the work of the Ground Radio Servicing Centre to RAF Sealand. The major engineering facilities at RAF Sealand and RAF St Athan are developing a strategy for private sector involvement through

the *Competing for Quality* programme, within a framework of Government ownership and the retention of core capabilities to meet operational commitments. Progress also continues to be made on the RAF's new Logistics Information Technology Strategy, which will provide an integrated system serving the whole RAF logistic community.

576. The Royal Air Force has continued to rationalise both its flying and ground training organisations. The Defence Costs Study proposed the closures of RAF Finningley and RAF Scampton. Following a period of consultation which ended earlier this year, a decision was taken to close these Stations by April 1996. Elementary and Basic Level flying training will be conducted at RAF Cranwell and RAF Linton-on-Ouse respectively. Fast Jet Advanced Flying Training will be concentrated at RAF Valley following the cessation of flying at RAF Chivenor last year. An alternative use for RAF Chivenor, involving the transfer of Royal Marine units to the station, is currently the subject of a study. Following the Defence Costs Study, we have also decided to amalgamate single-Service basic rotary wing training into a tri-Service Defence Helicopter Flying School at RAF Shawbury.

577. We expect to complete the first phase of the Ground Training Rationalisation programme this year, reducing the number of ground training Stations from six to three. A follow up study has recommended that RAF Locking should close by April 1998, concentrating all ground training at RAF Cosford and RAF Halton, which in turn will be subject to the *Competing for Quality* process. This proposal is currently the subject of consultation.

578. Following work under the Defence Costs Study to identify areas of excess capacity in the Test and Evaluation organisation, currently comprising over 30 separate establishments of varying size, a wide-ranging programme of rationalisation is now under way. Following a period of consultation, we have decided that two of the establishments originally proposed for closure - Pendine and Kirkudbright - should continue as manned sites, although at a reduced level of activity. The planned closures and reductions will leave a cost effective Test and Evaluation organisation, providing a high quality service. The organisation will also benefit from the trading fund disciplines resulting from its incorporation into the new Defence Evaluation and Research Agency from 1 April this year.

579. The Procurement Executive's core Headquarters activities are planned to collocate in new purpose-built accommodation at Abbey Wood, North Bristol by Autumn 1996. The headquarters complex will bring together staff currently based in nine buildings in different parts of London plus sites in Bath, Portsmouth and Portland. Collocating staff onto a single site offers significant cost benefits to the Department whilst maintaining the effectiveness of equipment procurement for the three Services. The project will yield direct running cost savings of some £40 million a year and staff savings of some £35 million per year. The Defence Costs Study reconfirmed that collocation at Abbey Wood represents good value for money and should go ahead, despite the planned reductions in Procurement Executive Headquarters staff numbers. It also identified the potential for additional annual savings of £30 million in Procurement Executive running costs, to be achieved through the benefits offered by the new working environment at Abbey Wood, improved working practices and a more streamlined organisation.

Merchant Shipping

580. Chartered merchant ships continue to be used in support of the deployment of British forces to the former Yugoslavia; for the recovery of troops and equipment from Rwanda and Kuwait; in a number of national and NATO exercises; and for other miscellaneous tasks such as towage and equipment trials.

581. In conjunction with the Department of Transport, we monitor the merchant fleet. Recent studies have shown that, despite the decline in the British merchant fleet, there are still enough vessels on the British and Dependent Territory Registers for defence purposes and that we could man strategic Government chartered or requisitioned ships with British crews if that were necessary. The Department is continuing its dialogue with the Department of Transport and the Chamber of Shipping on crew availability and other issues.

The Release of Information

582. The Department's commitment to the release of records closed for more than 30 years continues unabated. A further 3,500 records were released during 1994, making a total of 6,500 since the start of the Open Government initiative.

583. The Department maintains its positive attitude to its responsibilities under the Code of Practice on Government Information. Comprehensive guidance has been issued to all staff reminding them of their obligations under the Code, and encouraging them to practice greater openness in responding to requests for information, while protecting the interests of national security and personal privacy.

Deregulation

584. Although the Department is not a regulator of business, we continue to play as full a part as possible in taking forward the Government's Deregulation Initiative. Most attention is focused on introducing improvements to procurement and contracting procedures and ensuring that industry is consulted on major issues when appropriate.

The Defence Estate

585. The Defence Estate exists to meet the operational needs of the Services. Land holdings are kept under continuous review and the opportunity cost of retaining property is taken into account in all rationalisation decisions and before new major works projects are approved. The early identification and sale of surplus property is a key objective. The scaling down of our armed forces in response to changes in the strategic setting has presented us with opportunities to rationalise our land holdings; but the nature of the estate affects our ability to generate receipts for the defence budget. The Department utilises some valuable urban sites, but over 80% of the estate consists of training areas, ranges and operational airfields, many in remote locations. Whilst these are extremely valuable in the operational sense, commercial values are very low. Nevertheless, despite a depressed property market, some £240 million has been raised in the last three financial years from the sale of surplus property, and we expect to continue an ambitious disposal programme into the future. Future arrangements for the management of the Defence Estate are described on page 105.

Defence and the Environment

586. The Department conducts its activities in accordance with the Government's overall environmental policy and remains committed to protecting the environment wherever this can be done without detriment to operational effectiveness. The Department complies both with

the letter and the spirit of British environmental protection legislation and intends to invoke Crown exemptions only in exceptional circumstances.

587. Lord Henley, the Under Secretary of State for Defence, is the Department's 'Green Minister'. He chairs the Department's senior committee on Environment and Energy Efficiency, which develops environmental strategies for the Department and ensures that environmental considerations are integrated into Departmental business and decision-making.

588. We have concentrated in particular on those areas where defence activities have the potential to harm the environment. For example, a review of the Department's use of particularly hazardous materials (known as the 'Red List') has concluded that only a limited number of heavy metals, pesticides and solvents are used for defence purposes. In addition, we are addressing the wider issue of pollution prevention and examining the use of alternative, less harmful substances as substitutes for those currently in service. Examples of our 'green' housekeeping practices are included in the *Digest of Green Housekeeping in Government Departments*. We are examining our waste management arrangements (which include waste minimisation, recycling, recovery and re-use of waste) to ensure they are satisfactory and in keeping with best practice. We are sensitive to the problems of land contamination and are developing a methodology to establish the condition of the defence estate and to identify any action that may be required.

589. The Department keeps abreast of environmental developments at home and abroad, including the requirements of new environmental protection standards. For example, the Montreal Protocol on Substances that Deplete the Ozone Layer, its subsequent revisions, and associated European Union regulation, impose phase-out dates for the production and consumption of chlorofluorocarbons (CFCs), hydrochlorofluorocarbons (HCFCs) and halons which harm the ozone layer. The Department's Montreal Protocol Task Force is co-ordinating activities to reduce our uses of ozone-depleting substances. It is Departmental policy to cease procurement in line with internationally-agreed timescales. Ozone-friendly fire extinguishants, refrigerants and solvents have been substituted in many buildings, vehicles and ships. Those uses for which alternatives are not yet available are being supported by a banking and recycling facility. Meanwhile, we are actively seeking alternatives for use in existing and new equipments.

Managing the Defence Estate

1. Future arrangements for the management of the defence estate were considered as part of the Defence Costs Study. In order to improve the Department's ability to take a top-down view of the management of the estate, we intend to bring together the Defence Lands Service, the Defence Works Service and the central secretariat responsible for policy on works and historic buildings into a single Defence Estate Organisation. The first Chief Executive, Mr Brian Hirst, is a property professional who was recruited through open competition. The new organisation will provide a clearer focus for Ministers and senior officials on estate and property matters.

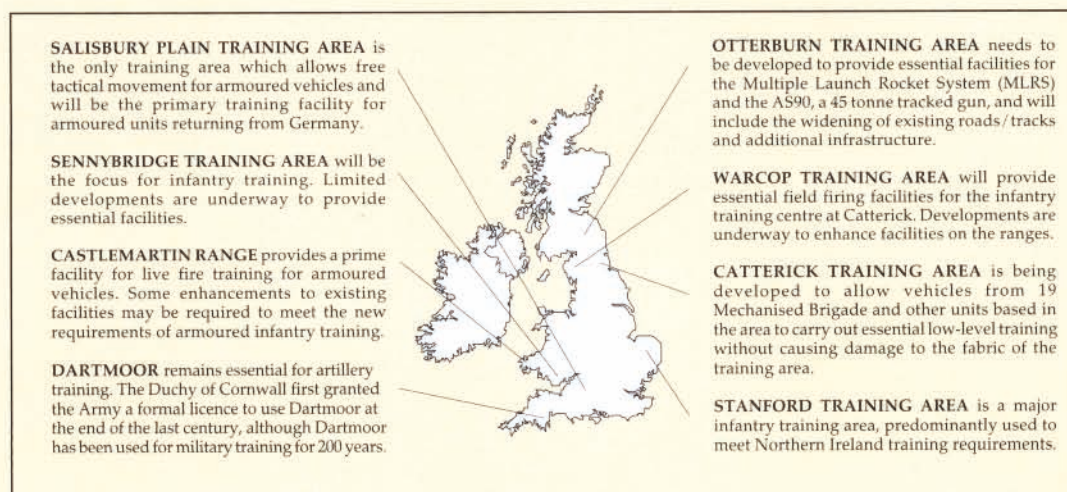
2. The drawdown of our forces from Germany and the introduction of new weapons systems are placing significant demands on the defence estate. In order to continue to achieve our military objectives, many existing areas will have to be used more intensively, and some developed to provide the new or additional infrastructure required (see Figure 17 for the major areas affected). Furthermore, there may be a requirement to extend military training areas, although this can only be assessed once the full effects of drawdown are known. A major challenge has been to ensure that an appropriate balance is struck between conservation and a need to make the most efficient use of our estate. Another important factor is the impact of training areas on the local communities and the economic benefits which they afford. For the more sensitive developments, Environmental Impact Assessments are commissioned and, where appropriate, their recommendations introduced. During the last year, independent consultants have completed studies to assess our development proposals at Catterick, Salisbury Plain and Otterburn.

3. Despite the disposal of a number of sites of considerable conservation interest, the Department retains the stewardship of probably the finest estate for wildlife in a single ownership in the United Kingdom. In tune with the Government's support for the initiatives on Sustainable Development and Biodiversity, we are continuing to create long term management plans to ensure the conservation of a wide variety of species. Much valuable advice has been received from the statutory bodies involved with conservation, with the aim of reconciling those military uses which have highest priority with the requirements of national and international conservation legislation. The Department also continues to work closely with organisations responsible for the conservation of buildings to improve the management of our historic estate, which is the largest in Government ownership.

4. The increasing number of military vehicles returning from Germany has continued to focus attention on the need to preserve the archaeological resource on land owned by the Department. Work continues on measures to avoid damage, whilst seasonal training patterns are subject to scrutiny.

5. The House of Commons Defence Committee carried out a wide-ranging study into the Defence Estate and published their report on 15 December. The report highlighted a number of areas in which it was felt that improvements could be made, in particular relating to consultations with local authorities and the disposal of surplus property. The Government's response to the report was published on 28 March and action has been set in hand to address the concerns highlighted in evidence to the Committee.

Figure 17. Army Field Training Centres



590. In order to gain a fuller understanding of environmental problems such as ozone depletion and global warming, the Natural Environment Research Council has established a network of sites, known as the Environmental Change Network, across the United Kingdom to monitor environmental and ecological changes. The Chemical and Biological Defence Establishment at Porton Down has been accepted into the network because of its unique and well protected Site of Special Scientific Interest, which is also a Special Protected Area. Activities and studies will include the monitoring of soil water and of bird populations.

591. The Department participates fully in the Government's estate campaign, which has set a target of saving 15% of energy consumption over

a five year period from 1991-92 to 1995-96. Energy-saving campaigns on the Defence estate are targeted at the use of energy for 'non-operational' purposes. These campaigns are aimed at all levels of the Department and range from those aimed at raising the awareness of staff to the examination of new technology and techniques which will improve energy efficiency further.

592. In accordance with the Environmental Information Regulations 1992, the Department will make available accessible environmental information or data on 'the state of water, air, soil, fauna, land and natural sites'. Requests for such information should be sent to: The Environment Unit, IL(Log)1, Room 9340, Ministry of Defence, Main Building, Whitehall, London SW1A 2HB.



Some 3,000 acres of CBDE Porton Down were declared in 1994 as a Special Protection Area under a European Community Directive for Stone Curlews; typically, some 20 pairs nest here

Analysing the Defence Programme

A1. The last two Statements have set out the way in which we identify the links between defence policy, force structures and resources. In response to suggestions, we have sought to continue the development of this analysis as well as updating the data in the tables. We intend that this process of refinement should continue in future, reflecting the comments we receive.

THE ANALYSIS

A2. The structure of the analysis this year remains broadly as before, with the exception that, instead of being based on the envisaged force structure for the mid-1990s, it is now focused on 1995-96. It is our intention that future Statements will roll this analysis forward, year on year, to provide a clear guide to commentators on the way in which our force structure is adapting to changing circumstances.

A3. The three Defence Roles which we use to analyse defence activity remain the same:

- **Defence Role One** - to ensure the protection and security of the United Kingdom and our Dependent Territories, even when there is no external threat.
- **Defence Role Two** - to insure against a major external threat to the United Kingdom and our allies.
- **Defence Role Three** - to contribute to promoting the United Kingdom's wider security interests through the maintenance of international peace and stability.

A4. The Military Tasks, set out in this Annex, define the military activities which the Department and the armed forces are required to undertake in order to give effect to the Government's defence and security policies. Each Military Task represents an activity or activities for which there is a common policy rationale. For each Task, there is an identified force package, made up of force elements such as naval escorts, armoured regiments or aircraft of a particular type, which provides the military capabilities required to carry out the Task. Thus the analysis gives an explicit link between policy goals and

the forces which achieve them. Two underlying assumptions remain common to all Tasks: all forces must be manned, equipped, and supported to carry out all the Military Tasks to which they are assigned; and a command, control and communications infrastructure must be provided, capable of directing all activities required to perform the Tasks.

The Tables

A5. As in previous Statements, the tables which follow break down into greater detail the assignment of force elements to Military Tasks; and distinguish explicitly between current and contingent Tasks. Tables 7, 8 and 9 show how each of the major force elements is attributed to each of the Defence Roles.

A6. For each Military Task, or group of Tasks, separate columns set out the number of force elements required for current and contingent commitments; and an 'Increment' column identifies how many of the required force elements cannot be provided by multiple earmarking from other, earlier Tasks. Thus if the analysis begins with Defence Role One, the number of force element increments identified for Defence Role Two will be less than if the analysis began with that role. The Grand Total 'Increment' column in Table 10 does not, however, automatically equate to *actual* force levels. It indicates the number of elements that would be required were all Tasks identified as Force Drivers to be undertaken concurrently. As such, it provides the Department with a tool for use in identifying where there may be a shortfall in capability (for example, at present in Mine Countermeasures Vessels until the seven Single Role Minehunters ordered in July enter service), allowing corrective action to be taken.

A7. We continue, within the bounds of what is sensible presentationally and in terms of security, to keep the level of aggregation of data as low as possible. For ease of comparison with previous years, we have also continued to adopt the same format. Table 10 shows how the major force elements in each Defence Role are combined to produce the requirement for our current overall force structure.

A8. As in previous years, two concepts underpin the data in these tables: multiple earmarking; and the identification of some Tasks which we deem ineligible as force drivers. Multiple earmarking is an essential component of our force planning process. It provides the means by which we ensure that the demands placed on our armed forces are reconciled with the need to get maximum value for money from the resources allocated to the defence budget. It takes two forms which, for the sake of simplicity of presentation, are not differentiated in the tables. First, a Task may need only a proportion of a force element's annual capacity. For example, the provision of a frigate or destroyer to escort the Royal Yacht may take up only a few weeks in any particular year. This force element is therefore available for other Tasks. Second, certain force elements will, on occasion, be assigned to meet two or more contingencies as well as their assignment to a current Task. Should such a contingency arise, it would obviously have an impact on the ability of the force element to meet any other Task to which it might be earmarked. But it is not part of our planning to construct a force structure to deal with all possible eventualities simultaneously.

A9. Some Military Tasks are not classified as force drivers: that is, whilst they remain legitimate activities for the armed forces, we do not consider that they justify force elements being maintained solely to carry them out. In analytical terms, they will, therefore, never give rise to increments in the force structure tables. Both current and contingent Tasks may fall into this category.

A10. There are a number of changes to the data contained in this year's tables. First, we have reviewed the attribution of force elements to the current and contingent categories when they are, in fact, merely forces which would be involved in routine roulement for a Task - and therefore available for re-assignment to another Task if necessary. Although this has some consequent changes to increments, none of the changes resulting from this reappraisal (marked † in the tables) affect overall force levels.

A11. Second, a redefinition of the allocation of transport and tanker assets between nuclear accident response (MT 1.2) and Military Aid to Civil Authorities and Dependent Territory Reinforcement (MTs 1.4,1.6,1.7,1.21-1.23) has led to an increase in contingent tasks and increments for the former, with corresponding increment reductions in the latter. All changes resulting from this redefinition are marked ❖.

A12. Third, further changes have flowed from a redefinition of NATO's requirement for the balance between Tornado F3 and Jaguar aircraft in its Reaction and Main Defence Forces. These changes are marked ◆.

A13. Other minor amendments are detailed in the footnotes. In certain cases the change in presentation from fractions, used in last year's Statement, to decimals, suggest that there have been changes in force levels. This is not in fact the case; the decimal presentation merely reflects more accurately the proportion of elements allocated to individual tasks.

THE MILITARY TASKS

DEFENCE ROLE ONE: to ensure the protection and security of the United Kingdom and our Dependent Territories even when there is no major external threat.

MT 1.1: Provision of an Effective Independent Strategic and Sub-strategic Nuclear Capability - National nuclear capabilities, both strategic and sub-strategic, continue to underpin British defence strategy and provide the ultimate guarantee of our security. Maintenance of an effective independent strategic deterrent involves nuclear research, development, production and testing expertise and facilities; a minimum ballistic missile submarine (SSBN) force, providing assurance that at least one vessel can be at sea at all times, supported by secure, continuous real-time communications facilities covering the SSBN operating area; access to support and maintenance facilities for SSBNs, missiles and warheads; adequate conventional forces to safeguard deployment of the SSBN force; and conventional forces to safeguard at all times the physical security of nuclear assets as well as the command and control infrastructure.

MT 1.2: Provision of a Nuclear Accident Response Organisation - The Ministry of Defence would be the lead Government Department for the response to any incident or accident in the United Kingdom involving nuclear weapons, military nuclear materials or naval reactors. For this reason, the Department maintains specialist capabilities in support of the Nuclear Accident Response Organisation, designed to respond to such incidents or accidents.

MT 1.3: Provision of Military Support to the Machinery of Government in War - In transition to war or war the Government, at central or regional levels, would need to draw on military support to maintain the Machinery of Government in War. This requires provision of a military infrastructure, including communications and the maintenance of secure key points; military support for civil defence and emergency planning; and specialist support, including Explosive Ordnance Disposal teams.

MT 1.4: Provision of Military Aid to the Civil Power in the United Kingdom and Dependent Territories - Military Aid to the

Civil Power (MACP) is provided in the United Kingdom and Dependent Territories for the direct maintenance or restoration of law and order in situations beyond the capacity of the civil power to resolve in any other way. The military role is to respond to a request for assistance, resolve the immediate problem and then return control to the civil power. MACP involves both specialist units - for example, bomb disposal teams - with the necessary specialist support and lift, and forces maintained for other tasks.

MT 1.5: Military Aid to the Civil Power in Northern Ireland - The armed forces continue to provide essential support to the Royal Ulster Constabulary (RUC) in Northern Ireland. This includes operations to deter and combat terrorist activity through the arrest of terrorists and the seizure of equipment and other resources; foot patrols to protect RUC officers carrying out normal police duties; vehicle check points; patrol bases at the border to discourage cross-border attacks; and specialist assistance, including helicopter support, bomb disposal and search teams.

MT 1.6: Provision of Military Assistance to Civil Ministries in the United Kingdom - Military Assistance to Civil Ministries is the use of military forces for non-military Government tasks, including assistance to maintain the essentials of life in the community or to undertake urgent work of national importance. Additionally, the Ministry of Defence routinely carries out a number of duties for other Government Departments on a repayment basis, in particular fishery protection, hydrographic tasks and assistance to HM Customs and Excise.

MT 1.7: Provision of Military Aid to the Civil Community - Military Aid to the Civil Community is the provision of Service personnel and equipment, both in emergencies and in routine situations, to assist the community at large.

MT 1.8: Provision of a Military Search and Rescue Service - The armed forces provide a continuous peacetime search and rescue (SAR) capability, with the priority task of rescuing

Service personnel in the United Kingdom and surrounding seas. Where military SAR cover is not affected, SAR for the civil community is provided within the terms of agreements with other Government Departments. Under MTs 1.15, 1.18 and 1.20, SAR helicopter forces are also based in Cyprus, the Falkland Islands and Hong Kong.

MT 1.9: Maintenance of the Integrity of British Waters in Peacetime - The Government has an obligation to ensure the integrity of the United Kingdom's territorial waters and to protect British rights and activities in the surrounding seas. Military activities include sea and air surveillance of both surface vessels and submarines; maintenance of a presence in territorial waters and surrounding seas; and maintenance of the security of vital ports, anchorages and sea lanes, especially in time of rising tension.

MT 1.10: Maintenance of the Integrity of British Airspace in Peacetime - The integrity of British airspace in peacetime is maintained through a continuous Recognised Air Picture and air policing of the United Kingdom Air Defence Region.

MT 1.11: Military Intelligence and Surveillance - The armed forces assist the Government Communications Headquarters and other agencies in obtaining intelligence.

MT 1.12: Physical Security and Protection - The armed forces, the Ministry of Defence Police and Guard Service and, in some cases, civilian security services operate with the civil police and other agencies to protect Service personnel (both on and off duty) and their dependents against terrorist attack, and to guard establishments, ships, aircraft, equipment and munitions against destruction or theft by hostile individuals or organisations.

MT 1.13: Provision of HMY *Britannia* and The Queen's Flight - The Government provides secure maritime and air travel, as required, for The Sovereign.

MT 1.14: State Ceremonial and Routine Public Duties - The Department provides

military personnel for State ceremonial and routine public duties.

MT 1.15: The Security of Cyprus Sovereign Base Areas - The United Kingdom retains a substantial presence in the Sovereign Base Areas (SBAs) of Cyprus. This is centred on two resident infantry battalions and RAF Akrotiri, and provides communications facilities; an airhead for reinforcement, and evacuation when necessary; a Forward Mounting Base for operations in the Middle East and North Africa; military search and rescue; and training facilities for resident and non-resident forces. Other activities include assistance to the SBA administration, in particular maintenance of law and order in the SBAs using a mixture of military and civilian personnel.

MT 1.16: The Security of Gibraltar - The Government is responsible for the defence and the internal security of Gibraltar. The United Kingdom provides forces to deter and if necessary defend against aggression. We also provide a tri-Service Headquarters and facilities for the NATO commander for the Gibraltar area; operate, protect and maintain communications and surveillance facilities; provide a Forward Mounting Base and a Royal Air Force-manned airfield, which is also used by civilian airlines; assist in the training of the Gibraltar Regiment; and make available a destroyer or frigate at specified notice, as a guardship.

MT 1.17: Maintenance of a Base on Ascension Island - The Royal Air Force maintains a presence at Wideawake airfield on Ascension Island to support the Falkland Island airbridge and reinforcement plans and to act as a Forward Mounting Base for evacuation operations in sub-Saharan Africa.

MT 1.18: The Security of the Falklands and South Georgia - The United Kingdom continues to maintain a defensive capability in the South Atlantic. The garrison is tasked with maintaining the integrity of Mount Pleasant airfield as an airhead for reinforcement; defending other military installations in the Falkland Islands; providing for the safety of shipping and aircraft within the area; countering military action against South Georgia and the South Sandwich Islands; and providing 24-hour military search and rescue (SAR) cover and,

when military cover is not affected, SAR for the civil community.

MT 1.19: Maintenance of a British Military Presence in the British Indian Ocean Territory (Diego Garcia) - A small naval party is based on Diego Garcia in the British Indian Ocean Territory to exercise the Government's sovereign rights. Its tasks include administrative functions on behalf of the Commissioner of the Territory.

MT 1.20: The Security of Hong Kong - The garrison's primary role is to demonstrate British sovereignty and to support the Hong Kong civil authorities in maintaining internal security and stability.

MT 1.21: Maintenance and Activation of Service Evacuation Plans - In cases where civil contingency plans prove insufficient to guarantee their safety, we maintain plans to evacuate British nationals at short notice from a number of countries.

MT 1.22: Reinforcement of the Cyprus SBAs, Gibraltar, Ascension Island, the Falklands and South Georgia, Diego Garcia, and Hong Kong - The Government is committed to the stability, security and defence of the Dependent Territories, including, if necessary, the restoration and maintenance of law and order. None of the resident forces for Military Tasks 1.15 to 1.20 are capable of meeting all possible contingencies and therefore could require reinforcement. Rehearsal of reinforcement plans contributes to deterrence, as well as maintaining expertise.

MT 1.23: Reinforcement of Other British Dependent Territories - The Dependent Territories which do not have resident British garrisons face no particular military risk. They could, however, face challenges to their internal security which might lead to a request for military support, drawing on our national intervention capability.

MT 1.24: Provision of Hydrographic Surveying and Geographic Services - Hydrographic surveying and geographic mapping and survey services are a defence responsibility because of the security aspects of

providing hydrographic support for the strategic deterrent, anti-submarine warfare and mine countermeasures operations, the security aspects of geographic support, and the need to preserve a uniformed field survey capability for operations and emergencies.

MT 1.25: Ice Patrol Ship - British sovereignty interests in the Antarctic are demonstrated by the annual deployment to the region, during the austral summer, of the Ice Patrol Ship HMS *Endurance*. The ice patrol task includes assistance to the British Antarctic Survey, hydrographic survey and meteorological work.

DEFENCE ROLE TWO: to insure against a major external threat to the United Kingdom and our allies.

MT 2.1: NATO Nuclear Forces - NATO's Strategic Concept requires the maintenance of nuclear forces, including sub-strategic forces, based in Europe, but at much reduced levels. The United Kingdom has committed all its nuclear forces, both strategic and sub-strategic, to NATO.

MT 2.2: Maritime Immediate Reaction Forces - Maritime immediate reaction forces provide a small core of units held at the highest levels of readiness which can be deployed at very short notice in response to a crisis. They would form the nucleus around which the United Kingdom and its allies could deploy their rapid reaction or main defence forces.

MT 2.3: Land Immediate Reaction Forces - Land immediate reaction forces are designed to provide a multinational presence in potential areas of crisis. This role is currently undertaken by the Allied Command Europe Mobile Force (Land), which is capable of ACE-wide operations, acting independently or in conjunction with other forces.

MT 2.4: Air Immediate Reaction Forces - Air Immediate Reaction Forces are capable of deployment ACE-wide at short notice.

MT 2.5: Maritime Rapid Reaction Forces - Maritime rapid reaction forces will respond to a

crisis which exceeds the capability of immediate reaction forces to deter or counter. Their high state of readiness and need to react to a wide variety of military situations calls for a pre-planned force mix and capability. Maritime rapid reaction forces could be formed into NATO Task Groups, NATO Task Forces or NATO Expanded Task Forces depending upon the requirements of a particular crisis.

MT 2.6: Land Rapid Reaction Forces - The multinational ACE Rapid Reaction Corps (ARRC) - to which the majority of NATO nations are contributing - is the key land component of NATO's rapid reaction forces. It will provide the Alliance as a whole with the ability to respond quickly and effectively to any major threat to its security.

MT 2.7: Air Rapid Reaction Forces - Air reaction forces are required to provide a capability across the broad spectrum of mission types: offensive air support, tactical reconnaissance; and interdiction.

MT 2.8: Maritime Main Defence Forces - Maritime main defence forces are at lower readiness than those in the maritime reaction forces but could be used to supplement or reinforce these formations in an escalating crisis.

MT 2.9: Land Main Defence Forces - If not required by the ARRC, we will contribute land main defence forces capable of conducting operations under NATO command. With the creation of AFNORTHWEST, the landmass of the United Kingdom will fall within ACE for the first time, and its defence will encompass some of the activities previously defined as Military Home Defence.

MT 2.10: Air Main Defence Forces - The United Kingdom contributes to Airborne Early Warning operations, offensive, defensive and reconnaissance operations for SACEUR with associated ground and air support, and wartime search and rescue operations.

MT 2.11: Maritime Augmentation Forces - The United Kingdom provides a range of forces and capabilities to NATO's maritime augmentation forces. These will be held at the

lowest readiness, and in peacetime will mainly comprise vessels in routine refit or maintenance which will not be available for short-notice deployment.

MT 2.12: Special Forces - The provision of highly trained Special Forces (SF) able to carry out specialised military tasks is of considerable value in NATO's high-level operational planning. SF provide a unique contribution at the strategic and operational level, but they are also able to provide significant support to conventional formations; they can be committed in peace, crisis and war. The United Kingdom contributes Special Forces at theatre level to support reaction and main defence force deployments. These can carry out surveillance, reconnaissance, offensive action and military assistance operations independently or in conjunction with other units.

MT 2.13: Deployment and Logistic Support - All the forces covered by the previous Military Tasks need to be deployed and sustained. We achieve this using military and civil air transport aircraft and shipping as appropriate to the situation, linked with a complex network of supply agencies, both in the United Kingdom and overseas.

DEFENCE ROLE THREE: to contribute to promoting the United Kingdom's wider security interests through the maintenance of international peace and stability.

MTs 3.1-3.5: Maintenance of a National Intervention Capability - A number of Military Tasks in Defence Roles One and Three require forces to be available on a contingency basis. For some, the United Kingdom is likely to have to act alone. For others, operations are likely to be based on a multinational response, probably under United Nations auspices. The armed forces need to be able to produce a graduated range of military options, from the employment of small teams of Special Forces to the mounting of an operation requiring the deployment of a division with maritime and air support, as circumstances demand. We have therefore identified for planning purposes an intervention capability from which appropriate contingency forces could be drawn as required.

MT 3.6: Humanitarian and Disaster Relief - When appropriate, and at the request of the Foreign and Commonwealth Office or Overseas Development Administration, British armed forces contribute to humanitarian and disaster relief operations, either on an individual basis or as part of a co-ordinated international effort.

MT 3.7: Provision of a Military Contribution to Operations Under International Auspices - The forces identified in Military Tasks 3.1 to 3.5 provide the ability to contribute to operations under international auspices, in particular those of the United Nations, OSCE and WEU, and to NATO operations in support of United Nations or OSCE mandates.

MT 3.8: Operational Deployments Under Bilateral and Multilateral Agreements - The responsibility for the defence of Belize was assumed by the Government of Belize on 1 January 1994. The British military presence in Belize will in future take the form of a training operation for troops from the United Kingdom. The United Kingdom is committed to the stationing of a Gurkha battalion in Brunei until 1998; full costs are met by the Sultan. In the run-up to the withdrawal of the Hong Kong garrison in 1997, the Brunei garrison provides the acclimatised reserve for Hong Kong. We also have jungle training facilities in Brunei. We maintain our commitment to the Five Power Defence Arrangements (FPDA), which provides for consultation in the event of a threat to the security of Malaysia or Singapore. The commitment involves provision of Headquarters staff for the Integrated Air Defence System Staffs and participation on an opportunity basis in FPDA exercises.

MT 3.9: Reinforcement of Brunei - In the event of an external threat to Brunei, and subject to the consultation stipulated in the exchange of notes between the two Governments, the

British garrison may be deployed in support of the Royal Brunei Armed Forces; this may require reinforcement.

MT 3.10: Other Operational Deployments - The United Kingdom provides forces which contribute to the development of greater stability both within and beyond Europe. The Armilla Patrol provides reassurance and assistance to entitled merchant shipping in and around the Gulf area. It is also helping to enforce the remaining United Nations resolutions on trade with Iraq. The armed forces also provide assistance to combat the trade in drugs, where this can be done without detriment to the performance of other military tasks. Overseas visits, including ship visits, provide unique opportunities for contact with foreign armed forces, and thus have an important role to play in developing military links. They can also contribute to improving bilateral relations in other ways.

MT 3.11: Military Assistance and Combined Exercises - Military assistance takes place mainly in support of wider foreign policy aims; the defence objective is limited to promoting stability and military effectiveness in countries where we retain valuable facilities, including for transit and training, or where we have an obligation to assist in the event of a security threat. Such military training can make a significant contribution to regional stability by promoting military effectiveness and individual states' own perceptions of security.

MT 3.12: Arms Control, Disarmament and Confidence and Security-Building Measures - Under current treaties and agreements, the United Kingdom has an inescapable duty to host incoming inspections, and also has the right to make a certain number of outgoing inspections.

Table 7. Force Elements Contributing to Defence Role One

| Force Elements | National & NATO Nuclear Forces MTs 1.1, 2.1 | | | Nuclear Accident Response MT 1.2 | | | Machinery of Government in War MT 1.3 | | | Military Aid to Civil Authorities MTs 1.4, 1.6, 1.7 | | | Northern Ireland M.T. 1.5 | | |
|-------------------------------------|--|----------------|-----|-------------------------------------|------|-----|--|------|-----|--|-----------------|----------------|------------------------------|------|-----------------|
| | Curr | Cont | Inc | Curr | Cont | Inc | Curr | Cont | Inc | Curr | Cont | Inc | Curr | Cont | Inc |
| Destroyers & Frigates | 1 ^① | 2 ^① | 3 | - | 1 | 1 | - | - | - | - | 3 | - ^④ | - | - | - |
| Mine Countermeasures Vessels | 1 | 4 | 5 | - | - | - | - | - | - | *3 ^② | - | - | - | - | - |
| Patrol Vessels | - | - | - | - | - | - | - | - | - | *7 | 1 | 1 | 4 | - | 4 |
| Royal Fleet Auxiliary Vessels | - | - | - | - | - | - | - | - | - | - | 1 | - | - | - | - |
| RM Commando | 0.5 | - | 0.5 | - | - | - | - | - | - | - | - | - | 1 | - | 1 |
| Strategic Deterrent Submarines | *4 | - | 4 | - | - | - | - | - | - | - | - | - | - | - | - |
| Nuclear-powered Fleet Submarines | 2† | 1 | 3† | - | - | - | - | - | - | - | 2 | 1 | - | - | - |
| Army Air Corps Regiments | - | - | - | - | - | - | - | - | - | 0.1 | - | 0.1 | 1 | - | 1 |
| Armoured & Reconnaissance Regiments | - | - | - | - | - | - | - | - | - | - | - | - | 2.33 | - | 2.33 |
| Artillery Regiments (Regular) | - | - | - | - | - | - | - | - | - | - | - | - | *2.33 | - | 2.33 |
| Engineer Regiments (Regular) | - | - | - | - | - | - | - | - | - | 0.33 | - | 0.33 | 1 | - | 1 |
| Infantry Battalions (Regular) | - | 12 | 12 | - | - | - | - | 5 | 5 | - | - | - | *17 | 1 | 1 |
| Infantry Battalions (TA & HS) | - | - | - | - | - | - | - | - | - | - | - | - | 6 | - | 6 |
| Transport, Tanker & SAR Aircraft | - | - | - | - | 8❖ | 8❖ | - | - | - | 1 | 13 ^③ | 8 ^③ | 28 | -† | 28 ^⑤ |
| Jaguar | - | - | - | - | 1 | 1 | - | - | - | - | 3 ^③ | 2 ^③ | - | - | - |
| Nimrod MR | - | 12 | 12 | - | 6 | - | - | - | - | - | 12 | - | - | 6 | - |
| Tornado F3 | - | 4 | 4 | - | - | - | - | - | - | - | - | - | - | - | - |

Notes:

- These figures are illustrative and reflect the likely attribution of forces 1995-96.
- Aircraft numbers exclude In-Use Reserves, and those OCU and TWCU aircraft which are not assigned to specific Military Tasks.
- Support helicopters are included in the lines for 'Transport, Tanker and SAR Aircraft'.
- Column Headings:
 - 'Curr': number of force elements currently committed to a Task. Entries marked * include 'pipeline' force elements engaged in Task preparation, transit or re-training after a Task's completion.
 - 'Cont': contingent forces; number of force elements held at readiness for deployment on a Task (and trained as necessary) when it is not known that the Task will be activated.
 - 'Inc': increment; number of force elements not provided by multiple earmarking from other Tasks.
- Explanation of Symbols:
 - † see paragraph A10.
 - ❖ see paragraph A11.
- Military Task 1.11 (Intelligence Collection) does not appear for security reasons.
- Military Task 1.12 (Physical Security and Protection) does not appear because it is carried out by all Services from forces assigned to other Tasks.
- Military Task 1.24 (Hydrographic Surveying and Geographical Services) does not appear because not all the units principally involved are shown in the list of force elements.

Table 7 Cont. Force Elements Contributing to Defence Role One

| Force Elements | Search and Rescue MT 1.8 | | | Integrity of U.K. Waters & Airspace MTs 1.9, 1.10 | | | Royal Transport & State Ceremonial MTs 1.13, 1.14 ^⑧ | | | Dependent Territories in Peacetime MTs 1.15 - 1.20, 1.25 | | | Dependent Territories Reinforcement MTs 1.21 - 1.23 ^⑩ | | |
|-------------------------------------|--------------------------|-----------------|-----|---|-----------------|-----------------|--|------|-----|--|------|----------------|--|------------------|----------------|
| | Curr | Cont | Inc | Curr | Cont | Inc | Curr | Cont | Inc | Curr | Cont | Inc | Curr | Cont | Inc |
| Aircraft Carriers | - | - | - | - | - | - | - | - | - | - | - | - | - | 3 | 1 |
| Destroyers & Frigates | - | - | - | - | 2 | 2 | - | 1 | - | *2 | 1 | 3 | - | 19 | 9 |
| Amphibious Ships | - | - | - | - | - | - | - | - | - | - | - | - | - | 9 | 2 |
| Mine Countermeasures Vessels | - | - | - | - | 12 ^⑦ | 12 ^⑦ | - | - | - | - | - | - | - | 10 | 4 |
| Patrol Vessels | - | - | - | - | 7 | 6 | - | - | - | 6 ^⑩ | - | 6 ^⑩ | - | - | - |
| Royal Fleet Auxiliary Vessels | - | - | - | - | - | - | - | - | - | 2 | - | 2 | - | 11 | 4 |
| RM Commando | - | - | - | - | - | - | - | - | - | - | - | - | - | 5 ^⑫ | 1 |
| Nuclear-powered Fleet Submarines | - | - | - | - | - | - | - | - | - | 1 | - | 1 | - | 2 | - |
| Army Air Corps Regiments | - | - | - | - | - | - | - | - | - | 0.25 | - | 0.25 | - | 1 | 0.5 |
| Armoured & Reconnaissance Regiments | - | - | - | - | - | - | 1 | - | - | - | - | - | - | 0.67 | 0.33 |
| Artillery Regiments (Regular) | - | - | - | - | - | - | 0.33 | - | - | - | - | - | - | 3.17 | 1.67 |
| Engineer Regiments (Regular) | - | - | - | - | - | - | - | - | - | *1.66 | - | 1.66 | - | 1.33 | 1 |
| Infantry Battalions (Regular) | - | - | - | - | - | - | 3 | - | - | *3.5 | - | 3 | - | 7 ^⑫ | 3 |
| Infantry Battalions (TA & HS) | - | - | - | - | - | - | - | - | - | 2 | - | 2 | - | - | - |
| Transport, Tanker & SAR Aircraft | 14† ^⑥ | 4† ^⑥ | - | - | 1❖ | -❖ | 12 ^⑨ | - | - | *15 | - | 15 | - | 135 ^⑫ | 67❖ |
| Harrier | - | - | - | - | - | - | - | - | - | - | - | - | - | 6 | 6 |
| Jaguar | - | - | - | - | - | - | - | - | - | - | - | - | - | 8 | 5 ^③ |
| Nimrod MR | 2† | 4† | - | - | - | - | - | 2 | - | - | - | - | - | 7 | 7 |
| Rapier Fire Units | - | - | - | - | - | - | - | - | - | 6 | - | 6 | - | 8 | 8 |
| Tornado F3 | - | - | - | - | 4 | - | - | - | - | *6 | - | 6 | - | 9 | 9 |
| Tornado GR1 | - | - | - | - | - | - | - | - | - | - | - | - | - | 8 ^⑫ | 8 ^⑫ |

Notes continued:

- ① Correction of error in last year's Statement reflects the actual requirements of the task.
- ② The reduction of one in the number of tasks reflects a revised Fishery Protection contract.
- ③ The change since last year's Statement reflects a redefinition of the requirement. The increase in Increment in Jaguar numbers against Military Tasks 1.4, 1.6, 1.7 is offset by the decrease against Military Tasks 1.21-1.23.
- ④ The deletion of the increment under this heading corrects a mistake in last year's Statement. The increment now appears correctly under NATO MDF.
- ⑤ The reduction of one in the increment is balanced by an increase for NATO Reaction Forces.
- ⑥ The presentation of this task has been improved to show the Sea King OCU as contingent for the SAR task rather than in pipeline for the task as in last year's Statement. The figures also reflect the increase in Sea Kings earmarked for this task as we prepare for the Wessex going out of service.
- ⑦ The number of vessels held as contingent for this task now includes the vessels doing Fishery Protection. These vessels are accordingly incremented here rather than in Defence Role Two.
- ⑧ HMY *Britannia* is not shown in the list of force elements.
- ⑨ Seven BAe 125s are now shown as current under this MT. This reflects the formation of 32 (The Royal) Squadron in April 1995.
- ⑩ The figures now reflect all the patrol vessels classified as such at Annex B.
- ⑪ Forces allocated for planning purposes not actual deployments; additional forces would be available if required (cf Military Tasks 3.1-3.5).
- ⑫ Reflects a review of Reinforcement and Service Evacuation Plans.

Table 8. Force Elements Contributing to Defence Role Two

| Force Elements | NATO Reaction Forces MTs 2.2-2.7, 2.12 | | | NATO Main Defence Forces MTs 2.8-2.10 | | | NATO Augmentation Forces MT 2.11 | | | Deployment & Logistic Support MT 2.13 | | |
|--|---|----------------|-----------------|--|------------------|-----------------|-------------------------------------|-----------------|-----------------|--|------------------|-----------------|
| | Curr | Cont | Inc | Curr | Cont | Inc | Curr | Cont | Inc | Curr | Cont | Inc |
| Aircraft Carriers | - | 2 | 1 | - | 1 | - | - | 1 | 1 | - | - | - |
| Destroyers & Frigates | 2 | 9 | 2 | - | 14 ^③ | 5 ^③ | - | 10 ^③ | 10 ^③ | - | - | - |
| Amphibious Ships | - | 5 ^① | 3 ^① | - | 2 | 2 | - | - ^① | - ^① | - | 7 | - |
| Mine Countermeasures Vessels | 1 | 6 | 3 | - | 5 | - ^⑦ | - | 1 | 1 | - | - | - |
| Patrol Vessels | - | - | - | - | 26 ^④ | 13 ^④ | - | - | - | - | - | - |
| Royal Fleet Auxiliary Vessels | † | 7† | 4 | - | 4 | 2 | - | 5 | 4 | - | - | - |
| RM Commando | - | 3 | 1 | - | - | - | - | - | - | - | - | - |
| Nuclear-powered Fleet Submarines | - | 6 | 2 | - | 3 | 1† | - | 4 | 4 | - | - | - |
| Army Air Corps Regiments | - | 4.5 | 4 | - | 2 | 0.67 | - | - | - | - | - | - |
| Armoured & Reconnaissance Regiments | - | 10 | 7.33 | - | 7 | - | - | - | - | - | - | - |
| Armoured & Reconnaissance Regiments (TA) | - | 1 | 1 | - | 4.33 | 4.33 | - | - | - | - | - | - |
| Artillery Regiments (Regular) | 0.33 | 14.67 | 11 | - | 6.33 | 0.33 | - | - | - | - | - | - |
| Artillery Regiments (TA) | - | 7 | 7 | - | - | - | - | - | - | - | - | - |
| Engineer Regiments (Regular) | 0.1 | 11.33 | 8.33 | - | 6 | - | - | - | - | - | - | - |
| Engineer Regiments (TA) | - | 3.33 | 3.33 | - | 8.33 | 7.33 | - | - | - | - | - | - |
| Infantry Battalions (Regular) | 1 | 18 | 16 | - | 6 | - | - | - | - | - | - | - |
| Infantry Battalions (TA & HS) | - | 10.2 | 10.2 | - | 28 | 28 | - | - | - | - | - | - |
| Transport, Tanker & SAR Aircraft | - | 55 | 35† | - | 32 ^⑤ | 16 | - | - | - | - | 110 ^⑥ | 31 ^⑥ |
| Airborne Early Warning Aircraft | - | - | - | - | 6 | 6 | - | - | - | - | - | - |
| Harrier | - | 16 | 10 | - | 33 | 33 | - | - | - | - | - | - |
| Jaguar | - | 16◆ | 8◆ | - | 24◆ | 24◆ | - | - | - | - | - | - |
| Nimrod MR | - | 21 | 5 | - | 9 | - | - | - | - | - | - | - |
| Rapier Fire Units | - | 8 | - | - | 34 | 28 | - | - | - | - | - | - |
| Tornado F3 | - | 42◆ | 33◆ | - | 50◆ ^⑥ | 40◆ | - | - | - | - | - | - |
| Tornado GR1 | - | 32 | 24 ^② | - | 64 | 64 | - | - | - | - | - | - |

Notes:

- Military Task 2.1 does not appear in Table 8. Its forces, which are the same as those for Military Task 1.1 (National Nuclear Forces), are counted in the Defence Role One column for the purposes of Table 7.
- These Figures are illustrative and reflect the likely attribution of forces in 1995-96.
- Aircraft numbers exclude In-Use Reserves, and those OCU and TWCU aircraft which are not assigned to specific Military Tasks.
- Support helicopters are included in the lines for 'Transport, Tanker and SAR Aircraft'.
- Column Headings:
 - 'Curr': number of force elements currently committed to a Task.
 - 'Cont': contingent forces; number of force elements held at readiness for deployment on a Task (and trained as necessary) when it is not known that the Task will be activated.
 - 'Inc': increment; number of force elements not provided by multiple earmarking from other Tasks.
- Explanation of Symbols:
 - † see paragraph A10.
 - ◆ see paragraph A12.

Notes continued:

- ① Reflects a change in the declaration to NATO of one LSL from AF to RF.
- ② Reflects changes in Reinforcement of Dependent Territories noted in Table 7.
- ③ These figures reflect the bringing of one DD/FF out of extended readiness following the 'Front Line First' exercise, as well as the consequences of correcting the error outlined in Note 2 to Table 7.
- ④ The figures now reflect all Patrol Vessels classified as such at Annex B.
- ⑤ Increase in tasks reflects the fact that the total Sea King force level is declared to NATO.
- ⑥ A compilation error in last year's Statement, which double earmarked 16 aircraft in both IRF and MDF, has been corrected.
- ⑦ Increment reduction arises from the change in Integrity of UK waters. The vessels doing Fishery Protection are therefore shown under Defence Role One rather than here.
- ⑧ Increase reflects additional VC10 tanker available to NATO after conversion.
- ⑨ This change arises from the redefinition of the requirement for MACA detailed in Table 7.

Table 9. Force Elements Contributing to Defence Role Three

| Force Elements | Regional Security Intervention Capability MTs 3.1-3.4 | | | National Strategic Lift MT 3.5 | | | Regional Security in Peace MTs 3.6-3.12 | | |
|-------------------------------------|--|------|-----|-----------------------------------|------|-----|--|----------------|----------------|
| | Curr | Cont | Inc | Curr | Cont | Inc | Curr | Cont | Inc |
| Aircraft Carriers | - | 2 | - | - | - | - | 1 | - | - |
| Destroyers & Frigates | - | 8 | - | - | - | - | *7 | 3 ^① | - |
| Amphibious Ships | - | 4 | - | - | 7 | - | * ^② | - | - |
| Mine Countermeasures Vessels | - | 6 | - | - | - | - | - | - | - |
| Royal Fleet Auxiliary Vessels | - | 6 | - | - | - | - | 4 | 1 | - |
| Royal Marines Commando | - | 3 | - | - | - | - | - | - | - |
| Nuclear-powered Fleet Submarines | - | 3 | - | - | - | - | - | - | - |
| Army Air Corps Regiments | - | 3.5 | - | - | - | - | 0.25 | - | - |
| Armoured & Reconnaissance Regiments | - | 7 | - | - | - | - | 1 | - | - |
| Artillery Regiments (Regular) | - | 9 | - | - | - | - | *1 | 1.67 | - |
| Artillery Regiments (TA) | - | 1.33 | - | - | - | - | - | - | - |
| Engineer Regiments (Regular) | - | 6.33 | - | - | - | - | *1 | 1 | - |
| Engineer Regiments (TA) | - | 3.33 | - | - | - | - | - | - | - |
| Infantry Battalions (Regular) | - | 10 | - | - | - | - | *5 | 2 | 1 ^③ |
| Infantry Battalions (TA & HS) | - | 4 | - | - | - | - | - | - | - |
| Transport, Tanker & SAR Aircraft | - | 120 | - | - | 77 | - | 10 ^④ | 49 | - |
| Airborne Early Warning Aircraft | - | 6 | - | - | - | - | 2 | - | - |
| Harrier | - | 16 | - | - | - | - | * ^⑤ | - | - |
| Jaguar | - | 24 | - | - | - | - | 12 | - | - |
| Nimrod MR | - | 6 | - | - | - | - | 2 ^⑥ | 6 | - |
| Rapier Fire Units | - | 24 | - | - | - | - | - | - | - |
| Tornado F3 | - | 22 | - | - | - | - | 8 | 6 | - |
| Tornado GR1 | - | 24 | - | - | - | - | 12 ^⑤ | 24 | - |

Notes:

- These Figures are illustrative and reflect the likely attribution of forces in 1995-96.
 - Aircraft numbers exclude In-Use Reserves, and those OCU and TWCU aircraft which are not assigned to specific Military Tasks.
 - Support helicopters are included in the lines for 'Transport, Tanker and SAR Aircraft'.
 - Column Headings:
 - 'Curr': number of force elements currently committed to a Task. Entries marked * include 'pipeline' force elements engaged in Task preparation, transit or re-training after a Task's completion.
 - 'Cont': contingent forces; number of force elements held at readiness for deployment on a Task (and trained as necessary) when it is not known that the Task will be activated.
 - 'Inc': increment; number of force elements not provided by multiple earmarking from other Tasks.
- ① This corrects an error in last year's Statement.
- ② No longer deployed to the former Yugoslavia.
- ③ Battalion in Brunei; full costs met by Sultan.
- ④ One additional Hercules deployed - previously three in the former Yugoslavia - now two in the former Yugoslavia and two in the Gulf.
- ⑤ Harrier withdrawn from patrol of Northern Iraq No-Fly Zone, replaced by Tornado GR1.
- ⑥ Nimrod MR deployed to the former Yugoslavia.

Table 10. Force Structure 1995-96: Defence Role Totals

| Force Elements | Defence Role One ^① | | | Defence Role Two | | | Defence Role Three | | | Grand Total | | |
|--|-------------------------------|------|------|------------------|-------|-------|--------------------|-------|-----|-------------|-------|-------|
| | Curr | Cont | Inc | Curr | Cont | Inc | Curr | Cont | Inc | Curr | Cont | Inc |
| Aircraft Carriers | - | 3 | 1 | - | 4 | 2 | 1 | 2 | - | 1 | 9 | 3 |
| Destroyers & Frigates | 3 | 29 | 18 | 2 | 33 | 17 | 7 | 11 | - | 12 | 73 | 35 |
| Amphibious Ships ^② | - | 9 | 2 | - | 14 | 5 | - | 11 | - | - | 34 | 7 |
| Mine Countermeasures Vessels ^③ | 4 | 26 | 21 | 1 | 12 | 4 | - | 6 | - | 5 | 44 | 25 |
| Patrol Vessels | 17 | 8 | 17 | - | 26 | 13 | - | - | - | 17 | 34 | 30 |
| Royal Fleet Auxiliary Vessels | 2 | 12 | 6 | - | 16 | 10 | 4 | 7 | - | 6 | 35 | 16 |
| RM Commando ^④ | 1.5 | 5 | 2.5 | - | 3 | 1 | - | 3 | - | 1.5 | 11 | 3.5 |
| Strategic Deterrent Submarines | 4 | - | 4 | - | - | - | - | - | - | 4 | - | 4 |
| Nuclear-powered Fleet Submarines | 3 | 5 | 5 | - | 13 | 7 | - | 3 | - | 3 | 21 | 12 |
| Army Air Corps Regiments ^⑤ | 1.35 | 1 | 1.85 | - | 6.5 | 4.65 | 0.25 | 3.5 | - | 1.6 | 11 | 6.5 |
| Armoured & Reconnaissance Regiments | 3.33 | 0.67 | 2.67 | - | 17 | 7.33 | 1 | 7 | - | 4.33 | 24.67 | 10 |
| Reconnaissance Regiments (TA) | - | - | - | - | 5.33 | 5.33 | - | - | - | - | 5.33 | 5.33 |
| Artillery Regiments (Regular) ^⑥ | 2.67 | 3.17 | 4 | 0.33 | 21 | 11.33 | 1 | 10.67 | - | 4 | 34.84 | 15.33 |
| Artillery Regiments(TA) | - | - | - | - | 7 | 7 | - | 1.33 | - | - | 8.33 | 7 |
| Engineer Regiments (Regular) ^⑦ | 3 | 1.33 | 4 | 0.1 | 17.33 | 8.33 | 1 | 7.33 | - | 4.1 | 26 | 12.33 |
| Engineer Regiments (TA) | - | - | - | - | 11.67 | 10.67 | - | 3.33 | - | - | 15 | 10.67 |
| Infantry Battalions (Regular) | 23.5 | 25 | 24 | 1 | 24 | 16 | 5 | 12 | 1 | 29.5 | 61 | 41 |
| Infantry Battalions (TA & HS) | 8 | - | 8 | - | 38.2 | 38.2 | - | 4 | - | 8 | 42.2 | 46.2 |
| Transport, Tanker & SAR Aircraft | 70 | 161 | 126 | - | 197 | 82 | 13 | 249 | - | 83 | 607 | 208 |
| Airborne Early Warning Aircraft | - | - | - | - | 6 | 6 | 2 | 6 | - | 2 | 12 | 6 |
| Harrier | - | 6 | 6 | - | 49 | 43 | - | 16 | - | - | 71 | 49 |
| Jaguar | - | 12 | 8 | - | 40 | 32 | 12 | 24 | - | 12 | 76 | 40 |
| Nimrod MR | 2 | 49 | 19 | - | 30 | 5 | 2 | 12 | - | 4 | 91 | 24 |
| Rapier Fire Units | 6 | 8 | 14 | - | 42 | 28 | - | 24 | - | 6 | 74 | 42 |
| Tornado F3 | 6 | 17 | 19 | - | 92 | 73 | 8 | 28 | - | 14 | 137 | 92 |
| Tornado GR1 ^⑧ | - | 8 | 8 | - | 96 | 88 | 12 | 48 | - | 12 | 152 | 96 |

Notes:

- These Figures are illustrative and reflect the likely attribution of forces in 1995-96.
- Aircraft numbers exclude In-Use Reserves, and those OCU and TWCU aircraft which are not assigned to specific Military Tasks.
- Support helicopters are included in the lines for 'Transport, Tanker and SAR Aircraft'.
- Column Headings:
 - 'Curr': number of force elements currently committed to a Task.
 - 'Cont': contingent forces; number of force elements held at readiness for deployment on a Task (and trained as necessary) when it is not known that the Task will be activated.
 - 'Inc': increment; number of force elements not provided by multiple earmarking from other Tasks.

Notes continued:

- ① Forces for Military Task 2.1 (NATO Nuclear Forces), which are the same as those for Military Task 1.1 (National Nuclear Forces), are counted in the Defence Role One column for the purposes of this Table.
- ② Does not include the LPH, which on current plans is due to enter service in 1998. Tasks to which it will contribute are currently allocated to a CVS and the ATS.
- ③ The number of Mine Countermeasures Vessels will remain below 25 until new vessels, ordered in July, come into service.
- ④ Includes RM Comacchio Group.
- ⑤ Includes RM Squadron.
- ⑥ Includes King's Troop RHA.
- ⑦ Includes Military Works Force and Commando Engineer Squadron.
- ⑧ All Tornado GR1s are dual-capable and therefore able to contribute to the nuclear deterrent.

The Strength of the Fleet

Royal Navy^①

| Type/ Class ^② | Base Port ^③ | No. | Operational or engaged in preparing for service, trials or training | No. | Undergoing refit or on standby, etc. |
|-----------------------------|---------------------------|-----|---|-----|---|
| Submarines | | | | | |
| Trident | F | 2 | <i>Vanguard, Victorious</i> ^④ | | |
| Polaris | F | 2 | <i>Repulse, Renown</i> | | |
| Fleet | D | 6 | <i>Tireless, Torbay, Trafalgar Trenchant, Talent, Triumph</i> | 1 | <i>Turbulent</i> |
| | F | 4 | <i>Sceptre, Spartan, Splendid Sovereign</i> | 1 | <i>Superb</i> |
| ASW Carriers | P | 2 | <i>Invincible, Illustrious</i> | 1 | <i>Ark Royal</i> |
| Assault Ships | P | 1 | <i>Fearless</i> | 1 | <i>Intrepid</i> |
| Destroyers | | | | | |
| Type 42 | P | 10 | <i>Cardiff, Exeter, Manchester, Newcastle, Nottingham, Southampton, Glasgow, Liverpool, York, Gloucester</i> | 2 | <i>Birmingham Edinburgh</i> |
| Frigates | | | | | |
| Type 23 | D | 8 | <i>Norfolk, Marlborough, Iron Duke, Monmouth, Montrose,^④ Westminster, Northumberland,^④ Somerset,^⑤ Richmond^④</i> | 2 | <i>Argyll, Lancaster</i> |
| | P | 1 | | | |
| Type 22 | D | 12 | <i>Battleaxe, Beaver, Boxer, Brazen, Brilliant, Brave, Campbeltown, Chatham, London, Coventry, Cumberland, Sheffield</i> | 1 | <i>Cornwall</i> |

Royal Navy (continued)^①

| Type/ Class ^② | Base Port ^③ | No. | Operational or engaged in preparing for service, trials or training | No. | Undergoing refit or on standby, etc. |
|--|---------------------------|-----|--|-----|---|
| Offshore Patrol | | | | | |
| Castle Class | R | 2 | <i>Dumbarton Castle, Leeds Castle</i> | | |
| Island Class | R | 6 | <i>Alderney, Guernsey, Anglesey, Lindisfarne, Orkney, Shetland</i> | | |
| Minehunters | | | | | |
| Hunt Class | R | 7 | <i>Berkeley, Brocklesby, Chiddingfold, Dulverton Ledbury, Middleton, Quorn</i> | | |
| | P | 6 | <i>Atherstone, Cattistock, Cottesmore, Hurworth, Brecon, Bicester</i> | | |
| Sandown Class | R | 5 | <i>Sandown, Inverness, Cromer, Walney, Bridport</i> | | |
| Patrol Craft | | | | | |
| Peacock Class | HK | 3 | <i>Peacock, Plover, Starling</i> | | |
| River Class | F | 4 | <i>Blackwater, Itchen, Spey, Arun</i> | | |
| | P | 1 | <i>Orwell</i> | | |
| Coastal Training Craft ^⑥ | | 14 | <i>Biter, Blazer, Archer, Charger, Dasher, Smiter Puncher, Pursuer, Example, Explorer, Express, Exploit, Loyal Watcher, Loyal Chancellor</i> | | |
| Gibraltar Search & Rescue Craft | G | 2 | <i>Ranger, Trumpeter</i> | | |

Royal Navy (continued) ^①

| Type/ Class ^② | Base Port ^③ | No. | Operational or engaged in preparing for service, trials or training | No. | Undergoing refit or on standby, etc. |
|-----------------------------|---------------------------|-----|---|-----|---|
| Support Ships | | | | | |
| Royal Yacht | P | 1 | <i>Britannia</i> | | |
| Ice Patrol Ship | P | 1 | <i>Endurance</i> | | |
| Survey Ships | D | 4 | <i>Beagle, Herald, Roebuck, Hecla</i> | 1 | <i>Bulldog</i> |
| | P | 1 | <i>Gleaner</i> | | |

Notes:

- ① Strengths at 1 April 1995. This table includes ships due for completion or disposal during the course of 1995-96; numbers of each type are not therefore an accurate indication of the ships available at any one time. Ships solely engaged in harbour training duties are not included.
- ② All submarines, ASW Carriers, Assault Ships, Destroyers, Frigates, Patrol Vessels (other than Peacock Class), Survey Vessels and MCMV are declared to NATO, or will be so on entering service. Other ships could be made available in support of NATO operations if national requirements permit.
- ③ Base Ports: D - Devonport, F - Faslane, G - Gibraltar, HK - Hong Kong, P - Portsmouth, R - Rosyth.
- ④ Ships engaged in trials or training.
- ⑤ Ships under construction on 1 April 1995 and planned to be accepted during 1995-96.
- ⑥ Vessels operated by the University Royal Naval Units.

Vessels sold or decommissioned during 1994-95: *Resolution, Valiant, Active, Avenger, Upholder, Unseen, Ursula, Unicorn, Wilton, Kingfisher, Cygnet, Redpole, Andromeda, Broadsword.*

Royal Fleet Auxiliary^①

| Type/ Class | No. | Operational or engaged in preparing for service, trials or training | No. | Undergoing refit or on standby, etc. |
|---------------------------------|-----|---|-----|---|
| Fleet Tankers Large | 2 | <i>Olna, Olwen</i> | | |
| Fleet Tankers Small | 3 | <i>Black Rover, Gold Rover, Grey Rover</i> | | |
| Support Tankers | 4 | <i>Bayleaf, Brambleleaf, Oakleaf, Orangeleaf</i> | | |
| Fleet Replenishment Ships | 4 | <i>Fort George, Fort Austin, Resource, Fort Victoria</i> | 1 | <i>Fort Grange</i> |
| Aviation Training Ship | 1 | <i>Argus</i> | | |
| Landing Ships | 4 | <i>Sir Galahad, Sir Geraint, Sir Percivale, Sir Tristram</i> | 1 | <i>Sir Bedivere</i> |
| Forward Repair Ship | 1 | <i>Diligence</i> | | |

Notes:

① Strength at 1 April 1995. All RFA ships are declared to NATO.

Royal Marines Command^①

| Type | No. |
|--|-----|
| Headquarters | |
| Commando Brigade Headquarters RM (including Air Defence and Brigade Reconnaissance assets) | 1 |
| Commandos | |
| RM Commandos | 3 |
| Artillery | |
| Commando Regiment RA | 1 |
| Commando Battery RA (Volunteer) | 1 |
| Engineers | |
| Commando Squadron RE | 1 |
| Commando Squadron RE (Volunteer) | 1 |
| Light Helicopter Support | |
| Brigade Air Squadron RM | 1 |
| Logistics Unit | |
| Commando Logistic Regiment RM | 1 |
| Security Unit for National Strategic Deterrent | 1 |
| Special Boat Service | |
| Squadrons RM | 5 |
| Assault Squadrons (Landing Craft) | 2 |

Note:

① At 1 April 1995. Table covers major operational units of the Royal Marines Command.

Naval Aircraft ^①

| Role | Aircraft | Number | Squadron |
|-------------------------------------|------------------------|----------------|-------------------|
| Air Defence/ Recce/Attack | Sea Harrier FRS1, F/A2 | 6 | 800 |
| | | 6 | 801 |
| | | 6 | 899 |
| | Harrier T4 | 4 | 899 |
| Anti-Submarine | Sea King HAS 5/6 | 13 | 810 |
| | | 7 | 814 |
| | | 9 | 819 |
| | | 7 | 820 |
| | | 11 | 706 |
| Anti Submarine/ Anti-Ship | Lynx HAS 3, HMA 8 | 38 | 815 ^{②③} |
| | | 12 | 702 |
| Airborne Early Warning | Sea King AEW 2 | 9 ^④ | 849 ^② |
| Commando Assault | Sea King HC 4 | 8 | 845 |
| | | 8 | 846 |
| | | 8 | 848 |
| | | - | |
| Aircrew Training | Gazelle HT 2 | 17 | 705 |
| | Jetstream T2 | 13 | 750 |
| Fleet Support/ Search and Rescue | Sea King MK5 | 5 | 771 |
| | Sea King MK4 | 5 | 772 |
| Fleet Training and Support | Hawk | 12 | |
| Support | Jetstream T3 | 3 | |

Notes:

- ① Total approved unit strengths at 1 April 1995. All these aircraft are declared to NATO.
- ② Aircraft in these squadrons are deployed in flights of single and multiple aircraft.
- ③ Includes 6 Lynx based at Squadron HQ.
- ④ Includes 3 Sea Kings based at Squadron HQ.

The Strength of the Army ^①

Major Combat Headquarters

| | Germany | UK | Elsewhere |
|-----------------------------------|---------|----|-----------|
| Headquarters | | | |
| NATO Corps Headquarters | 1 | | |
| Armoured Division Headquarters | 1 | | |
| Mechanised Division Headquarters | | 1 | |
| Brigade Headquarters ^② | 3 | 17 | |

Major Units

| | Regular Army | | | TA |
|-----------------------------------|--------------|----------------|-----------|----------------|
| | Germany | UK | Elsewhere | UK |
| Combat Arms | | | | |
| Armour | | | | |
| Armoured Regiments | 6 | 3 ^③ | | |
| Armoured Reconnaissance Regiments | 1 | 1 ^④ | | 5 ^⑤ |
| Infantry ^⑥ | | | | |
| Armoured Infantry Battalions | 6 | 2 | | |
| Mechanised Battalions | | 4 | | |
| Airmobile Battalions | | 2 | | |
| Parachute Battalions | | 3 ^⑦ | | 2 |
| Light Role Battalions | | 19 | 2 | 34 |
| Gurkha Battalions | | 1 | 2 | |
| Aviation ^⑧ | | | | |
| Army Aviation Regiments | 1 | 4 | | 1 |
| Combat Support | | | | |
| Artillery ^⑨ | | | | |
| Field Regiments | 4 | 8 ^⑩ | | 3 ^⑪ |
| Air Defence Regiments | 2 | 2 | | 3 |
| Engineers | | | | |
| Engineer Regiments | 4 | 6 | | 9 |
| Signals | | | | |
| Signal Regiments | 3 | 6 ^⑫ | 2 | 11 |
| Electronic Warfare Regiments | 1 | | | |

Major Units (continued)

| | Regular Army | | | TA |
|--|--------------|-----------------|-----------|----|
| | Germany | UK | Elsewhere | UK |
| Combat Service Support | | | | |
| Equipment | | | | |
| Equipment Support Battalions | 3 | 2 | | 4 |
| Logistics | | | | |
| Logistic Regiments | 9 | 15 ^⑬ | 2 | 11 |
| Medical | | | | |
| Field Ambulances, Field/General Hospitals | 4 | 10 | | 23 |
| Special Forces | | | | |
| SAS Regiments | | 1 | | 2 |

Notes:

- ① Normal deployment locations at 1 April 1995 are shown. No account is taken of temporary or emergency deployments.
- ② Includes Armoured, Mechanised, Airborne and Airmobile Brigades, but not Engineer, Signal and Logistic Brigades. UK figures include Northern Ireland and Home Defence Brigades.
- ③ Includes one training regiment.
- ④ Excludes Household Cavalry Mounted Regiment.
- ⑤ One Medium Reconnaissance regiment and four Regional National Defence Reconnaissance regiments.
- ⑥ Excludes six battalions comprising Home Service Element of the Royal Irish Regiment.
- ⑦ Only two of the parachute battalions are in-role.
- ⑧ Aircraft types are: Islander, Lynx and Gazelle.
- ⑨ Artillery units include Commando, Parachute and Airmobile Regiments. Depending on role regiments are equipped with:
- Field: 105mm Light gun, 155mm FH70 towed howitzer, 155mm AS90 gun or Multiple Launch Rocket System.
- Air Defence: Rapier, Javelin or High Velocity Missile.
- ⑩ Includes one training Regiment.
- ⑪ Includes Honourable Artillery Company.
- ⑫ Includes one training regiment.
- ⑬ Includes 3 Combat Service Support battalions (REME, RLC, and RAMC elements combined).

Army Equipment Holdings ^①

| | TANKS | | ACVs | | ACV Lookalikes ^② | | ARTILLERY | | AVLB | Helos |
|---------------------------------------|------------|--------|---------|--------|-----------------------------|--------|-----------|--------|------|-------|
| | Challenger | Others | Warrior | Others | Warrior | Others | MLRS | Others | | |
| HQ 2 DIV | - | 48 | - | 318 | 16 | 96 | 18 | 75 | - | 32 |
| HQ 3 (UK) DIV | 74 | 424 | 201 | 1169 | 47 | 363 | 26 | 164 | 20 | 16 |
| HQ 4 DIV | 22 | 21 | 11 | 72 | 5 | 85 | 2 | 59 | - | 137 |
| HQ 5 DIV | - | 16 | 47 | 35 | 4 | 14 | - | 92 | - | 4 |
| London District | - | - | - | 30 | - | 21 | - | 8 | - | - |
| Scotland | - | - | - | - | - | - | - | - | - | 4 |
| UKSC(G) (Incl 1 (UK) Armed Div) | 300 | - | 265 | 709 | 116 | 305 | 18 | 48 | 21 | 34 |
| HQ LAND TOTAL | 396 | 509 | 524 | 2333 | 188 | 884 | 64 | 446 | 41 | 227 |
| Northern Ireland | - | - | - | 105 | - | - | - | - | - | 38 |
| Cyprus SBAs | - | - | - | 16 | - | - | - | - | - | 4 |

Notes:

- ① All figures based on the 1 January 1995 CFE Declaration.
- ② Under the CFE Treaty, variants of Armoured Personnel Carriers or Armoured Infantry Vehicles precluded from carrying an infantry section are declared as "Lookalikes" to avoid confusion.

Liabilities of Equipment Types declared in the CFE Treaty but held outside Europe ①

| Countries | TANKS | | ACVs | | ACV Lookalikes | | ARTILLERY | | AVLB | Helos |
|-----------|------------|--------|---------|--------|----------------|--------|-----------|--------|------|-------|
| | Challenger | Others | Warrior | Others | Warrior | Others | MLRS | Others | | |
| Canada | 30 | - | 27 | 63 | 32 | 70 | - | 14 | 4 | - |
| Kenya | - | - | - | - | - | - | - | 6 | - | - |
| Brunei | - | - | - | - | - | - | - | - | - | 3 |

Note:

① Actual numbers may vary.

The Strength of the Royal Air Force^①

| SQUADRON | STATION | AIRCRAFT TYPE | AE ^② | IUR ^③ |
|-------------------------------|-----------------|-----------------|-----------------|------------------|
| Strike/Attack | | | | |
| 9 Sqn | RAF Bruggen | Tornado GR1 | 12 | 1 |
| 14 Sqn | RAF Bruggen | Tornado GR1 | 12 | 1 |
| 17 Sqn | RAF Bruggen | Tornado GR1 | 12 | 1 |
| 31 Sqn | RAF Bruggen | Tornado GR1 | 12 | 1 |
| 617 Sqn | RAF Lossiemouth | Tornado GR1B | 12 | 1 |
| 12 Sqn | RAF Lossiemouth | Tornado GR1B | 12 | 1 |
| Offensive Support | | | | |
| 1 Sqn | RAF Wittering | Harrier GR7/T10 | 13 | |
| 3 Sqn | RAF Laarbruch | Harrier GR7/T10 | 13 | |
| 4 Sqn | RAF Laarbruch | Harrier GR7/T10 | 13 | |
| 6 Sqn | RAF Coltishall | Jaguar GR1A | 12 | 1 |
| | | Jaguar T2A | 1 | |
| 54 Sqn | RAF Coltishall | Jaguar GR1A | 12 | 2 |
| | | Jaguar T2A | 1 | 1 |
| Reconnaissance | | | | |
| 2 Sqn | RAF Marham | Tornado GR1A | 12 | 1 |
| 13 Sqn | RAF Marham | Tornado GR1A | 12 | 1 |
| 41 Sqn | RAF Coltishall | Jaguar GR1A | 12 | 1 |
| | | Jaguar T2A | 1 | |
| 51 Sqn | RAF Waddington | Nimrod R1 | 3 | |
| 39(1 PRU)Sqn | RAF Marham | Canberra PR9 | 3 | 2 |
| | | Canberra T4 | 1 | 1 |
| | | Canberra PR7 | 1 | 1 |
| Maritime Patrol | | | | |
| 120 Sqn | RAF Kinloss | Nimrod MR2 | 7 | 1 |
| 201 Sqn | RAF Kinloss | Nimrod MR2 | 7 | 1 |
| 206 Sqn | RAF Kinloss | Nimrod MR2 | 7 | |
| Air Defence | | | | |
| 5 Sqn | RAF Coningsby | Tornado F3 | 12 | 1 |
| 11 Sqn | RAF Leeming | Tornado F3 | 15 | 1 |
| 25 Sqn | RAF Leeming | Tornado F3 | 15 | 1 |
| 29 Sqn | RAF Coningsby | Tornado F3 | 12 | 1 |
| 43 Sqn | RAF Leuchars | Tornado F3 | 13 | 1 |
| 111 Sqn | RAF Leuchars | Tornado F3 | 13 | 1 |
| Airborne Early Warning | | | | |
| 8 Sqn | RAF Waddington | Sentry AEW1 | 6 | 1 |

| SQUADRON | STATION | AIRCRAFT TYPE | AE ^② | IUR ^③ |
|---|--|-----------------------|-----------------|------------------|
| Target Towing | | | | |
| 100 Sqn | RAF Finningley | Hawk T1/T1A | 13 | 1 |
| Air Transport, Tankers & Helicopters | | | | |
| 10 Sqn | RAF Brize Norton | VC10/C1K | 8 | 2 |
| 216 Sqn | RAF Brize Norton | Tristar K1/KC1/C2/C2A | 8 | 1 |
| 24 Sqn | RAF Lyneham | Hercules C1/C3/C1K | 12 | 2 |
| 30 Sqn | RAF Lyneham | Hercules C1/C3/C1K | 12 | 1 |
| 47 Sqn | RAF Lyneham | Hercules C1/C3 | 12 | 1 |
| 70 Sqn | RAF Lyneham | Hercules C1/C3 | 11 | 2 |
| 32 (The Royal) Sqn | RAF Northolt | BAe125 CC2/3 | 7 | 1 |
| | | BAe146 CC2 | 3 | |
| | | Wessex HCC4 | 2 | |
| 7 Sqn | RAF Odiham | Chinook HC2 | 9 ^④ | 3 |
| | | Gazelle HT3 | 1 | |
| 18 Sqn | RAF Laarbruch | Chinook HC2 | 3 ^④ | 1 |
| | | Puma HC1 | 4 | 1 |
| 78 Sqn | RAF Mount Pleasant | Chinook HC2 | 1 | 1 ^④ |
| | | Sea King HAR3 | 2 | |
| 33 Sqn | RAF Odiham | Puma HC1 | 10 | 2 |
| 230 Sqn | RAF Aldergrove | Puma HC1 | 13 | 2 |
| 72 Sqn | RAF Aldergrove | Wessex HC2 | 13 | 2 |
| 60 Sqn | RAF Benson | Wessex HC2 | 8 | 2 |
| 28 Sqn | RAF Sek Kong | Wessex HC2 | 4 | 2 |
| 84 Sqn | RAF Akrotiri | Wessex HC2 | 3 | 2 |
| 101 Sqn | RAF Brize Norton | VC10 K2/K3/K4 | 13 | 1 |
| 1312 Flt | RAF Mount Pleasant | Hercules C1K | 2 | |
| Search and Rescue^⑤ | | | | |
| 202 Sqn | RAF Lossiemouth RAF Boulmer Normandy Barracks, Leconfield | Sea King HAR3 | 7 | 2 |
| 22 Sqn | Wattisham Airfield RAF Chivenor RAF Valley | Sea King HAR3 | 5 | 1 |
| | | Wessex HC2 | 2 | 2 |
| RAF Regiment | | | | |
| 15 Sqn RAF Regt | RAF Leeming | Rapier | | |
| 26 Sqn RAF Regt | RAF Laarbruch | Rapier | | |
| 27 Sqn RAF Regt | RAF Leuchars | Rapier | | |
| 37 Sqn RAF Regt | RAF Bruggen | Rapier | | |
| 48 Sqn RAF Regt | RAF Lossiemouth | Rapier | | |
| 1 Sqn RAF Regt | RAF Laarbruch | | | |
| 2 Sqn RAF Regt | RAF Honington | | | |
| 3 Sqn RAF Regt | RAF Aldergrove | | | |
| 34 Sqn RAF Regt | RAF Akrotiri | | | |
| 63(QCS)Sqn RAF Regt | RAF Uxbridge | | | |
| 1310 Wg R Aux AF Regt | RAF Honington | | | |
| 2503 Sqn R Aux AF Regt | RAF Waddington | | | |
| 2620 Sqn R Aux AF Regt | RAF Marham | | | |
| 2622 Sqn R Aux AF Regt | RAF Lossiemouth | | | |
| 2624 Sqn R Aux AF Regt | RAF Brize Norton | | | |
| 2625 Sqn R Aux AF Regt | RAF St Mawgan | | | |

| SQUADRON | STATION | AIRCRAFT TYPE | AE ^② | IUR ^③ |
|--|-----------------|--|-----------------|------------------|
| Training | | | | |
| 15(R) Sqn | RAF Lossiemouth | Tornado GR1 | 16 | 6 |
| 20(R) Sqn | RAF Wittering | Harrier GR7 | 9 | 2 |
| | | Harrier T10 | 6 | 1 |
| 16(R) Sqn | RAF Lossiemouth | Jaguar T2A | 4 | 2 |
| | | Jaguar GR1A | 4 | |
| 56(R) Sqn | RAF Coningsby | Tornado F3 | 20 | 1 |
| 42(R) Sqn | RAF Kinloss | NimrodMR2 | 3 | |
| 57(R) Sqn | RAF Lyneham | Hercules C1/C3 | 5 | |
| 27(R) Sqn | RAF Odiham | Chinook HC2 | 5 ^④ | |
| | | Puma | 4 | 1 |
| Sea King Training Unit | RAF St Mawgan | Sea King HAR3 | 3 | |
| SAR Training Unit | RAF Valley | Wessex HC2 | 4 | |
| Tri-national Tornado Training Establishment | RAF Cottesmore | Tornado GR1 | 14 | 2 |
| RAF Aerobatic Team | RAF Scampton | Hawk T1/T1A | 10 | 1 |
| University Air Squadrons, Air Experience Flights, and various training establishments. | | Chipmunk, Bulldog, Tucano, Dominie, Jetstream, Hawk, Wessex, Gazelle | | |

Notes:

- ① This table shows Aircraft Establishments and In-Use Reserves by units at 1 April 1995.
- ② The Aircraft Establishment (AE) figure represents the number of aircraft that are manned and fully-resourced, and are required to meet training and operational needs.
- ③ The In-Use Reserve (IUR) aircraft provide a reserve so that those in the AE can undergo major servicing, modification or repair.
- ④ Numbers show aircraft at units and do not include those undergoing mid-life update.
- ⑤ The RAF SAR force is being restructured to an all Sea King fleet. On current plans this should be completed by 1996.

Defence Budget - Supporting Information

Introduction

E1. As explained in Chapter Five (paragraphs 538 to 539), the Department is committed to improving the quality and timeliness of its reporting to Parliament. The material in this Annex has already been published in either the Departmental Report or the Supply Estimates, but the later publication date of the Statement on the Defence Estimates has allowed more up-

to-date information to be presented in respect of planned outturn for 1994-95 and the Department's plans for future years.

Departmental Report Tables

E2. Tables 11 to 14 set out the figures which support the information given on the defence budget in Chapter Five (paragraphs 501 to 505).

Table 11. Cash Plans^①

| £ million | 1991-92 outturn | 1992-93 outturn | 1993-94 outturn | 1994-95 estimated outturn | 1995-96 plans | 1996-97 plans | 1997-98 plans |
|--|--------------------|--------------------|--------------------|---------------------------------|------------------|------------------|------------------|
| Defence Budget ^{②③④⑤} | 24,438 | 22,910 | 22,755 | 22,323 | 21,723 | 21,924 | 22,317 |
| European Regional Development Fund grants | - | - | 2 | - | - | - | - |
| Overseas contributions to cost of Gulf conflict | -1,525 | - | - | - | - | - | - |
| Total | 22,913 | 22,910 | 22,757 | 22,323 | 21,723 | 21,924 | 22,317 |

Notes:

- ① Supply for the defence budget is sought in Class I Estimates, Votes 1, 2 and 3.
- ② All figures are adjusted for technical changes in the treatment of armed forces and civilian pensions.
- ③ For 1992-93 to 1994-95 the Defence Budget includes the net present value of extra costs associated with early payment to armed forces personnel of both pension lump sums and annual pensions, which are non-voted, as well as expenditure voted in Supply Estimates. The non-voted sums are £54 million, £105 million and £117 million respectively.
- ④ Figures prior to 1992-93 include expenditure for the security and intelligence services.
- ⑤ From 3 October 1994, responsibility for special pension payments to certain categories of war widows was transferred to the Department of Social Security. The outturn figures have been adjusted to reflect the transfer.

Table 12. Future Trends in Spending

| | 1991-92 outturn | 1992-93 outturn | 1993-94 outturn | 1994-95 estimated outturn | 1995-96 plans | 1996-97 plans | 1997-98 plans |
|--|--------------------|--------------------|--------------------|---------------------------------|------------------|------------------|------------------|
| Cash Provision (£ million) ① | 24,438 | 22,910 | 22,757 | 22,323 | 21,723 | 21,924 | 22,317 |
| As % of GDP ② | 4.2 | 3.8 | 3.6 | 3.3 | 3.0 | 2.9 | 2.8 |
| Cash Provision in real terms (£ million) ②③ | 26,188 | 23,611 | 22,757 | 21,885 | 20,627 | 20,310 | 20,219 |
| Year-on-year change in real terms (%) ②③ | - | -9.8 | -3.6 | -3.8 | -5.7 | -1.5 | -0.4 |

Notes:

- ① All figures are adjusted for technical changes in the treatment of armed forces and civilian pensions. Figures prior to 1992-93 include provision for the security and intelligence services.
- ② Based on GDP assumptions published in the 1995-96 Financial Statement and Budget Report.
- ③ At 1993-94 prices.

Table 13. Defence Operating Costs ^{① ② ③}

| £ million | 1991-92 outturn | 1992-93 outturn | 1993-94 outturn | 1994-95 estimated outturn | 1995-96 plans | 1996-97 plans | 1997-98 plans |
|---|--------------------|--------------------|--------------------|---------------------------------|------------------|------------------|------------------|
| Civil Service pay bill | 2,631 | 2,666 | 2,256 | 2,256 | - | - | - |
| Other ^{④ ⑤} | 17,128 | 16,700 | 16,690 | 16,552 | - | - | - |
| Total | 19,759 | 19,366 | 18,946 | 18,808 | 18,796 | 18,369 | 18,243 |
| Related Receipts | -1,482 | -1,583 | -1,816 | -1,852 | -2,201 | -1,748 | -1,604 |
| Net Operating Costs ^⑥ | 18,277 | 17,782 | 17,130 | 16,956 | 16,595 | 16,621 | 16,639 |

Notes:

- ① All figures are adjusted for technical changes in the treatment of armed forces and civilian pensions. Figures prior to 1992-93 include expenditure for the security and intelligence services.
- ② Totals from 1993-94 take into account the move of the DRA to trading fund status.
- ③ From 3 October 1994, responsibility for special payments to certain categories of war widows was transferred to the Department of Social Security. The outturn figures have been adjusted to reflect the transfer.
- ④ Includes the pay and support costs of all Service personnel and Locally Engaged Civilians, works services and equipment spares managed by Top Level Budget Holders, utilities, training and other similar costs.
- ⑤ From 1992-93 to 1994-95, 'other' totals include the net present value of extra costs associated with early payment to armed forces personnel of both pension lump sums and annual pensions, which are non-voted, as well as expenditure voted in the Supply Estimates. The non-voted sums are £54 million, £105 million and £117 million respectively. The provision for 1993-94 includes around £2 million of European Regional Development Fund (ERDF) grants.
- ⑥ In some years net expenditure figures will not total to the sum of gross operating costs and related receipts owing to roundings.

Table 14. Manpower: Outturn and Assumptions^①

| | 1991-92 outturn | 1992-93 outturn | 1993-94 outturn | 1994-95 estimated outturn | 1995-96 plans | 1996-97 plans | 1997-98 plans |
|---|--------------------|--------------------|--------------------|---------------------------------|------------------|------------------|------------------|
| UK Based Civilians^② (UKBCs) | 140,140 | 132,081 | 123,102 | 119,180 | 114,700 | 109,700 | 106,000 |
| Locally Engaged Civilians | 28,208 | 27,035 | 22,875 | 20,160 | 17,000 | 15,400 | 14,700 |
| Total Civilians | 168,348 | 159,116 | 145,977 | 139,340 | 131,700 | 125,100 | 120,700 |
| Total Service Personnel^② | 305,188 | 292,839 | 272,736 | 256,560 | 235,500 | 221,100 | 215,500 |
| Total MOD Manpower | 473,536 | 451,954 | 418,713 | 395,500 | 367,200 | 346,200 | 336,200 |
| (within DERA)^③ | - | - | 9,661 | 8,400 | 11,100 | 10,200 | 10,100 |
| UKBC - Overtime^④ | 15,014 | 12,440 | 8,466 | 7,400 | 6,800 | 6,500 | 6,300 |
| UKBC - Casuals | 2,139 | 2,045 | 2,400 | 2,500 | 1,800 | 1,700 | 1,600 |

Notes:

All data are averages.

- ① Figures reflect current planning assumptions. They are not manpower targets. TLB holders' objectives are set by cost rather than headcount discipline.
- ② Civilian manpower totals exclude casuals, loanees and other 'below the line' staff (e.g. personnel working for USAF) but include personnel employed by the DERA. Service manpower totals exclude reservists, but include locally engaged personnel e.g. Gurkhas and Officer Cadets. This coverage is different from that in Table 15; total numbers may also differ owing to in-year adjustments to manpower plans. Figures from 1993-94 reflect the contractorisation of AWE. Totals prior to 1992-93 include manpower employed by the security and intelligence services.
- ③ The DRA became a Trading Fund on 1 April 1993. On 1 April 1995, the Defence Evaluation and Research Agency (DERA) was launched. The DERA brings together the DRA, the Chemical and Biological Defence Establishment (CBDE), the Centre for Defence Analysis (CDA) and the Defence Test and Evaluation Organisation (DTEO); manpower levels shown reflect these changes.
- ④ Figures shown are an estimate of man-years overtime worked/planned and are derived from outturn/planned expenditure.

Supply Estimates Tables

E3. Tables 15 to 18 have in previous years been published as part of the Class I Supply Estimates. As part of the simplification of the Supply Estimates taking place across Central Government, supporting tables for 1995-96 have been removed from the Supply Estimates by all Departments and inserted into the relevant Departmental Report or, in the case of the Ministry of Defence, into this document. Table 15 shows the average number of Service and Civilian

personnel whose costs are likely to be borne by the defence budget during financial year 1995-96. Table 16 shows the major long-term capital projects expected to be in progress in financial year 1995-96 that have costs falling to the defence budget, split by Top Level Budget holder. Table 17 shows expenditure on ship procurement, refitting and repair which is expected to fall to the defence budget during 1995-96. Table 18 shows the anticipated cost to, and associated receipts into, the defence budget of running the Department's Defence Export Services Organisation during financial year 1995-96.

Table 15. Manpower Assumptions used in costing 1995-96 Defence Estimates ^① ^②

| 1994-95 Nos. | | 1995-96 Nos. |
|-----------------|--|-----------------|
| | NAVY AND MARINES | |
| 8,914 | Service - UK Based: Officers | 8,645 |
| 43,532 | Ratings/Other Ranks | 41,287 |
| 311 | - Locally Enlisted | 147 |
| 5,757 | - Volunteer Reserves | 3,947 |
| | ARMY | |
| 15,216 | Service - UK Based: Officers ^③ | 13,520 |
| 110,521 | Other Ranks ^③ | 99,840 |
| 7,318 | - Locally Enlisted ^④ | 4,447 |
| 75,624 | - Volunteer Reserves and Auxiliary Forces ^⑤ | 67,345 |
| | RAF | |
| 12,257 | Service - UK Based: Officers | 12,195 |
| 56,664 | Airmen/ Airwomen | 55,542 |
| 12,376 | - Volunteer Reserves and Auxiliary Forces | 11,533 |
| | CIVILIAN | |
| 118,741 | UK Based ^⑥ | 108,757 |
| 20,283 | Locally Engaged | 16,669 |
| | TOTALS | |
| 36,387 | Service - UK Based: Officers | 34,360 |
| 210,717 | Other Ranks | 196,749 |
| 7,629 | - Locally Enlisted | 4,594 |
| 93,757 | - Volunteer Reserves and Auxiliary Forces | 82,825 |
| 118,741 | Civilian - UK Based | 108,757 |
| 20,283 | - Locally Engaged | 16,669 |

Notes:

- ① In previous years, this table has been published in Class I Supply Estimates.
- ② Figures in this table reflect the TLB holder's assumption of the average number of personnel employed over the financial year for costing purposes.
- ③ Includes Regular trained manpower and trainees.
- ④ Includes Gurkhas and some locally-enlisted non-Regular personnel.
- ⑤ Includes Territorial Army, non-Regular permanent staff and Royal Irish Regiment (Home Service) personnel.
- ⑥ Includes average number of casual personnel employed over the financial year.

Table 16. Long Term Capital Projects - Details of Major Projects Costing Over £25 Million

| Project | Year of start/ original estimate of year of completion | Current estimate of year of completion | £ thousand at 1995-96 prices | | | | | |
|--|---|---|--|---------------------------------|---------------------------|--|------------------|--------------------------------------|
| | | | Original estimate of expenditure | Current estimate of expenditure | | | | To be spent in future years |
| | | | | Total | Spent in past years | Estimated provision for 1995-96 | | |
| <i>Commander-in-Chief Fleet</i> | | | | | | | | |
| 1. Relocation of Daedalus, Portsmouth | 1993-94/1995-96 | 1995-96 | works fees | 31,155 1,005 | 26,258 1,091 | 14,923 974 | 10,865 112 | 470 5 |
| | | | subtotal | 32,160 | 27,349 | 15,897 | 10,997 | 475 |
| Projects costing £25,000,000 or more | Total | | | | | | 10,977 | |
| Projects costing less than £25,000,000 | Total | | | | | | 36,229 | |
| Total Commander-in-Chief Fleet | | | | | | | 47,206 | |
| <i>Commander-in-Chief Land Command</i> | | | | | | | | |
| 2. Edinburgh - Redford Barracks, work to accommodate infantry battalion | 1993-94/1994-95 | 1995-96 | works fees | 23,488 3,499 | 24,381 866 | 15,901 712 | 8,106 114 | 374 40 |
| | | | subtotal | 26,987 | 25,247 | 16,613 | 8,220 | 414 |
| 3. Tidworth - Mooltan, phase 2a | 1994-95/1996-97 | 1996-97 | works fees | 28,631 5,384 | 34,788 6,172 | 870 3,370 | 19,854 1,310 | 14,064 1,492 |
| | | | subtotal | 34,015 | 40,960 | 4,240 | 21,164 | 15,556 |
| Projects costing £25,000,000 or more | Total | | | | | | 29,384 | |
| Projects costing less than £25,000,000 | Total | | | | | | 141,082 | |
| Total Commander-in-Chief Land Command | | | | | | | 170,466 | |
| <i>Air Officer Commanding-in-Chief, Royal Air Force Strike Command</i> | | | | | | | | |
| 4. Waddington - new force structure works | 1993-94/1995-96 | 1995-96 | works fees | 25,598 4,448 | 29,695 2,267 | 16,679 1,586 | 7,936 547 | 2,080 134 |
| | | | subtotal | 30,046 | 31,962 | 21,265 | 8,483 | 2,214 |
| Projects costing £25,000,000 or more | Total | | | | | | 8,483 | |
| Projects costing less than £25,000,000 | Total | | | | | | 142,971 | |
| Total Air Officer Commanding-in-Chief, Royal Air Force Strike Command | | | | | | | 151,454 | |
| <i>Adjutant General (Personnel and Training Command)</i> | | | | | | | | |
| 5. Blandford - accommodation for Royal Signals Training ^① | 1994-95/1995-96 | 1995-96 | works fees | 40,737 707 | 42,614 908 | 18,564 542 | 22,475 362 | 1,575 4 |
| | | | subtotal | 41,444 | 43,522 | 19,106 | 22,837 | 1,579 |
| Projects costing £25,000,000 or more | Total | | | | | | 22,837 | |
| Projects costing less than £25,000,000 | Total | | | | | | 87,866 | |
| Total Adjutant General (Personnel and Training Command) | | | | | | | 110,703 | |
| <i>2nd Permanent Under Secretary of State</i> | | | | | | | | |
| 6. Corporate HQ Office Technology System ^② | 1991-92/1995-96 | 1996-97 | works fees | 150,681 80,894 | 168,822 87,423 | 89,011 13,047 | 60,433 16,798 | 19,378 57,578 |
| | | | subtotal | 231,575 | 256,245 | 102,058 | 77,231 | 76,956 |
| Projects costing £25,000,000 or more | Total | | | | | | 77,231 | |
| Projects costing less than £25,000,000 | Total | | | | | | 25,121 | |
| Total 2nd Permanent Under Secretary of State | | | | | | | 102,352 | |
| <i>Chief of Fleet Support</i> | | | | | | | | |
| 7. Devonport - nuclear submarine shore support facilities ^③ | 1993-94/1999-00 | 1999-00 | works fees | 319,493 51,778 | 279,991 51,778 | 1,765 20,194 | 8,445 7,090 | 269,781 24,494 |
| | | | subtotal | 371,271 | 331,769 | 21,959 | 15,535 | 294,275 |
| Projects costing £25,000,000 or more | Total | | | | | | 15,535 | |
| Projects costing less than £25,000,000 | Total | | | | | | 106,824 | |
| Total | | | | | | | 122,359 | |

| £ thousand at 1995-96 prices | | | | | | | | |
|---|---|---|-----------------|--|----------------|---------------------------|--|--------------------------------------|
| Project | Year of start/ original estimate of year of completion | Current estimate of year of completion | | Current estimate of expenditure | | | | |
| | | | | Original estimate of expenditure | Total | Spent in past years | Estimated provision for 1995-96 | To be spent in future years |
| Quartermaster General | | | | | | | | |
| 8. Computer Assistance to Service HQ (CASH) infrastructure project | 1992-93/1998-99 | 1998-99 | works | 55,091 | 56,066 | 492 | 5,953 | 49,621 |
| | | | fees | 2,880 | 3,882 | 1,006 | 719 | 2,157 |
| | | | subtotal | 57,971 | 59,948 | 1,498 | 6,672 | 51,778 |
| 9. Unit Computer (UNICOM) project | 1991-92/1997-98 | 1997-98 | works | 67,252 | 70,023 | 21,720 | 17,520 | 30,783 |
| | | | fees | 25,909 | 25,678 | 7,690 | 6,388 | 11,600 |
| | | | subtotal | 93,161 | 95,701 | 29,410 | 23,908 | 42,383 |
| 10. Andover - Headquarters QMG rebuild | 1994-95/1996-97 | 1996-97 | works | 26,936 | 26,936 | 208 | 15,600 | 11,128 |
| | | | fees | 581 | 581 | 348 | 165 | 68 |
| | | | subtotal | 27,517 | 27,517 | 556 | 15,765 | 11,196 |
| Projects costing £25,000,000 or more | Total | | | | | | 46,345 | |
| Projects costing less than £25,000,000 | Total | | | | | | 32,785 | |
| Total Quartermaster General | | | | | | | 79,130 | |
| Air Officer Commanding-in-Chief, Royal Air Force Logistics Command | | | | | | | | |
| 11. Logistics Information Technology System (LITS) - Tranche 1 | 1992-93/1999-00 | 1998-99 | works | 108,617 | 175,178 | 5,900 | 56,164 | 113,114 |
| | | | fees | 117,060 | 23,240 | 12,545 | 2,503 | 8,192 |
| | | | subtotal | 225,677 | 198,418 | 18,445 | 58,667 | 121,306 |
| 12. Logistics Information Technology System (LITS) - Tranche 2 | 1992-93/2002-03 | 2000-01 | works | - | 63,900 | - | 7,220 | 56,680 |
| | | | fees | 216,342 | 40,420 | 8,410 | 4,230 | 27,780 |
| | | | subtotal | 216,342 | 104,320 | 8,410 | 11,450 | 84,460 |
| 13. Logistics support system | 1990-91/1993-94 | 1995-96 | works | 22,040 | 22,046 | 6,675 | 9,491 | 5,880 |
| | | | fees | 3,328 | 9,605 | 7,972 | 1,633 | - |
| | | | subtotal | 25,368 | 31,651 | 14,647 | 11,124 | 5,880 |
| Projects costing £25,000,000 or more | Total | | | | | | 81,241 | |
| Projects costing less than £25,000,000 | Total | | | | | | 4,044 | |
| Total Air Officer Commanding-in-Chief, Royal Air Force Logistics Command | | | | | | | 85,285 | |
| Chief of Defence Procurement | | | | | | | | |
| 14. PE Collocation | 1991-92/1996-97 | 1996-97 | works | 230,124 | 229,779 | 109,236 | 82,665 | 37,878 |
| | | | fees | 10,796 | 10,476 | 8,408 | 1,519 | 549 |
| | | | subtotal | 240,920 | 240,255 | 117,644 | 84,184 | 38,427 |
| 15. ASPECT (PE future computer project) ④ | 1992-93/1996-97 | 1997-98 | works | 8,182 | 32,269 | 53 | 2,403 | 29,813 |
| | | | fees | 12,141 | 25,915 | 7,095 | 1,071 | 17,749 |
| | | | subtotal | 20,323 | 58,184 | 7,148 | 3,474 | 47,562 |
| Projects costing £25,000,000 or more | Total | | | | | | 87,658 | |
| Projects costing less than £25,000,000 ⑤ | Total | | | | | | 30,298 | |
| Total Chief of Defence Procurement | | | | | | | 117,956 | |
| Sea Systems | | | | | | | | |
| 16. Faslane - Shiplift and 12 Berth | 1987-88/1991-92 | 1995-96 | works | 146,846 | 343,295 | 340,731 | 1,766 | 798 |
| | | | fees | - | 97,137 | 95,081 | 312 | 1,744 |
| | | | subtotal | 146,846 | 440,432 | 435,812 | 2,078 | 2,542 |
| Projects costing £25,000,000 or more | Total | | | | | | 2,078 | |
| Projects costing less than £25,000,000 | Total | | | | | | 14,330 | |
| Total Sea Systems | | | | | | | 16,408 | |
| Air Systems | | | | | | | | |
| Projects costing less than £25,000,000 ⑤ | | | | | | | 10,883 | |
| Total Air Systems | | | | | | | 10,883 | |

Notes:

- In previous years this table has been published in Class I Supply Estimates.
 - The dates shown for year of start/completion refer to main contracts. Only those projects on site in 1995-96 are identified in the table. Projects which will reach completion before the start of 1995-96 or which are due to start on site after 1995-96 are not shown, though there may be expenditure on these projects, for example in the form of fees, equipment costs, enabling works or following completion of the work on site. This expenditure is included in the Estimate reconciliation.
 - The original estimate of expenditure is the approved estimated cost at the date of letting the main contract, where this stage has been reached. Where this is not yet the case, the cost is based on the pre-tender estimate or, failing that, the estimate at final sketch plan stage. See note 4 for details of one exception to this rule.
 - Project cost estimates have been revalued to 1995-96 prices using the Gross Domestic Product (GDP) deflator.
 - Details of the performance of the twenty largest Class I works projects by value will be provided in the Defence New Works Statement (DNWS) and will include the reasons for any cost or time overruns previously published with this table before 1993-94.
 - Work on the Ground Training rationalisation project shown as project serial 13 in the 1994-95 Class I Supply Estimates (HC 276-I of 24 March 1994) (and incorrectly entitled the Group Training rationalisation project in that publication) was completed on site in 1994-95. It is therefore not included in this table.
 - The Wroughton - Princess Alexandra Hospital development project shown as project serial 14 in the Class I Supply Estimates (HC 276-I of 24 March 1994) has been discontinued. It is therefore not included in this table.
- ① The Blandford - accommodation for Royal Signals Training (serial 5) project managed by Adjutant General (Personnel and Training Command) was managed by Commander-in-Chief United Kingdom Land Forces in 1994-95 (project serial 2 in the 1994-95 Class I Supply Estimates (HC 276-I of 24 March 1994)).
 - ② The original estimate of expenditure and total cost for the Corporate HQ Office Technology System (formerly entitled Corporate HQ Office Technology System - Phase 3) (serial 6) project were incorrect in the 1994-95 Class I Supply Estimates (HC 276-I of 24 March 1994). These figures have now been corrected.
 - ③ The Devonport - nuclear submarine shore support facilities (serial 7) project appears for the first time in this table. This project was incorrectly omitted from the corresponding table in the 1994-95 Class I Supply Estimates (HC 276-I of 24 March 1994).
 - ④ The original estimate of expenditure for the ASPECT (PE future computer project)(serial 15) is derived from an initial consultancy study.
 - ⑤ Certain projects are not separately identified for security reasons. The total cost of these projects for 1995-96 are, however, included in the totals for projects costing less than £25 million.

Table 17. Ship Procurement, Refitting and Repair ^①Provision for shipbuilding ^②

| Type of Vessel | 1995-96 total provision £ thousand | | | |
|----------------------------|------------------------------------|-----------------------------|----------------------------|--|
| | For vessels on order | For vessels not yet ordered | Total provision in 1995-96 | Estimate of amounts required to complete |
| Fighting ships | 356,973 | 21,824 | 378,797 | 677,498 |
| Royal Fleet Auxiliaries | - | - | - | - |
| Other vessels ^③ | 992 | 24,399 | 25,391 | - |
| Total | 357,965 | 46,223 | 404,188 | 677,498 |

Analysis of provision for programmed contract refits and repairs

| 1994-95 total provision £ thousand | Categories of Vessels | 1995-96 total provision £ thousand |
|------------------------------------|-------------------------|------------------------------------|
| 106,197 | Major surface warships | 111,242 |
| 17,146 | Minor surface warships | 49,528 |
| 205,629 | Nuclear submarines | 171,383 |
| - | Patrol submarines | - |
| 67,074 | Royal Fleet Auxiliaries | 58,569 |
| 15,105 | Other vessels | 2,358 |
| 411,151 | Total | 393,080 |

Analysis of number of programmed ship project starts by type of vessel for the year ending 31 March 1996 ^{④⑤}

| | Devonport | Rosyth | Unallocated |
|---|-----------|--------|-------------|
| Major Surface Vessels | | | |
| Carriers | - (-) | - (-) | - (-) |
| Assault Ships | - (-) | - (-) | - (-) |
| Destroyers | - (-) | 2 (1) | - (1) |
| Frigates | 3 (4) | - (-) | 1 (1) |
| Minor Surface Vessels | | | |
| Mine Countermeasures Vessels | - (-) | 2 (3) | - (-) |
| Patrol Craft | - (-) | 4 (1) | 14 (12) |
| Nuclear Submarines | 1 (1) | - (1) | - (-) |
| Patrol Submarines | - (-) | - (-) | - (-) |
| Royal Fleet Auxiliaries ^⑥ | - (-) | - (-) | 11 (11) |
| Other Naval Vessels ^⑦ | 3 (1) | - (-) | 11 (8) |

**Estimate of costs for the period 1 April 1995 to 31 March 1996 attributed to
Programmed and Unprogrammed ship refit and repair work within DGFS (Ships)
budget** ^⑧ ^⑨

| £ thousand | | | | | | | |
|---|--|------------------|---------------------------|--------------------------------------|---|------------------------|--------------------|
| 1994-95 total | | 1995-96 total | Contract Payments | Administrative Costs ^⑩ | Ministry Supplied Materials Supplies ^⑪ | Equipment ^⑫ | Dockyard Assets |
| Programmed ship refit/ repair work | | | | | | | |
| 517,042 | Corework | 463,598 | 273,831 | 48,333 | 30,680 | 82,949 | 27,805 |
| 136,212 | Unallocated | 158,321 | 115,512 | 20,398 | 6,051 | 16,360 | - |
| 653,254 | Total Programmed Work | 621,919 | 389,343 | 68,731 | 36,731 | 99,309 | 27,805 |
| 3,838 ^⑬ | Total Unprogrammed ship refit/repair work | 2,642 | 2,227 ^⑭ | 415 | - | - | - |
| 657,092 | Total Operating Costs | 624,561 | 391,570 | 69,146 | 36,731 | 99,309 | 27,805 |
| 1,082 | <i>Less: Repayment receipts</i> | 1,732 | 528 | 1,204 | - | - | - |
| 655,290 | Net Operating Costs | 622,829 | 391,042 | 67,942 | 36,731 | 99,309 | 27,805 |

Notes:

- ① In previous years, this table has been included in Class I Supply Estimates.
- ② This table shows an analysis of the provision for the production by contract of ships' hulls and machinery and whole ship procurement, together with estimates of the amounts required to complete.
- ③ Includes provision for Director of Marine Services, Army and Air Force vessels, also for hire of running ships.
- ④ Includes Refits and Dockings and Essential Defects (DEDs).
- ⑤ Prior year numbers in brackets.
- ⑥ Includes Survey and Essential Defects (SEDs).
- ⑦ Excludes Royal Marine Auxiliary Service Vessels, the costs of which are included in the table showing analysis of provision for programmed contract refits and refits under other vessels.
- ⑧ The operating costs comprise payments to contractors and costs incurred in the operation of DGFS (Ships) attributed to programmed and unprogrammed work. In addition to costs which have been provided for in the Vote, the operating costs also include material supplied without charge to contractors by the Ministry of Defence (Ministry Supplied Material), administrative non-cash costs including notional costs, and the difference between the annual cost of dockyard assets and the corresponding commercial value as represented by the licence fee payable (Dockyard Assets).
- ⑨ All figures are VAT exclusive.
- ⑩ Includes provision for redundancies of £30,100,000.
- ⑪ Reflects material supplied by other HLBs within the Chief of Fleet Support TLB.
- ⑫ Reflects equipment procured by the Sea Systems Controllerate.
- ⑬ Excludes £29,462,000 for the unprogrammed element of Naval TLBs other than that of Chief of Fleet Support.
- ⑭ Excludes £26,006,000 for the unprogrammed element for Naval TLBs other than that of Chief of Fleet Support. From 1991-92 the majority of unprogrammed work has been disaggregated to other budget areas.

Table 18. Exports of Defence Equipment ^{① ②}

| Administration and sales promotion | £ thousand | |
|--|---------------|---------------|
| | Expenses | Receipts |
| Provision for the administration expenses of the Defence Export Services Organisation's staff in the Chief of Defence Procurement's TLB. | | |
| Administrative expenses | 49,405 | 30,643 |
| Promotion of sales | 3,558 | 3,379 |
| Interest support | 666 | - |
| Departmental expenses and receipts arising from staff on loan | - | - |
| Total | 53,629 | 34,022 |

Procurement and overseas sales of equipment etc.

Provision made for procurement explicitly to meet orders and for receipts from overseas sales (including those for items made available from service stocks).

| | | |
|--|--------------|---------------|
| Chief of Fleet Support/Sea Systems - Production | 49 | 22,267 |
| Quartermaster General/Land Systems - Production | 798 | 6,146 |
| Air Officer Commanding-in-Chief RAF Logistics Command/ Air Systems - Production | 167 | 18,989 |
| Total | 1,014 | 47,402 |

Disposal Sales ^③

The Defence Export Services Organisation, through its Disposal Sales Agency, manages certain sales of surplus defence equipment overseas. Provision for associated direct expenditure and for receipts from such sales is made in the budgets of Chief of Fleet Support, Quartermaster General, Air Officer Commanding-in-Chief RAF Logistics Command and Chief of Defence Procurement.

| | | |
|--|----|-------|
| | 10 | 2,114 |
|--|----|-------|

Notes:

- ① In previous years this table has been published in Class I Supply Estimates.
- ② The Defence Export Services Organisation was set up in 1966 to promote the export of British defence equipment.
- ③ The Defence Export Services Organisation, through its Disposal Sales Agency, also manages certain sales of surplus defence equipment in the United Kingdom. Provision for associated direct expenditure and for receipts from such sales is made in the budgets of Chief of Fleet Support, Quartermaster General, Air Officer Commanding-in-Chief RAF Logistics Command and Chief of Defence Procurement and is as follows:-

| | | |
|--|-----|--------|
| | 770 | 23,124 |
|--|-----|--------|

Index

References in Roman type are to paragraph, Table or Figure numbers. References in bold type are to boxed passages and are by page number.

- A**
- Abbey Wood: 579
 Adjutant General: 569, 574
 Corps: **50**, 529
 Admiralty Raster Chart Service:
 see Military Task 1.24
 Adriatic: 524
 Advanced Air-Launched Anti-armour
 Weapon: 276, 428
 Advanced Medium-Range Air-to-Air Missile
 (AMRAAM): 408
 Africa
 North: 206, 251
 Sub-Saharan: 206
 Airborne Early Warning (AEW): see E-3D
 Sentry Aircraft
 Air defence: see United Kingdom Air
 Defence Region
 Albania: 232
 Alliance Ground Surveillance Capability: 438
 Allied Command Europe Rapid Reaction
 Corps: **18**, see also Military Task 2.6
 Ammunition, 155mm: 278
 Anglesey HMS: **44**
 Angola: 104
 Anti-drugs operations: see Military Task 1.6
 Antigua: 343
 Argentina: 250, 323
 Armaments co-operation: 436-438, Table 6
 Armed Forces Pay Review Body: 516,
 see also Independent Review of Service
 career and manpower structures
 Armilla Patrol: **52**, 346
 Armoured Vehicles: 278, see also
 Saxon, Scimitar and Warrior
 Arms Control: 241, 250, Military Task 3.12,
 see also Biological, Chemical,
 Nuclear weapons, Proliferation
 Army
 Air Corps: 312
 Base Repair Organisation: 572-573
 Base Storage and Distribution Agency:
 551, 572
 Command and Staff College: **95**
 equipment: 275-276, 278, 417-422, Table 4,
 Annex C
 Equipment Support, Provision and
 Procurement Authority: 570
 Field Training Centres: Figure 17
 planned size of: 507, Annex E
 recruitment: 508
 redundancies: 506
 strength of: Annex C
 Support Area: 567-574
 Technical Support Agency: 552
 Training Organisation: 574
 AS90 self-propelled howitzer: 419
 Asia, South: 246
 Assault Ships: see *Fearless* HMS,
Intrepid HMS
 Atomic Weapons Establishment (AWE):
 see Nuclear weapons research
 Attack Helicopter: 417
 Austria: 220, **17**
 Auxiliary Oilers Replenishment: 414
- B**
- Bacteriological (Biological) and Toxin
 Weapons Convention (1972): 356
 Bahamas: 343
 Ballistic Missile Defence: **62**
 Baltic States: 214, **21**
 Bangladesh: 343
 Barbados: 343
Battleaxe HMS: **51**
 Bay of Biscay: **44**
 Beagle HMS: **44**
 Belize: 343, 345, 567
 Bett, Michael: see Independent Review of
 Service career and manpower structures
Better Accounting for the Taxpayer's Money
 (Cm 2626): 549
 Biological Weapons: 246, see also Arms
 control, Proliferation
 Bomb disposal: 307, 310, **44**, 524
 Bosnia-Herzegovina: **24**, 279, 282, 329, **50-51**
 Brazil: 250
 Bridging for the Nineties (BR 90s): 421,
 see also M3 amphibious bridging
Britain's Defence for the 90s (1991 Statement):
 106, 272, 506
Britannia HMY: **87**, see also Military Task 1.13
 British Military Advisory and Training Team
 (BMATT): 348
Broadsword HMS: 343, 410
 Brunei: 567
 Brussels Summit 1994: see NATO
 Brussels Treaty 1948: see WEU
 Budapest Summit: see OSCE
 Budgets: see Defence budget, New
 Management Strategy
 Bulgaria: 220, **17**, 232
 Burdensharing: 268
 Burundi: **53**
- C**
- Cadet forces: 532, **89**
 Camberley: see Joint Service Command and
 Staff College
 Canada: **16**, 567
 CAPITAL: see Project CAPITAL
 Capital projects: Annex E
Cardiff HMS: **52**
 Caribbean: 328
 Community and Common Market: 343
 Carter, former President: **51**
 Cazalet, Sir Peter: see Service housing
 CFE: see Conventional Armed Forces in
 Europe Treaty
 Challenger 2 tank: 275, 278, 418
 Chamber of Shipping: 581
 Channel Islands: **44**
 Chechnya: see Russia
 Chemical and Biological Defence
 Establishment (CBDE): 442, 551, 590,
 see also DERA
 Chemical Weapons: 246, see also Military
 Task 3.12
 Convention: 355
 Chevaline: **38**, Figure 6, see also strategic
 deterrent
 Chief of Defence Procurement: **61**
 Chief Scientific Adviser: **61**
 China, People's Republic of: 324
 Chinook helicopter: 276, **51**, 425,
 see also Support helicopters
 Chlorofluorocarbons (CFCs): 589
 Citizen's Charter: 558-559
 Civil Service White Paper: see *The Civil
 Service - Continuity and Change* and
*The Civil Service - Taking Forward
 Continuity and Change*
 Civilian personnel: 533-537, 547, 552
 management: **91-92**
 numbers: **90**, Figure 16, 533, Annex E
 redundancy: 502
 COCOM: 363
 Code of Practice on Government
 Information: 583
 Cold War: 101, 110, 215, 231, **24**, 252, 272-273,
 281, **38**, **62**, 533, **95**
 Coldstream Guards: **20**
 Collaborative Projects:
 see Equipment collaboration
 Combat Aircraft: see Eurofighter 2000,
 Harrier, Jaguar, Sea Harrier, Tornado
 Combined Joint Task Force (CJTF):
 218, 221, **17**
 Combined Operational Effectiveness and
 Investment Appraisal (COEIA): **61**
 Command, Control, Communications and
 Intelligence facilities: 261
 Commander-in-Chief Channel
 (CINCHAN): 331
 Common New Generation Frigate: 411, 437
 Commonwealth: 204, 206, 326, **87**, **95**
Competing for Quality: 506-507, 533, **94**, 545,
 554-556, 575, 577
 Comprehensive Test Ban Treaty: 353, 77
 Conference of National Armaments Directors
 (CNAD): 438
 Conference on Disarmament: 353
 Conference on Security and Co-operation in
 Europe (CSCE): see Organisation for Security
 and Co-operation in Europe (OSCE)
 Confidence building measures: 241,
 see also Military Task 3.12
 Conflict prevention: 240, 243, 254
 resolution: 240, 243, 245, 254
 Contingency Forces: see National
 Contingency Forces
 Conventional Armed Forces in Europe
 (CFE) Treaty: 357, Figure 9, Annex C
 Conventionally Armed Stand-Off Missile:
 276, 428
 CO-OPERATIVE BRIDGE (exercise): **20**, 349
 CO-OPERATIVE SPIRIT (exercise): **20**, 349
 CO-OPERATIVE VENTURE (exercise):
21, 349
Cornwall HMS: **52**, 346
Coventry HMS: **51**
 Crime, organised: 210, 252
 Crisis management: **16**, 267, 269
 Croatia: **50**
 Cymbeline mortar-locating radar: **50**
 Cyprus: 269, **97**, see also UNIFYCIP
 Czech Republic: 220, **17**, 232, **20-21**, 361
 Czechoslovakia: 210

- D**
- D-Day: see World War II Commemorations
- Defence
- Accounts Agency: 569
 - Agencies: **91, 94, 98**, 551-552, 572, see also individual Agency entries
 - budget: 108-109, 273, 501-505, Figure 13, Figure 14, Figure 15, 538, Annex E, see also Project CAPITAL, *Competing for Quality*
 - Clothing and Textile Agency: 551, 570, 572
 - Contracts Bulletin: 430
 - Costs Study: Introduction, 107-110, 264, **30**, 274, 276, 315, 401, 409, 416, 433, 435, 439, 73, 502-503, 506-507, 533, **90, 91**, 540-549, **94, 95, 96**, 560-563, 565-567, 570, 574, 578-579, **105**
 - Evaluation and Research Agency (DERA): 440, Figure 12, **73-74, 75-76**, 545, 578
 - estate: 585, **105**, 591
 - expenditure: see Defence budget
 - exports: 443-447, Annex E
 - Fixed Telecommunications System: 402
 - Helicopter Flying School: 544, 576
 - Housing Executive (DHE): see Service housing
 - Industry: 429-438, 443
 - Intelligence Staff: 543
 - Medical Services: 552
 - Operational Analysis Centre: see DERA
 - Planning Committee (DPC): 332
 - policy: Introduction, 101-102, 202, 255-282
 - procurement: **60-61**, 429, 438, Figure 10, Figure 11, see also Equipment, Procurement
 - Programme analysis: Annex A
 - Postal and Courier Service: 572
 - research: 439-442, **75-76**, see also DERA and nuclear weapons research
 - Research Agency (DRA): see DERA
 - Roles, general: 255, 257, 259, 261-262, 267, 301, **60**, Annex A
 - Role One: 255, 269, 302-329, Annex A
 - Role Two: 255, 330-334, Annex A
 - Role Three: 255, 261, 267, 335-364, **60**, Annex A
 - School of Languages: **21**, 565
 - Scientific Advisory Council: **75**
 - Suppliers Service: 435
 - Test and Evaluation Organisation (DTEO): 361, see also DERA
 - Transport and Movements Executive (DTMX): 551, 572
- Defending Our Future* (1993 Statement): 256
- Demountable Rack Off-loading and Pickup System (DROPS): 420
- Denmark: **17**, 334
- DENY FLIGHT (Operation): **51**
- Department of
- Social Security: 501
 - Trade and Industry: **76**
 - Transport: 311, 581
- Departmental Report: 538, Annex E
- Dependent Territories: 201, 205, **16**, 253, 255, Table 1, **323, 62**
- Deployability: 261
- Deregulation: 584
- Destroyers: 322, 411, Annex B
- Devonport: 561, 564
- Devonshire and Dorset Regiment: **20, 50**
- Direct Fire Weapon Effect Simulator (DFWES): 422
- Directorate General of Test and Evaluation: see DERA
- Disarmament: see Military Task 3.12
- Disaster relief: see Military Task 3.6
- Disposal Sales Agency: 551
- DIVER MIST (Exercise): **40**
- Donaldson, Lord: 328
- DRIVER (Operation): **52**
- Drug
- testing: 512
 - trafficking: 210, 252, **44**
- Dual Use Technology Centres (DUTCs): **75-76**
- Duke of Wellington's Regiment: **50**
- E**
- E-3D Sentry Aircraft: **51**
- Efficiency: 108, 553, **96**, see also Project CAPITAL, *Competing for Quality*
- EH101 helicopter: 276, 408
- Utility: 425, see also support helicopters
- Employment Service: 536
- English Language training: **21**
- Environmental
- disasters: 210, 252
 - issues: **105**, 586-592
 - Change Network: 590
- Equal Opportunities: see Civilian personnel, Service personnel
- Equipment
- Approvals Committee (EAC): Figure 11, **61**
 - collaboration: 403, **62**, 411, 436-437, Table 6
 - co-operation: 436-438
 - programme and procurement plans: 109, 261-262, **30**, 274-280, Chapter 4
- Estonia: 220, **17**, 232, **21**, see also Baltic States
- Ethnic monitoring: see Service personnel and Civilian personnel
- Eurofighter 2000: 423, 437, **60**
- Europe: 103, 206, 211-214, 217, 231, 234-242, 252, 268, **87**
- central and eastern: 103, 212, 214, 220, 232, 233, **20-22**, 238, 242, 254, 256, 329, 357-358, 360, see also 'Partnership for Peace'
 - western: 210, 226, **73**, see also Western European Union
- European
- Commission: **17**
 - Common Foreign and Security Policy: **17**
 - Co-operation for the Long Term in Defence (EUCLID): 437, **76**
 - Council: **17**
 - Defence: 220-223, **16-18, 30**
 - Equal Treatment Directive: 513
 - Future Large Aircraft: 426
 - Inter-Governmental Conference 1996 (IGC): 223, **16**
 - Parliament: **17**
 - Security: 212-214, 237-238, 241, Table 1, 357
 - Security and Defence Identity (ESDI): 216, 218
 - Union (EU): 204-205, 208-209, Figure 3, 220, **16-18**, 229, 234, 326, 337, 445
 - Maastricht Treaty: 220, 223, **16**
- Exercises: 233, **20-21, 40**, Figure 7, Figure 8, see also CO-OPERATIVE BRIDGE, CO-OPERATIVE SPIRIT, CO-OPERATIVE VENTURE, DIVER MIST, PURPLE NOVA, SHORT SERMON, Military Task 3.11
- Exeter* HMS: 344
- Expatriate community: see United Kingdom
- Expenditure: see Defence budget
- Explosive Ordnance Disposal (EOD): see bomb disposal
- Exports: see Defence exports, Trade
- F**
- Falkland Islands: 282, see also Military Task 1.18
- Faslane: 560
- Fearless* HMS (assault ship): 275, 409
- Financial Statement and Budget Report (FSBR): 502
- Finland: 220, **17**, 232
- Fishery Protection Squadron (FPS): **44-45**, 560, see also Military Task 1.6
- Flag Officer Scotland, Northern England and Northern Ireland: 560
- Force
- analysis: Annex A
 - drivers: Annex A
 - elements: Annex A
 - categorisation: 258-259
 - restructuring: Introduction, 106, 112, 272, 508
 - structures: 101, 260-272, see also Front line capability, National Contingency Forces
- Forces for General War: 258, see also Force Categorisation
- Foreign and Commonwealth Office (FCO): **21**, 245, **40**, 321, 326, 347
- Former Yugoslavia: 104, 210, **20**, 242, 336-337, 341, **50-51**, 420, 524, 568, 580
- Fort Austin* RFA: **51**
- Fort George* RFA: 414
- Fort Victoria* RFA: 414
- Forward Mounting Base: 322
- France: 245, 339, **62**, 411, 438, **76**
- Franco-British
- Euro Air Group: **18**
 - Summit, Chartres 1994: **18**
- Fraud: **97**
- Frigate: 276, 322, **51**, Annex B
- Front line capability: 107, 112, 272, 503, 506
- 'Front Line First': see Defence Costs Study
- Future Large Aircraft (FLA): see European Future Large Aircraft
- G**
- Garda, the: 307
- Gazelle helicopter: **51**
- General War: Table 1, 259, 269, 281
- Geographic Services: see Military Task 1.24
- Germany: **20**, 358, 567, 568, **105**
- Gibraltar: 269, 358, see also Military Task 1.16
- Glasgow* HMS: **51**
- Gleaner* HMS: 413
- Granby (Operation): 514-515, 568
- Greece: 220
- 'Green' issues: see Environmental issues
- Gross Domestic Product (GDP): 205, 273, 502-503
- Group of Seven: 204
- Group of Eight: 225
- Guatemala: 343, 345
- Guernsey* HMS: **45**
- Gulf Medical Assessment Programme: 514-515
- 'Gulf War Syndrome': see Gulf Medical Assessment Programme
- GUNFACTS: **44**
- Gurkhas: 324, 506, 526
- Guyana: 343
- H**
- Haiti: 343
- Halon: 589
- 'Harmony': see Royal Navy Personnel Functional Standards
- Harrier aircraft: 339

- Headquarters
 Allied Forces North West Europe
 (HQ AFNORTHWEST): 331
 Joint: see Joint Headquarters
 Land Command: 567
 Health and Safety Executive: 39, 77
 Helicopters: 335, see also Attack Helicopter,
 Chinook, EH101, Gazelle, Lynx, Puma,
 Sea King, Support helicopters, Wessex,
 Defence Helicopter Flying School
 Helicopter carrier (LPH): 409
 Helsinki Summit: see OSCE
 Hercules aircraft: 325-326, 50, 426, 528
 C-130-J: 276, 426
 High Intensity Conflict: 260-261, 263, 269
 HM Customs and Excise: 311
 Home Office: 44
 Hong Kong: 269, 313, 506,
 see also Military Task 1.20
 HORIZON, Project:
 see Common New Generation Frigate
 House of Commons Defence Committee: 539,
 105
 Housing: see Service housing
 Humanitarian operations: 16, 243-244, 24,
 254, 256, 263, 265-266, 269, 34, 50-51,
 see also Military Task 3.6
 Hungary: 220, 17, 20, 232
 Hydrofluorocarbons: 589
 Hydrographic
 Office Defence Agency:
 see Military Task 1.24
 Surveying: 45, 413,
 see also Military Task 1.24
 Vessels: 413
- I**
- Iceland: 17
Illustrious HMS: 51
 Independent Assessor of Military
 Complaints Procedures: 43
 Independent Review of Service career and
 manpower structures: 111, 516-519
 Infantry Training Battalion: 312
 Integrated Logistic Support: 432
 Intercontinental ballistic missile (ICBM):
 Figure 4
 International Atomic Energy Agency: 351
 International Monetary Fund: 225
 International Science and Technology Centre:
 20
Intrepid HMS (assault ship): 275, 409
 Iraq: 248, 338-341, 52, 346
 Ireland: see Northern Ireland,
 Republic of Ireland
 Italy: 50-51, 411, 423, 438, 76
- J**
- Jaguar aircraft: 51
 Jamaica: 343
 Japan: 205, 76
 Joint
 Headquarters: 107, 264, 30-31, 544, 95
 Operations: 264
 Rapid Deployment Force: 107, 264, 30, 271,
 275-276, 52, 95
 Service Command and Staff College:
 544, 94-95, 565
 Service Defence College: 95, 565
 Systems: 402-403
- K**
- Kenya: 567
 Kirkudbright: 578
- Kuwait: 104, 248, 30-31, 329, 338, 52, 346, 580
- L**
- Land Rapid Reaction Forces:
 see Military Task 2.6
Lancaster HMS: 343
 Landing Platform Dock (LPD): 409
 Latvia: 220, 17, 232, 21, see also Baltic States
 Lithuania: 220, 17, 232, 21,
 see also Baltic States
 LPH: see Helicopter carrier
 Logistic Information Systems Agency:
 551, 572
 Logistic Support: 545, 552,
 see also Integrated Logistic Support
 London Summit 1990: see NATO
 Low intensity missions: 261, 263
 Low Level Laser guided bombs: 275, 428,
 see also Thermal Imaging Laser
 Designation Pods
 Lynx helicopter: 51, 408, 417, 566
- M**
- M3 amphibious bridging: 276, 421, 530,
 see also Bridging for the Nineties
 Maastricht Treaty: see European Union
 Managing People in Tomorrow's Armed
 Forces: see Independent Review of Service
 career and manpower structures
 Maritime
 Patrol Aircraft: 276
 Patrol Capability: 109, 279, 427
 Market Testing: see *Competing for Quality*
 Married quarters estate: see Service housing
 Mediterranean: 213, 254, 328
 Merchant shipping: 580-581
 Middle East: 206, 246, 251
 Military
 Aid to the Civil Community (MACC):
 see Military Task 1.7
 Aid to the Civil Power (MACP): Table 1,
 269, see Military Tasks 1.4 & 1.5
 Assistance to Civil Ministries (MACM):
 see Military Task 1.6
 Survey: see Military Task 1.24
 Tasks: 257, 259, 262, Chapter 3, 60, 62 ,
 Annex A
 Task
 1.1: 302-303
 1.2: 304
 1.4-1.5: 305-310
 1.6: 311
 1.7: 312
 1.8: 313-316
 1.13: 317-320
 1.14: 321
 1.16: 322
 1.18: 323
 1.20: 324-325
 1.21: 326
 1.24: 327-329
 2.6: 333-334
 3.6: 335
 3.7: 336-344
 3.8: 345
 3.10: 346
 3.11: 347-349
 3.12: 350-364
 Mine Countermeasures Vessel (MCMV):
 44, 412
 Minister of State for Defence Procurement:
 73, 546
 Ministry of Agriculture Fisheries and Food:
 (MAFF): 311, 44
- Ministry of Defence
 Centralised Operating & Enquiry service:
 558
 Head Office: 31, 542-543
 Joint Industrial Pay Committee: 534
 Police: 97-98
 Minor War Vessels: 560
 Missiles: see Advanced Medium Range
 Air-to-Air Missile, Conventionally Armed
 Stand-off Missile, Sidewinder, Skyflash,
 Sub strategic nuclear forces, Tomahawk
 Mission types: 256, Table 1, 259, 267
 Montreal Protocol: 589
 Multinational forces: see also Allied
 Command Europe Rapid Reaction Corps,
 Combined Joint Task Force, Franco-British
 Euro Air Group, UK/Netherlands
 Amphibious Force
 Multinational Division (Central): 18
- N**
- Nagorno-Karabakh: 241
 National Contingency Forces: 259, 261-262,
 30, 270-272, Table 2, 60,
 see also Force categorisation
 National Employers' Liaison Committee: 34
 National Military Rescue Co-ordination
 Centre: 315, see also Military Task 1.8
 National Radiological Protection Board: 40
 Natural Environment Research Council: 590
 Naval Recruiting and Training Agency: 551
 Nepal: 567
 Netherlands: 20, 335
 New Management Strategy: 108, 91, 542-543,
 94, 96, 546, 549, Figure 14
 Next Steps: see Defence Agencies
 Nimrod Maritime Patrol Aircraft: 51
 Non-combat operations: 263, 265
 Non-Proliferation Treaty:
 see Nuclear Non-Proliferation Treaty
 North Atlantic Co-operation Council
 (NACC): Figure 3, 232, 235
 North Atlantic Council: 235
 North Atlantic Treaty Organisation (NATO):
 103, 204, 208-210, Figure 3, 16-18, 214-222,
 228-229, 231-232, 20, 234-238, 250, 253, 256,
 Table 1, 260, 30, 269, 272-273, 302, 322,
 330-334, 51, 337, 358-359, 403, 60, 62, 438,
 95, 580
 Airborne Early Warning Force:
 see E-3D Sentry
 Brussels Summit 1994: 216-218, 17, 20, 332
 Command Structures: 331
 Comparison of Defence Expenditure:
 503, 505, Figure 15
 Enlargement: 235-238,
 see also 'Partnership for Peace'
 Force structures: 332-334
 London Summit 1990: 216, 20
 see also: Alliance Ground Surveillance
 Capability, Combined Joint Task Force,
 Defence Planning Committee, European
 Security and Defence Identity,
 Multinational Division (Central), North
 Atlantic Council, North Atlantic
 Co-operation Council, Land Rapid
 Reaction Forces, Washington Treaty
 Northern Ireland: Introduction, 105, 112, 254,
 279, 31, 42-43, see also Military Tasks 1.4
 and 1.5
 North Korea: 246, 249
 North Sea: 331
Northumberland HMS: 410
 Norway: 17, 321, 331

- Nuclear
 Accident Response: 39-40,
 see Military Task 1.2
 arms control: 230, see Military Task 3.12
 deterrent: see Strategic deterrent
 forces: Figure 4, Figure 6, 39,
 see also Military Task 1.1
 Installations Act, 1965: 77
 Non-Proliferation Treaty: 249-250, 38-39,
 351-352
 Powered Warships Safety Committee: 39
 Proliferation: 354
 testing: see Comprehensive Test Ban Treaty
 weapons: Figure 4, 246, 20, 304, 38-40
 research: 77
 Weapon Safety Committee: 39
 see also Conference on Disarmament,
 Strategic forces, Sub-strategic nuclear
 forces, Ministry of Defence Police
- O**
- Oakleaf* RFA: 343
 Ocean Survey Vessel: 413
 Office of Public Service and Science: 534,
 see also Code of Practice on Government
 Information
 Office of Science and Technology: 75
 Official Service Residences:
 see Service housing
Olma RFA: 51
 Oman: 328
 Open Government initiative: 582
 Open Skies Treaty: 361
 Organisation of African Unity: 245
 Organisation for the Prohibition of Chemical
 Weapons: 355
 Organisation for Security and Co-operation
 in Europe (OSCE): Figure 3, 209, 18, 227,
 239-241, 269, 352, 359, 445
 Budapest Summit, 1994: 239, 241
 Helsinki Summit, 1992: 241
 Outreach Programme: 20-22,
 see also 'Partnership for Peace'
- P**
- Parliament, Reporting to: 538-539, 94,
 Annex E, see also House of Commons
 Defence Committee
 'Partnership for Peace' (PfP): Figure 3, 216,
 225, 228, 232-233, 20-22, 234-238, 349
 Pathfinder scheme: 75
 Paveway III:
 see Low Level Laser Guided Bomb
 Peacekeeping: 104, 16, 20-21, 241, 243-245,
 254, 256, 261, 263, 266, 269, 34, 524,
 see also Military Task 3.1,
Wider Peacekeeping
 Pendine: 578
 Permanently Committed Forces: 259,
 see also Force Categorisation
 Petersberg Declaration:
 see WEU
 Pipeline forces: Annex A
 Pitreavie:
 see National Military Rescue Control Centre
 Poland: 220, 17, 232, 20-21
 Polaris: 38, Figure 6,
 see also strategic deterrent
 Portland Naval Base: 316, 566
 Pregnancy compensation payments:
 see Servicewomen
 Premature Voluntary Release (PVR): 509
 Prime Minister: 42, 87
 Prison Guard Force: 308
 Private Finance Initiative: 435, 557
 Procurement
 Executive: 61, 579
 expenditure: Figure 10
 policy: see Defence procurement
 process: 61, Figure 11
 Project CAPITAL: 94, 549-550, 553
 Proliferation: 210, 246-250, 254,
 see also Military Task 3.12
 Property Services Agency: 90
 Public Accounts Committee: 97
 Public Expenditure Survey: 274, 502, 504
 sector pay settlements: see Service pay,
 Civilian personnel
 Puerto Rico: 343
 PURPLE NOVA 94 (Exercise): 222
- Q**
- Queen, Her Majesty The: 319, 87
 Queen's Flight, The: see Military Task 1.13
- R**
- RAF:
 Brawdy: 314, 568
 Carlisle: 575
 Chivenor: 314, 576
 Coltishall: 314, 51
 Cosford: 577
 Cranwell: 576
 Finningley: 545, 576
 Halton: 577
 High Wycombe: 331
 Laarbruch: 335, 545
 Linton-on-Ouse: 576
 Locking: 577
 Manston: 314
 North Luffenham: 575
 Northolt: 320
 Quedgeley: 575
 St Athan: 575
 Scampton: 545, 576
 Sealand: 575
 Shawbury: 544, 576
 Stafford: 275
 Wattisham: 314
 Wyton: 575
 Rapid Reaction Forces (RRF):
 see Military Task 2.6
 Readiness: 275
Realising Our Potential (Cm 2250): 75
 Redundancies: see civilian redundancy,
 Service redundancy
 Republic of Ireland: 17, 307
 Rescue Co-ordination Centres:
 see Military Task 1.18
 Research: see Defence research
 Reserve Forces: 258, 281-282, 34, 528-531
 see also: Royal Air Force Volunteer
 Reserve, Royal Auxiliary Air Force,
 Royal Naval Reserve, Territorial Army
 Legislation: 282, 34, 323
 Resource Accounting and Budgeting:
 see Project CAPITAL
Resource RFA: 51
 Rheindahlen: 334
Richmond HMS: 410
 Romania: 220, 17, 232, 20
 Rosyth Dockyard: 564
 Rosyth Naval Base: 44, 545, 560
 Royal Air Force (RAF)
 equipment: 275-276, 279, 423-428, Table 5
 Logistic Support Services: 552
 Logistics Information Technology Strategy:
 575
 planned size of: 507, Annex E
 recruitment: 508
 redundancies: 506
 Regiment: 343
 Staff College: 95
 Signals Engineering Establishment: 551
 strength of: Annex D
 Support area: 575-577
 Tactical Communications Wing: 30
 Volunteer Reserve: 341,
 see also Reserve Forces
 Royal Anglian Regiment, 2nd: 50
 Royal Armoured Corps: 508, 529
 Royal Artillery: 50, 568
 Royal Auxiliary Air Force (R Aux AF): 528,
 see also Reserve Forces
 Royal College of Defence Studies: 21, 95
 Royal College of Physicians: 515
 Royal Electrical and Mechanical Engineers:
 50, 529
 Royal Engineers: 50
 Royal Fleet Auxiliary (RFA): see *Fort Austin*
RFA, *Fort George RFA*, *Fort Victoria RFA*,
Oakleaf RFA, *Olma RFA*
 Royal Gloucestershire, Berkshire and
 Wiltshire Regiment: 50
 Royal Highland Fusiliers: 50
 Royal Irish Regiment: 306, 308
 Royal Logistic Corps: 50, 529
 Royal Marines (RM): 52, 343, Annex B
 Reserve: 528, see also Reserve Forces
 School of Music: 566
 Royal Military Police: 574
 Royal Naval Reserve: 341, 528, see also
 Reserve Forces
 Royal Navy (RN)
 aircraft: Annex B, see also Sea Harrier,
 Helicopters
 Air Station: 316, 566
 Armament Depot: 405
 equipment: 275-277, 404-416, Table 3
 Fleet, the strength of: Annex B
 Hydrographic Surveying Service:
 see Military Task 1.21
 Offshore Activities: 44-45
 Patrol vessels: 322, 324, Annex B
 Personnel Functional Standards: 510-511
 planned size of: 507, Annex E
 recruitment: 508, see also Naval Recruiting
 and Training Agency
 redundancies: 506
 Staff College: 95, 565
 support Area: 560-566
 Royal Signals: 50
 Royal Ulster Constabulary (RUC): 105, 112,
 31, 305-306, 308, 42-43
 Royal Welch Fusiliers: 343, 50
 Royal Yacht: see *Britannia* HMY
 Rules of Engagement: 24
 Russia: 214, 224-231, 20, 238, 39, 352
 Chechyna: 227
 Rwanda: 104, 342, 53-54, 580
- S**
- St Petersburg: 319
 Satellite communications: 30,
 see also SKYNET
 Saxon, Armoured Vehicle: 50
 School of Army Chaplains: 569
 School of Infantry: 21
 Scimitar (ACV): 50
 Scots Guards: 20
 Scott HMS: 413
 Scott Inquiry: 447
 Scottish Fisheries Protection Agency: 311, 44,
 see also Military Task 1.6

- Sea Harrier: 277, 51, 408
 Sea King helicopter: 316, 51, 408
 Search and Rescue (SAR): 44, 325,
 see Military Task 1.8
 call-out and rescue statistics: 313
 Secretary of State for Defence: Introduction,
 21, 51, 73, 517, 520, 97
 Security policy: Introduction, 101-102, 106,
 201-255, 257
 Service
 Children's Schools (North West Europe):
 552, 559
 Evacuation plans: see Military Task 1.21
 housing: 520-523
 manpower requirements: 507, Annex E,
 see also Independent Review of Service
 career and manpower structures
 pay: 516-519
 personnel issues: 506-515, 524-526, 533, 547,
 552, see also Independent Review of
 Service career and manpower structures
 recruitment: 508
 redundancies: 502, 506
 women, compensation payments to: 513
 Sex Discrimination Act, 1975: 513
 SHARP GUARD, Operation: 51, 337
 Ship procurement, refitting and repair:
 Annex E
 Shipwrecked Mariners' Society: 313
 SHORT SERMON (Exercise): 40
 Sidewinder Air-to-Air Missile: 51
 Site of Special Scientific Interest: 590
 Skyflash Air-to-Air Missile: 51
 SKYNET: 30, 403,
 see also satellite communications
 Slovakia: 220, 17, 232, 21
 Slovenia: 20
 Somalia: 344
 Sonobuoy, new advanced: 109, 279
 South
 Africa: 250, 319, 329, 348
 Atlantic: 269
 Georgia:
 see South Atlantic and Military Task 1.18
 Sandwich Islands:
 see South Atlantic and Military Task 1.18
 Soviet Union: 210, 242
 Spearfish torpedo: 276, 415
 State Ceremonial and Routine Public Duties:
 see Military Task: 1.14
 Statement on the Defence Estimates:
 1994: 107, 112, 409, 414-415
 1992: 255
 see also *Britain's Defence for the 90s*,
Defending Our Future
 Strategic
 Alignment: 75
 Arms Reduction Treaties (START and
 START II): 230, 20, 39, 352
 deterrent: 280, 38-39, Figure 4, Figure 6,
 404-406, see also Military Task 1.1
 programme cost: 406
 size of: 405-406
 see also Vanguard Class SSBN
 forces: Figure 4
 Research Programme: see nuclear weapons
 research
 setting: Introduction, 101, 261, 264, 266, 276,
 280, 332
 Structural Materials Centre:
 see Dual Use Technology Centres
 SUBFACTS: 44
 Submarine communications: 109, 277
 Submarine-launched Ballistic Missiles:
 Figure 4
 Submarines: see Swiftsure Class,
 Trafalgar Class, Vanguard Class, Annex B
 Sub-strategic nuclear deterrent:
 Military Task 1.1, 38, Figure 6,
 see also Nuclear Weapons Research
 Supply Estimates: 538, Annex E
 Support
 Area, the: 542, 560-571
 Helicopter: 425
 Supreme Allied Commander Europe
 (SACEUR): 331
 Surveying: see Military Task 1.24
 Sustainability and endurance: 261
 Sweden: 220, 17, 232
 Swiftsure Class SSN: 407
- T**
 Tactical Weapon System: 407
 Tanks: see Challenger
 Tanker aircraft: see Tristar, VC-10
 Tanzania: 53
 Task: see Military Task
 Technology Foresight Programme: 75
 Territorial Army (TA): 312, 323, 341, 529-531,
 see also Reserve Forces
 Terrorism: 210, 251, 254,
 see also Northern Ireland
The Civil Service - Continuity and Change
 (Cm 2627): 553
The Civil Service - Taking Forward Continuity
and Change (Cm 2748): 91
 Theatre Missile Defence: 62
 Thermal Imaging Laser Designation Pods:
 428
 Tomahawk land attack missiles: 275, 416
 Top Level Budgets: 504-505, 90, 91, 94, 96,
 546, Figure 14, see also Defence budget
 Tornado aircraft
 F3: 279, 51
 GR1: 275, 279, 303, 339, 52, 424
 GR4: 275, 424
 Torpedo: see Spearfish
 Towed Radar Decoys: 279
 Tower Bridge Centenary: 319
 Trade, influence on Security Policy: 205,
 Figure 1, see also Defence Exports
 Trade Unions: 547
 Trafalgar Class SSN: 275, 407
 Training: 20-22, 261, 275, 95, 552, 574,
 Figure 17, see also Military Task 3.11
 Trans Caucasus: 20
 Treasury, HM: 534, 549
 Trident: see Strategic deterrent and Military
 Task 1.1
 Trinidad and Tobago: 343
 Tristar: 51
 Turkey: 17
- U**
 Ukraine: 214, 352, 361
 Under Secretary of State for Defence: 587
 United Kingdom
 Air Defence Region (UKADR): 331
 Expatriate community: 206, Figure 2
 and Netherlands Amphibious Force: 18
 United Nations (UN): 104, 208-209, 18, 21,
 243-244, 24, 245, 248, 254, Table 1, 269,
 329, 336-344, 50-54, 346, 446, 524
 Assistance Mission for Rwanda
 (UNAMIR): see Rwanda
 Charter: 446
 Department of Peacekeeping Operations:
 24
- Force In Cyprus (UNFICYP): 524
 General Assembly: 245, 354
 High Commission for Refugees (UNHCR):
 50
 Military Observers: 50-51
 Mission in Haiti (UNMIH): see Haiti
 Protection Force (UNPROFOR): 334, 50-51,
 see also Former Yugoslavia
 Register of Conventional Arms: 362
 Resolutions: 248, 336, 339-340, 52, 343, 354
 Security Council: 204, 52, 445
 Special Commission (UNSCOM): 248, 340
 Weaponry Convention: 364
 see also Peacekeeping
 United States of America (US): 205-206, 16,
 249, 39-40, 339, 53, 352, 361, 62, 416, 438, 76
 Joint Affordable Strike Technology
 Programme: 277
 Navy: 405
 Special Forces: 343
 UVIC® Detector: 442
- V**
 VALKYRIE VENTURE (Exercise): 21
 Vanguard Class SSBN:
 see Strategic deterrent and Military Task 1.1
 Vanguard HMS: 302, 38, 405
 Vengeance HMS: 406
 Victorious HMS: 303, 406
 Vigilant HMS: 303, 406
 VC10 aircraft: 52
 VE Day: see World War II Commemorations
 Verification: see Arms Control
 Vienna Document, The: 360
 VJ Day: see World War II Commemorations
 Volunteer Reserves: see Reserves
- W**
 War Maintenance Reserve: 278
 Warrior (ACV): 278, 50, 420
 Warsaw Pact: 21
 Washington Treaty: 217, 253, Table 1
 WE177 free-fall bomb: see sub-strategic
 nuclear deterrent and Military Tasks
 1.1 and 3.12
 Weapons of mass destruction (WMD):
 210, 250, 340, see also Proliferation
 Wessex helicopter: 313, 324, 528
 Western European Armaments Group
 (WEAG): 437
 Western European Union (WEU): 103, 204,
 Figure 3, 209, 218, 220-223, 16-18, 234, 256,
 Table 1, 51, 337
 Brussels Treaty 1948: 16
 Petersberg Declaration: 221, 16, 256
Wider Peacekeeping: 244, 24
 World War II Commemorations:
 319, 321, 527, 87, 97
- Y**
 Yemen: 326
 Yugoslavia: see Former Yugoslavia
- Z**
 Zaire: 53
 Zimbabwe: 321



Published by HMSO and available from:

HMSO Publications Centre

(Mail, fax and telephone orders only)

PO Box 276, London SW8 5DT

Telephone orders 0171-873 9090

General enquiries 0171-873 0011

(queuing system in operation for both numbers)

Fax orders 0171-873 8200

HMSO Bookshops

49 High Holborn, London WC1V 6HB

(counter service only)

0171-873 0011 Fax 0171-831 1326

68-69 Bull Street, Birmingham B4 6AD

0121-236 9696 Fax 0121-236 9699

33 Wine Street, Bristol, BS1 2BQ

0117 926 4306 Fax 0117 929 4515

9-21 Princess Street, Manchester M60 8AS

0161-834 7201 Fax 0161-833 0634

16 Arthur Street, Belfast BT1 4GD

01232 238451 Fax 01232 235401

71 Lothian Road, Edinburgh EH3 9AZ

0131-228 4181 Fax 0131-229 2734

The HMSO Oriel Bookshop

The Friary, Cardiff CF1 4AA

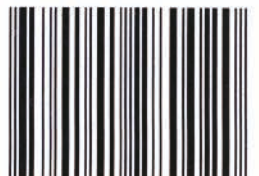
01222 395548 Fax 01222 384347

HMSO's Accredited Agents

(see Yellow Pages)

and through good booksellers

ISBN 0-10-128002-5



9 780101 280020