

# Purpose

## Current Operations

Essay – The Comprehensive Approach to Operations

## Future Operations

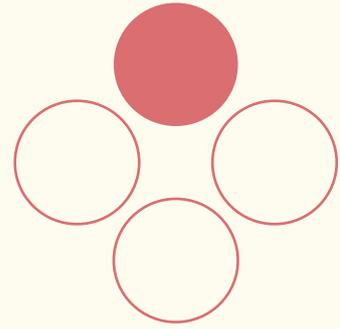
Essay – Supporting Current Operations and the Impact on Readiness

## Policy

Essay – The Future of the UK's Nuclear Deterrent

## Wider Government

Essay – Defence and Climate Change



# Current Operations

## Objective: to succeed in Operations and Military Tasks Today

### Public Service Agreement Target (SR2004 MoD Target 1)

Achieve the objectives established by Ministers for Operations and Military Tasks in which the United Kingdom's Armed Forces are involved, including those providing support to our civil communities.

## Assessment and Performance Measures

**Assessment:** Over the year the Armed Forces remained broadly on course to deliver their policy and military objectives, albeit with some risk. This required taking greater risk against other defence objectives, in particular readiness for contingent operations and achievement of single Service harmony guidelines. The proportion of regular forces deployed on operations and other military tasks increased from just under 20% to 21.4% over the year, and the Armed Forces continued to operate above the overall level of concurrent operations which they are resourced and structured to deliver for the fifth successive year. The number of personnel deployed to Afghanistan rose substantially, but numbers fell in Iraq, Northern Ireland and the Balkans. There was a substantial increase in the number of Urgent Operational Requirements, reflecting the tempo of operations and the increase in the number of personnel deployed to Afghanistan during the year.

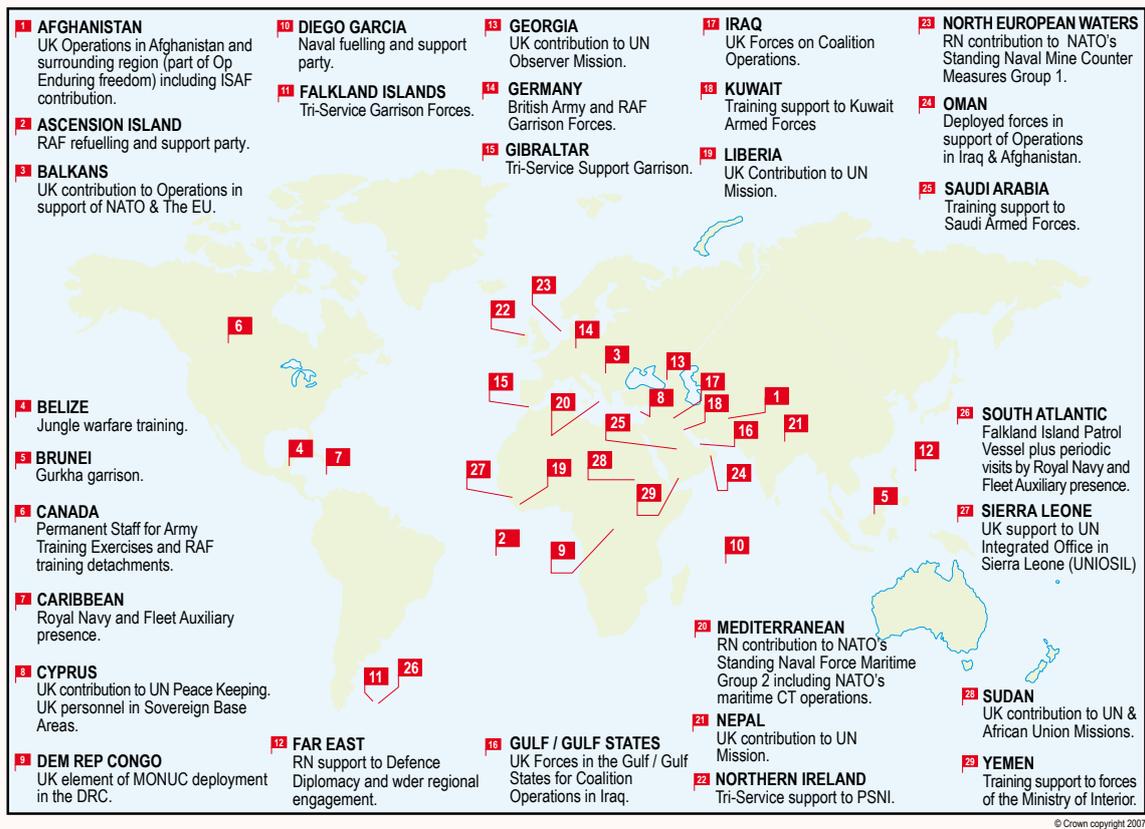
Achieve the objectives established by ministers for Operations and military basics:

- The Armed Forces remained broadly on course, with some risk, to achieve success against the policy and military objectives set for Operations overseas, including in Iraq, Afghanistan and the Balkans and in response to the deteriorating security situation in Lebanon;
- The Armed Forces contributed to seven UN Peacekeeping Missions, in Cyprus, Democratic Republic of Congo, Georgia, Liberia, Sierra Leone, Sudan and Nepal;
- A minimum nuclear deterrent capability was maintained throughout the year;
- The integrity of UK waters and airspace was maintained throughout the year;
- The security of the UK's Overseas Territories, including the Falkland Islands, Gibraltar and the Sovereign Base Areas in Cyprus, was maintained;
- Continuing support was provided to the civil authorities at home, including in Northern Ireland, provision of Search and Rescue and Fisheries Protection Services, and the investigation and disposal of suspected explosive devices.

Monitor the proportion of the Armed Forces deployed in support of Operations and Military Tasks:

- The proportion of regular forces deployed on operations and other military tasks increased from just under 20% in the last quarter of 2005-06 (including about 25% of the Army) to 21.4% in the last quarter of 2006-07 (including about 24% of the Army);
- The Armed Forces continued to operate above the overall level of concurrent operations for which they are resourced and structured to deliver for the fifth successive year;
- UK military personnel deployed in support of operations in Iraq (including reserves) reduced from some 9,200 in April 2006 to some 8,100 in March 2007;
- UK military personnel deployed to Afghanistan (including reserves) rose from some 2,500 in April 2006 to 6,300 in March 2007;
- UK military personnel deployed to the Balkans (including reserves) reduced from about 900 in April 2006 to about 400 on withdrawal of the UK battle group in Bosnia-Herzegovina in March 2007;
- UK military personnel deployed to or stationed in Northern Ireland reduced from about 9,000 in April 2006 to 7,000 in March 2007. The Royal Irish (Home Service) battalions were declared non-operational in September 2006;
- About 317 civilians were deployed outside the UK on, or in support of, operations or other Government objectives during the year.

Fig. 1 Principal Deployments of the Armed Forces on 1st April 2007



1. The Ministry of Defence and the Armed Forces exist to defend the United Kingdom and its interests and strengthen international peace and stability. Their principal effort over the year, in conjunction with other Government Departments and the international community, was to support the Government in achieving strategic success in current operations. Throughout the year the Armed Forces, supported by their civilian colleagues, worked successfully towards this goal at home and overseas, remaining broadly on course to deliver the policy and military objectives set by Ministers, albeit with some risk. This required them consistently to operate above the level of concurrent operations, as set out in the December 2003 Defence White Paper, which our force structures assume (see paragraphs 38 to 43). Achieving this required taking greater risk against other defence objectives, in particular readiness for contingent operations and achievement of single Service harmony guidelines (see paragraphs 45-52 under *Future Operations* and 217-219 under *Personnel Management*). The MoD has made it very clear that in balancing between objectives the overriding priority is operational success.

2. In particular, during 2006-07, UK forces continued to be engaged in two highly demanding Medium Scale peace enforcement missions in high risk environments, in Iraq (Operation TELIC) and in Afghanistan (Operation HERRICK). These involved overcoming significant armed opposition from insurgents fighting hard to frustrate the international community's and the elected Iraqi and Afghan Governments' objectives. The level of violence in both theatres was the highest since full-scale warfighting ended in 2003 and 2001 respectively, and sadly during the year 76 Service personnel were killed and 85 seriously injured on these operations in the service of our country and of the people of Iraq and Afghanistan. Those who died were brought home swiftly and with fitting ceremony recognising their sacrifice; in June 2007 the MoD and Ministry of Justice announced improvements in the support provided to their families. Those seriously injured were evacuated promptly back to the United Kingdom, where since December 2006 a Military Managed Ward Unit at the University Hospital Birmingham NHS Foundation Trust has enabled military patients to recover alongside their comrades (see paragraph 241 under *Health and Safety*). Nevertheless, there was real progress in the two critical areas of building the capacity of Iraq's and Afghanistan's own national security forces (known as security sector reform); and in providing sufficient security for reconstruction and development

work (principally by the Department for International Development) to proceed (see the essay on the Comprehensive Approach in Afghanistan on page 40). This required great efforts from all defence personnel, both those in the front line and those preparing for or supporting operations.

3. The MoD worked with the Foreign and Commonwealth Office (FCO), the Department for International Development (DfID), the United States Government, and with other allies and partners throughout the year to review collective strategic objectives, and agree the best ways and means to integrate and achieve them. It also continued to identify operational lessons, and to make adjustments as necessary. In Iraq and Afghanistan the threat to UK forces continued to evolve, and the clear articulation of operational risk helped the Department focus on key matters that required action at the highest level during the year. In particular this resulted in the deployment of additional forces to Afghanistan (see paragraph 20), the acquisition and deployment to Iraq and Afghanistan of protected patrol vehicles to improve the protection of UK personnel and a range of Defence Aids Suites and survivability enhancements to helicopters and fixed wing aircraft. Additionally, the development of Operational Intelligence Support Groups has greatly enhanced the operational success through the provision of strategic level intelligence to commanders on the ground. The Armed Forces continued to exploit the latest technologies to maintain the initiative and keep losses to a minimum. They also introduced innovations, in particular through security measures for force protection, surveillance, and action against the infrastructure and forces facing them.



Protected Patrol Vehicle recently deployed to Iraq and Afghanistan

4. The Armed Forces were also deployed on other, smaller operations around the world, particularly in the Balkans and Africa. Figure 1 shows the wide range of their deployments as of 1 April 2007. They also continued to discharge a number of standing tasks, including wide-ranging assistance to a number of Departments in the United Kingdom in support of the Government's domestic objectives. Political progress

in the Balkans and in Northern Ireland enabled a draw-down in force levels in these theatres, which has slightly relieved the pressure of operations.

### Urgent operational Requirements

5. The Department has procured new equipment and enhanced existing equipment for operations in Iraq and Afghanistan through its Urgent Operational Requirements (UORs) process. Between late 2001 and March 2007 some 610 UORs were approved, for a total expenditure of £1.9bn. The process has been very successful: 98% of UORs delivered to Iraq during the warfighting phase of the operation, and reported upon, were found to be either effective or highly effective; and 100% of UORs delivered to Afghanistan since the British move to the South, and reported upon, have been rated by troops in theatre as either effective or highly effective. 229 UORs were approved in 2006-07 (134 for Afghanistan and 95 for Iraq) for £763M. This was a substantial increase over 2005-06, reflecting the tempo of operations and the large increase in the number of personnel deployed to Afghanistan during the year (see paragraph 20 below). Enhancements to existing capabilities have included provision of protection upgrades to vehicles on operations, new Protected Patrol Vehicles to supplement the vehicles already in theatre, a range of Defensive Aids Suites and survivability enhancements to helicopters and fixed wing aircraft, electronic counter measures, communications and surveillance equipment, base security, and deployable accommodation. Further information on the cost of UORs can be found in Note 2 to the Departmental Resource Accounts on page 236.

### Operational Allowance

6. Recognising the increased and enduring nature of danger in Iraq, Afghanistan and the Balkans, in October 2006 the Government introduced a non-taxable Operational Allowance funded by the Treasury, backdated to 1 April 2006. The amount was based on the tax and National Insurance paid by a Private Soldier within five years service deployed on operations for six months to ensure that it was targeted at the majority of personnel who are currently deployed on operations. For a six month deployment, the allowance is currently worth some £2,240. For 2006-07 it was paid at a daily rate of £12.75 to take into account those personnel who deploy for periods that are greater or less than six months. The first payments were made by Christmas 2006 and as at 31 March 2007 some £40M had been paid to about 36,000 personnel. In June 2007 the Government announced a 3.6% increase, backdated to 1 April 2007. Reflecting the increased security and stability in the Balkans (see paragraph 84 under *Policy*), it also announced the allowance would no longer be payable to personnel serving in that area from 1 September 2007.

## Iraq



7. The United Kingdom's Armed Forces continued their deployment in Iraq under the mandate of United Nations Security Council Resolution 1723. As one of 26 nations contributing to the Multi-National Forces Iraq, UK forces were the second largest contributor of international military assistance behind the United States. UK military and civilian personnel have made a significant contribution towards creating the conditions required to transfer security responsibility to the Iraqi authorities by helping to train and mentor the Iraqi Security Forces (ISF), providing security, conducting joint security and counter-terrorist operations with the ISF and capacity building of national institutions. During 2006, in a process backed by the UN, the first fully elected Government of Iraq – the Iraqi National Unity Government – was formed of representatives from across all the main elements of Iraqi society. Responsibility for security in three provinces also transferred to the Iraqi authorities.



A soldier carrying out patrols in Basra City

8. The UK's area of responsibility comprises the four southern-most provinces in Iraq – Al Basrah, Al Muthanna, Dhi Qar and Maysan – and is known as Multinational Division (South East) (MND(SE)). In 2006-07 the number of UK personnel deployed in the Gulf region on, or in support of, Operation TELIC reduced slightly from some 9,200 at the beginning of the year to about 8,100 by its end. This included approximately 7,100 personnel based in Iraq itself, mainly in the

MND(SE) area. The net additional cost of operations in Iraq during 2006-07 was £965M. Troop reductions were also made during the year by our MND(SE) partners, with Japan and Italy both ending their contributions to military ground operations, leaving around 1,500 personnel from Australia, Romania, Denmark, the Czech Republic and Lithuania and UK command.



**New Body Armour**

**9.** The Reserve Forces continued to make a valuable contribution to military operations. In Iraq they performed a wide range of tasks including force protection duties, logistics, medical support and reinforcing Regular units. In addition, up to 20 members of the Sponsored Reserves were also deployed in theatre at any one time providing meteorological information, aircraft maintenance and heavy equipment transporter drivers.

**10.** Around 170 defence civil servants were also deployed in Iraq during the year, filling posts providing policy and financial advice to deployed UK forces and coalition headquarters, specialised scientific support, fire services, and Ministry of Defence Police. They also worked as advisors and mentors helping develop the Iraqi Ministry of Defence in Baghdad.

**11.** Although violence in southern Iraq was much lower than elsewhere in the country, Basra continued to suffer from violence mainly between Shia groups, with the remainder of other attacks aimed at coalition forces in MND(SE). In response to increasing attacks, all aspects of the protection of personnel were enhanced by continuous improvements in tactics and training, supported by the development of improved body armour, new armoured vehicles, modern surveillance technologies such as Unmanned Aerial Vehicles (UAVs) and the building of enhanced base protection to reduce the risks to UK personnel. 31 soldiers, sailors and airmen were nevertheless killed in Iraq during the year, bringing the total since the start of Operation TELIC to 31 March 2007 to 134, of whom 103 were as a result of hostile action. 51 military personnel also sustained very serious, or serious, injuries.

**12.** During the year, UK forces operating in MND(SE) provided military support to security operations and training the Iraq Security Forces, thereby helping to create the security conditions to enable economic development and reconstruction and a democratic political process, to move the country towards security self reliance. Key activities included:

- training and mentoring the 10th Division of the Iraqi Army (which is based in southern Iraq), including using Global Conflict Prevention Pool funding to build a parade square and assault course at the Iraqi Military Academy at Tallil. The Division proved its professionalism during Operation SINBAD and is now planning and leading security operations in Basrah City with minimal Coalition support. Two 10th Division battalions also performed well in Baghdad supporting the joint Iraqi/coalition operation Fardh al Qanoon. The Iraqi Ground Forces Command in Baghdad assumed operational command of 10th Division in January 2007;
- working with the Iraqi Government, Provincial Authorities and Security Forces in Operation SINBAD to make Basra a more secure and prosperous environment in which to live and work through a range of security operations, reconstruction projects and security mentoring (see paragraphs 15 below and 89 under *Policy*);
- maintaining the sovereignty and integrity of Iraqi territorial waters, in particular protecting Iraq's offshore oil infrastructure and the security of merchant vessels;

- developing the Iraqi Navy by providing around 30 UK personnel located at Umm Qasr Naval Base south of Basra to train and mentor Iraqi naval and marine personnel. In addition, twelve Iraqi naval officers were trained in the UK at the Britannia Royal Naval College Dartmouth and HMS Collingwood;
- training and mentoring the Department of Border Enforcement (DBE) to help them ensure the integrity of Iraq's southern borders and prevent smuggling, including supporting the DBE during an operation at two border points in MND(SE) to make procedures more efficient, improve equipment and improve infrastructure;
- improving the Iraqi Police Service is at the heart of HMG's current work and with the assistance of over 50 FCO-led International Police Advisors, the MoD is helping to develop specific niche training programmes in leadership, intelligence and internal affairs that help build long-term capacity; and
- providing an additional £39M for infrastructure projects and equipment such as radios and police vehicles to help build the capability of the Iraqi Security Forces.

**13.** Nationally, UK military personnel supported training at the Iraqi Military Academy and elsewhere, as part of the NATO Training Mission-Iraq, contributing to the commissioning of a total of 571 officers in four groups between January and December 2006.

**14.** Reflecting the growing capability of Iraqi security forces and national and provincial government, Iraqi authorities officially took over responsibility for security in Al Muthanna province in July 2006 – the first province in Iraq to achieve this – and in Dhi Qar province in September, both within the UK's area of responsibility. These were followed by An-Najaf province, bordering the Multi-National Division (South East) area, where the Iraqi authorities took over responsibility for security in December 2006 and in Maysan province in April 2007. On behalf of the coalition, UK forces in MND(SE) managed many projects that helped improve the lives of local people. These included, in Maysan, refurbishing four schools, building new and improving existing sewerage mains and the development of a refuse collection scheme. New stands for water tanks were built, new water networks were created and existing ones improved, and improvements were made to electricity distribution and the road system in Dhi Qar. In Al Muthanna, a province-wide project to spray the date crop was undertaken as well as improvements made to electricity supply.

## Operation SINBAD



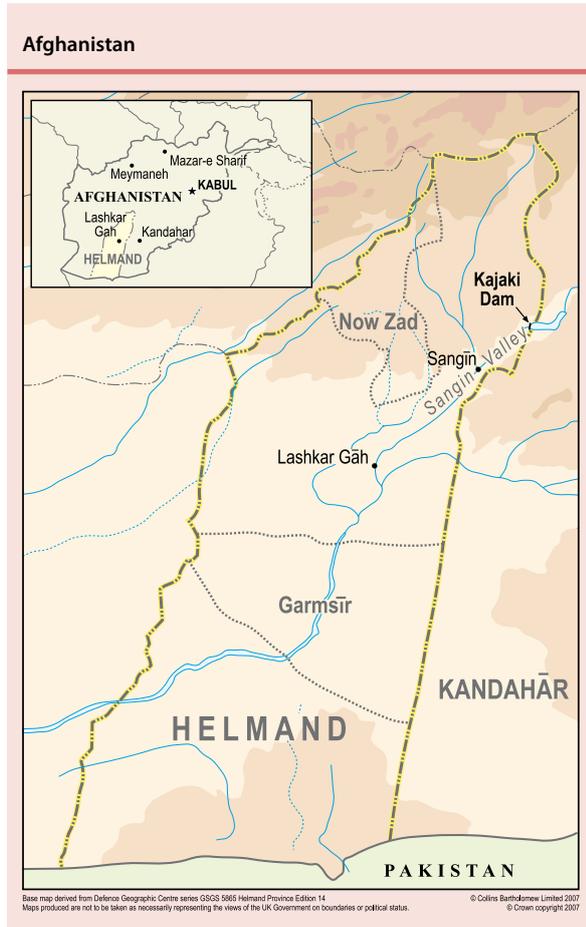
SINBAD – Iraqi Security Forces and Multi-National forces working together.

**15.** To improve the deteriorating security situation and economic environment in Basra City, in September 2006 Operation SINBAD, a joint Iraqi/Coalition operation, was launched to improve security and deliver a small number of short-term infrastructure projects. It covered each of the 16 districts of Basra City in turn and ran until January 2007. Over \$77M was invested in reconstruction projects and over 24,000 short-term jobs were created. Lasting improvements included 212 kilometres of new water pipe laid, 70,000 date palm offshoots planted (providing about 1,000 new jobs, stimulating local agriculture and helping restore the marsh-land ecosystem), 249 schools refurbished and 20 Primary Health Centres refurbished and stocked. While SINBAD was initially led by the Coalition, the Iraqi Security Forces grew in capability throughout the operation and took the lead for the latter phases without overt Coalition support. Local politicians were engaged and happy with the work conducted, and levels of support and positive feedback from the local population increased during the operation. Overall, Operation SINBAD delivered promising results that should help towards achieving the conditions for transition to Provincial Iraqi Control in Al Basrah province.



Operation SINBAD

## Afghanistan



**16.** The UK continued to play a leading role within the NATO led International Security Assistance Force (ISAF) in Afghanistan. The net additional cost of UK operations in Afghanistan during 2006-07 was £742M. ISAF represents NATO's largest ever mission, with 37 nations contributing over 35,000 troops in March 2007, in addition to 8,000 US personnel under Coalition command, 30,000 personnel of the Afghan National Army (ANA) and some 60,000 Afghan National Police (ANP). The ISAF is in Afghanistan at the invitation of the elected Afghan Government and with UN authorisation, to provide the secure environment necessary for reconstruction and development to take place. NATO Foreign Ministers reaffirmed the long-term commitment of their countries to this goal when they met in Brussels in January 2007. The Afghan people have enthusiastically embraced the opportunity to shape their country's future with 70% of registered voters participating in the 2004 Presidential elections, and 51.5% in the 2005 Parliamentary and Provincial Council elections. The Afghan Government is working hard to strengthen its institutions and to extend its remit across the entire country. The United Kingdom and the international community, have an important role

to play in ensuring that more is done in the year ahead to build on this progress.

**17.** During the year the UK Armed Forces:

- led ISAF for nine months from May 2006, using the headquarters of the Allied Rapid Reaction Corps (for which the UK is the framework nation and provides 60% of the manpower) under the command of Lieutenant General David Richards, supported by elements of 1 Signal Brigade. In February 2007 command was handed over to a composite headquarters under US leadership;
- successfully prosecuted extensive, intense and demanding operations against the Taliban in Helmand Province in the south of Afghanistan;
- provided direct assistance to reconstruction in a security environment which is not safe for civilian personnel from the Department for International Development or Non Government Organisations to work; and
- continued to train and mentor elements of the Afghan National Army and Police.

**18.** Despite initiatives aimed at improving security, insurgent attacks increased significantly during the year. In order to minimise the risks to UK personnel, new, enhanced armoured vehicles were procured and deployed. Nevertheless, 45 soldiers, sailors and airmen were killed in Afghanistan during the year, bringing the total from the start of Operation HERRICK to 31 March 2007 to 52. A further 34 were seriously injured.

**19.** With ISAF support, Provincial Reconstruction Teams (PRTs), across Afghanistan (including a UK-led force in Mazar-e Sharif in the early part of the year), have brought real benefits to the people in northern and western Afghanistan, paving the way for reconstruction and helping extend the authority of the elected Afghan Government. At the beginning of the year the security situation in these areas was broadly stable, with neither the Taliban nor other illegal armed groups posing a credible threat to the Government, but control of the south was disputed. ISAF therefore expanded into the south and east of Afghanistan in 2006, extending its operations across the whole of Afghanistan. This was critical to stabilisation, extending the authority of the Government of Afghanistan across the whole country and facilitating reconstruction. Following the handover of the UK's previous area of operations in the north of Afghanistan to other NATO Allies in the spring, the main focus of UK operations during the year was therefore Helmand Province in the south of Afghanistan, to support the UK-led PRT in the province as part of the comprehensive

cross-Government strategy to establish the security conditions for improved governance, reconstruction and development to take place (see the essay on the Comprehensive Approach on page 40).



Operation Herrick

**20.** Over the year, the number of UK forces in theatre grew from around 2,500 service personnel in April 2006 to some 6,300 in March 2007. In April 2006, elements of 16 Air Assault Brigade, (including UK Apache attack helicopters on their first operation) deployed to Helmand to create the security conditions needed to enable reconstruction and development. It saw intense fighting in Garmsir (in the south of the province), around Now Zad and in the Sangin valley (in the north and east) over the summer. Additional UK forces also provided a regional manoeuvre capability based in Kandahar, and RAF and Fleet Air Arm aircraft from Joint Force Harrier based at Kandahar provided close air support to operations throughout the year. In June, a squadron from the RAF Regiment was deployed to provide additional force protection at Kandahar Airfield. In July the Government announced the deployment to Helmand of a further 1,000 UK troops and additional Chinook helicopters, reflecting the challenging operational environment. 16 Air Assault Brigade was replaced by 3 Commando Brigade in October (including the first operational deployment of the Royal Marines' new Viking armoured vehicle). Supported by increasingly capable Afghan National Army and Police units, UK forces continued to undertake operations against those unwilling to see an extension of the authority of the elected Afghan Government. Over the winter these forces inflicted a series of tactical defeats in successful operations in Garmsir, around Lashkar Gah in the centre, and in the Sangin valley and the Kajaki Dam. In its turn 3 Commando Brigade was replaced by 12 Mechanised Brigade in April 2007. In February 2007 the Government announced that the UK would deploy a further 1,400 personnel over the summer (see paragraph 63 under *Policy*) to provide a manoeuvre reserve for Regional Command (South), together with

additional reconnaissance and surveillance, close air support, support helicopters and air transport, bringing the eventual total number of UK personnel deployed to some 7,700. Personnel from the United States, Canada, Denmark and Estonia, fought alongside and supported UK troops in Helmand during the year.



Chinook bringing an underslung load to the base at Sangin.

**21.** This military activity was coordinated with the establishment of a UK-led cross-government Provincial Reconstruction Team (PRT) in Lashkar Gah. This enabled improved mentoring of local Afghan institutions and governance, working with the Helmand authorities to strengthen provincial level democracy and with the Provincial Development Committee to help prioritise its efforts in line with Afghan national plans to enable sustained Afghan-led reconstruction efforts to get off the ground. It also took forward over 100 Quick Impact Projects across Helmand Province during the year that improved the lives of ordinary Afghans, including a number of reconstruction and development projects such as building windmill-powered wells and schools, water infrastructure works and providing emergency food distribution (also see paragraph 89 under *Policy*). The \$180M Kajaki Dam project will, once completed, provide irrigation and electricity across the region. Since 2001, the UK has spent over £500M on reconstruction and development in Afghanistan, making the UK Afghanistan's second largest bilateral donor after the US. The UK's long-term commitment to

the reconstruction and development of Afghanistan is underpinned by the Afghanistan Compact and the ten-year UK-Afghanistan Development Partnership Arrangement, which supports the Afghan Government's interim National Development Strategy. The Arrangement, signed in February 2006 by the Prime Minister and the elected President of Afghanistan, committed £330M of development assistance to Afghanistan over three years (2006-09). £102M of this assistance was disbursed in 2006-07 and £115M will be 2008-09.



Supply Convoy – Helmand.

**22.** The Afghan Security Forces made an increasing contribution to the security of their own country during the year, although more still needs to be done to help them achieve this. The Afghan National Army (ANA) has been reformed and is now more professional, accountable and ethnically balanced. Approximately 30,000 ANA soldiers and close to 60,000 Afghan National Police (ANP) officers have been recruited, trained and equipped. Work is underway to ensure greater co-ordination of the army and police, with the development of command centres at provincial and regional levels. The UK continued to provide trainers and mentors to the ANA and ANP, in particular through Operational Mentoring and Liaison Teams which have trained ANA personnel in military and security aspects from very basic soldiering skills and weapon handling to dealing with suicide attacks and more advanced operations. For example, following work with 3 Commando Brigade, 3/205 Brigade of the ANA based around Kandahar developed from a partially complete unit with limited combat capabilities and support and a crippling absence rate into a stable Brigade with growing self confidence, able to work in bigger and better units and with a fully trained pool of drivers, mechanics, storemen and medics providing real and effective support. Five ANA personnel attended the Commissioning Course at Sandhurst and the Advanced Command Staff Course at Shrivenham.

**23.** Increasing numbers of the Reserve Forces continue to contribute across the full range of our operations in Afghanistan. They contributed to the efforts of all three Services, providing force protection units, individual augmentees, logisticians and specialists. A small number of Sponsored Reserves were deployed to provide meteorological information.

**24.** There were some 62 MoD civil servants working in Afghanistan, in 2006-07, providing support to the Helmand Taskforce, ISAF HQs and the Government of Afghanistan. Among these was the Senior Political Advisor to COMISAF, General Richards and two advisors working within the Afghan Ministry of Defence to advise the Afghan Defence Minister and assist in the civilianisation of the previously solely military organisation.

### The Balkans

**25.** During 2006-07, the UK contributed approximately 600 troops to operations in Bosnia-Herzegovina (a reduction of about 90 since 2005-06) and commanded the Multinational Task Force North West. Using home-based troops on standby the UK also provided one third of the Operational Reserve Force capability able to deploy to Bosnia-Herzegovina and Kosovo. The total net additional cost of operations in the Balkans during the year was £57M. UK support for security sector reform in Bosnia continued. The Government provided some £1M Global Conflict Prevention Pool funds for post-conflict reconstruction through the UK-founded Peace Support Operations Training Centre in Bosnia. Over 100 trained officers have graduated from the centre, with some already engaged in humanitarian operations in Ethiopia and Eritrea, in conflict prevention in Iraq and the Democratic Republic of Congo, and in peace support operations closer to home. The UK also provided training to former soldiers made redundant and returning to civilian life, and contributed to the provision of a small arms and light weapons destruction facility in Northern Bosnia-Herzegovina, with some 250,000 weapons destroyed over the year. The international community continued its pursuit of persons indicted for war crimes but Radovan Karadzic, the former Bosnian Serb leader, and Ratko Mladic, his chief of the Bosnian Serb army, remained at large.

**26.** The security situation in Bosnia-Herzegovina continued to improve during the year. Fair and democratic elections in Bosnia passed off smoothly in October 2006; in December Bosnia-Herzegovina joined the NATO Partnership for Peace programme, together with Serbia and Montenegro, and in January 2007 a single, multi-ethnic military force compatible with NATO was established. In December 2006 the EU therefore decided to restructure the European Force in the region and in February 2007 it announced a significant reduction of forces from 6,000 to 2,500 and the UK battle group in Bosnia-Herzegovina was consequently withdrawn at the end of March 2007, 15 years after UK combat troops were first deployed in 1992. The UK will continue to provide a small number of staff officers in the Sarajevo HQ and at the Peace Support Operations Training Centre in Sarajevo (less than 20 personnel in all), contribute to the EU Police Mission in Bosnia (the UK is contributing 16 civilian police officers to the 170 strong mission), and in rotation with Germany and Italy provide a UK-based battalion on standby for the NATO-EU Reserve force dedicated to the Balkans area. Approximately 85 civilians were deployed in the Balkans in 2006-07.

**27.** The UK continued to provide a small valuable specialist capability to the NATO Kosovo Force of some 175 military personnel able to deploy across the province, together with around 100 UK Police Officers, including around 60 from the Ministry of Defence Police. The process to determine the future status of Kosovo, begun in 2005, continued throughout 2006-07 and is now in its final stages. Numerous discussions were held with Pristina and Belgrade, led by the UN Special Envoy, Martti Ahtisaari. Draft proposals were presented to both parties in February 2007 and to UN Security Council delegations in March. Formal discussions began in April. The MoD continued to support UN work to transform and professionalise the Kosovo Protection Corps and the successful Train the Trainer de-mining programme.

### Crisis Response Operations

**28.** In July 2006 the Armed Forces successfully evacuated over 4,500 British and other nationals from Lebanon to Cyprus during the fighting between Israel and Hezbollah. The operation involved some 2,500 personnel from all three Services. A naval task group commanded by HMS Illustrious, supplemented by RAF CH-47 Chinook helicopters, picked up the evacuees, with Operational Liaison and Reconnaissance teams deployed to help the UK Ambassador in Lebanon and plan the evacuations. The operation was successful and demonstrated the ability of UK Forces in the region to respond to a complex and sensitive situation at short notice.



**HMS Gloucester, tasked with getting the young and the old away from conflict zone of Lebanon. .**

### United Nations (UN) Peacekeeping Operations

**29.** The UK continued to support a number of United Nations Operations. During 2006-07 the Armed Forces provided some 320 UK military personnel to seven UN Peacekeeping Missions, in Cyprus; the Democratic Republic of Congo; Georgia; Liberia; Sierra Leone; Sudan; and Nepal. This included staff officers, whose specialist skills and experience are highly valued, in a range of UN Mission HQ staff appointments. Five Ministry of Defence Police have been deployed to Sudan as part of the EU's support package to the African Union Mission in Sudan. The UN Mission in Cyprus remains the UK's largest commitment, with about 280 members of an overall force of some 860.

### Other Military Tasks

#### Independent Nuclear Deterrent

**30.** The UK's Trident submarine force continued to provide a constant and independent nuclear deterrent capability at sea, in support of NATO and as the ultimate guarantee of our national security. The MoD continues to make the necessary investment at the Atomic Weapons Establishment Aldermaston to ensure that it has the requisite facilities and skills to maintain a safe and reliable Trident warhead stockpile and to prepare for decisions, likely to be necessary in the next Parliament, on the possible refurbishment or replacement of the existing warhead.

#### Defence of UK Airspace and Waters

**31.** The UK's Air Defence and Maritime Patrol forces continued to protect national rights and interests by ensuring the integrity of the UK's airspace and territorial waters. The Royal Navy maintained a naval presence in UK waters, and RAF Air Defence units

provided the ability to respond rapidly to suspicious activity by aircraft, and to engage any that are a proven threat to life.

### Security of UK Overseas Territories

**32.** Some 4,500 UK military personnel, supported by UK defence civil servants and locally employed civilians, continued to be stationed or deployed in support of the security and defence of the UK's Overseas Territories. In Cyprus the MoD maintained important military facilities within the Eastern and Western Sovereign Base Areas, which provided vital support to the evacuation of civilians from Lebanon in July 2006. UK Forces in the Falkland Islands continued to demonstrate the Government's commitment to the security of the UK Territories in the South Atlantic. HMS Endurance both maintained British interests in the South Atlantic and Antarctica and helped to police the Antarctic Treaty to preserve the pristine nature of Antarctica. Gibraltar continued to provide a Forward Mounting Base with Gibraltar-based UK Armed Forces providing valuable security, logistic, communications and training facilities in support of operations. The Trilateral process started in October 2004 between the UK, Spain and the Government of Gibraltar concluded successfully in September 2006 with the Cordoba agreement. This was the first agreement from the Trilateral process, and covered non-military issues on telecoms, borders, civilian air travel and pensions for Spaniards who used to work in Gibraltar.

### Military Aid to The Civil Authorities

**33.** The Home Office and Police lead on security within the UK but the MoD and Armed Forces provide specialist support when requested, drawing on defence capabilities. Explosive Ordnance Disposal teams respond to hundreds of calls from the police each year, though fortunately only a minority require disposal action. We also provided specialist defence scientific, technical and military capabilities to police criminal investigations and protection of the public on more than 60 occasions in 2006.

### Northern Ireland

**34.** The year saw further progress towards an enduring political settlement in Northern Ireland. Following the cessation of the Provisional IRA's armed campaign in July 2005, security normalisation began on 1 August 2005. Since then the military presence in Northern Ireland has been scaled down significantly, reducing during the year from nearly 9,000 in April 2006 to 7,000 in March 2007 (of whom nearly 200 were serving overseas). By 1 August 2007 there will be no more than 5,000 military personnel in ten core sites in Northern Ireland, stationed there on the same basis as military

units based anywhere else in the United Kingdom and potentially available for world-wide operations. The Independent Monitoring Commission noted in March 2007 that the Armed Forces continued to meet this timetable. However, although the security situation in Northern Ireland continues to improve there are still threats from dissident paramilitary groups and of organised public disorder. There is therefore a continuing requirement for some residual military support to the police in Northern Ireland. However, since there is no further need for routine military support to the police, the three Royal Irish (Home Service) battalions, having successfully completed the task for which they were raised, were declared non-operational in September 2006. Their contribution to creating the environment for normalisation to begin, and their sacrifice, fortitude and commitment was recognised by the presentation of the Conspicuous Gallantry Cross to the Royal Irish Regiment by Her Majesty the Queen at a commemorative parade on 6 October 2006.

### Fisheries Protection

**35.** In 2006-07 the Fishery Protection Squadron, based in Portsmouth, delivered 845 Fishery Patrol Days (855 in 2005-06) to the Marine Fisheries Agency of the Department for Environment, Food and Rural Affairs, policing fishing grounds for which the UK has responsibility. Of these, 73% were delivered by the three River Class Offshore Patrol Vessels, which continued to demonstrate extremely high levels of availability through the Contractor Logistic Support arrangement with Vosper Thornycroft. 5,230 fishing vessels were identified (5,025 in 2005/06), 1312 were boarded (1258 in 2005-06), and 21 were detained at a UK port for further investigation and prosecution (19 in 2005-06). Overall the Squadron detected 221 fishing infringements demonstrating the success of intelligence-led operations. The UK is committed to the development of Joint Operations with EU partners to increase the efficiency and effectiveness of patrols.

### Search and Rescue

**36.** The defence Search and Rescue (SAR) service exists to help military aircrew in difficulty. RN and RAF helicopters were deployed at eight bases around the UK, and in the Falkland Islands and Cyprus. Four RAF Mountain Rescue Teams, expert in dealing with aircraft crashes were based in remote areas in the Northern half of the UK. The RAF also maintained a Nimrod Maritime Patrol Aircraft on standby for SAR duties. These provided about two-thirds of the UK's integrated National Search and Rescue Framework for the Department for Transport's Maritime Coastguard Agency (MCA). The RAF also maintained the UK Aeronautical Rescue Coordination Centre at RAF Kinloss in Scotland, which coordinates the response

of all UK SAR aircraft and Mountain Rescue Teams and contains the UK Mission Control Centre for the global satellite based distress beacon detection system. Defence Search and Rescue services were called out 1,867 times in 2006-07 (1,833 in 2005-06), helping 1,457 people (1,466 in 2005-06) including some 1,430 civilians. In May 2006 the Government announced plans for the MoD and MCA to launch a joint Private Finance Initiative (PFI) competition to provide the MoD/MCA helicopter capability when the MCA service contract expires in 2012 and the MoD Sea Kings reach the end of their useful lives in 2017. The Competitive Dialogue stage of the competition began in February 2007, and selection of a preferred bidder is planned for early 2009. On the introduction of the new contract military involvement in UK based SAR will reduce to a minimum military aircrew manning level of 66 RN and RAF personnel compared to about 210 today.



Search and rescue

## Drugs

**37.** The Armed Forces worked closely with the Serious Organised Crime Agency and other international agencies to combat the trafficking of drugs. In particular, Royal Naval vessels deployed to the Atlantic and the Caribbean contributed to a number of successful joint operations with our international partners and were directly involved in the destruction or seizure of about 17 tonnes of cocaine which, if it had reached the UK, represents a street value approaching £700M.

## Activity and Concurrency Levels

**38.** The proportion of regular forces undertaking operations and other military tasks increased from just under 20% in the last quarter of 2005-06 to 21.4% in the last quarter of 2006-07 (see Table 1). Figure 2 sets out activity levels overall and by Service since 2001.

**39.** During the year the **Royal Navy** maintained the continuous at sea deterrent and the integrity of UK territorial waters and economic zones. It contributed to wider UK security through supporting UK commitments in Iraq, the Gulf, the North and South Atlantic, and to the NATO Response Force Maritime Component, and sustained the national strategic deterrent. During the deployment of 3 Commando Brigade in the second half of the year the Naval Service provided the bulk of personnel in Afghanistan. Aircraft from the Fleet Air Arm supported coalition activity in the Gulf and ISAF operations in Afghanistan. The Royal Navy maintained a presence in the Far East under the Five Powers Defence Agreement; HMS Westminster undertook an extended deployment. The Navy also carried out a large scale civilian evacuation from Lebanon. In the Antarctic HMS Endurance successfully completed an extended deployment in support of the Government's security and environmental goals.

**Table 1: Percentage of Regular Armed Forces undertaking Operations or other Military Tasks during 2006-07**

	January to March 2007	October to December 2006	July to September 2006	April to June 2006
<b>Naval Service</b>	19.7%	18.9%	16.6%	12.6%
<b>Army</b>	24.0%	25.2%	26.4%	25.9%
<b>RAF</b>	16.8%	14.6%	14.5%	13.4%
<b>Overall</b>	<b>21.4%</b>	<b>21.4%</b>	<b>21.6%</b>	<b>20.2%</b>

**Notes:**

1. Percentages are quarterly averages and reflect the burden of activity imposed by the operations and other military tasks undertaken by each service. Figures are based on man-day equivalents.
2. A list of Military Tasks can be found on the Department's website ([www.mod.uk](http://www.mod.uk)).

The overall percentage of Naval Service personnel undertaking operations and other military tasks rose from 13.5% in the last quarter of 2005-06 to 19.7% in the last quarter of 2006-07. The substantial increase largely reflects the deployment of 3 Commando Brigade and elements of the Fleet Air Arm to Afghanistan for 6 months from October 2006.

**40.** The **Army** deployed troops on operations in Iraq, Afghanistan, Northern Ireland, Bosnia, Kosovo, Ivory Coast and Sierra Leone and supported a variety of worldwide UN operations (including Cyprus). Both Iraq and Afghanistan were medium scale operations sustained throughout the year. Reflecting the normalisation process, force levels in Northern Ireland reduced. The percentage of Army personnel undertaking operations and other military tasks was much the same at the end of the year (24.0% in the last quarter of 2006-07) as at the beginning (25.1% in the last quarter of 2005-06), although it rose to 26.4% in the second quarter of the year prior to the replacement of 16 Air Assault Brigade by 3 Commando Brigade in Afghanistan (see paragraph 20).

**41.** The main areas of overseas commitment for the **Royal Air Force** continued to be the Gulf, Afghanistan and the Balkans. The Harrier, Nimrod, Support Helicopter and Air Transport fleets in particular were heavily committed to supporting operations in Iraq and Afghanistan throughout the year. The RAF also contributed to the permanent commitments in Northern Ireland, the Falkland Islands and Cyprus, and a range of other Military Tasks. Reflecting the increasing pressure of operations, the percentage of Royal Air Force personnel undertaking operations and other military tasks rose from 13.4% in the last quarter of 2005-06 to 16.8% in the last quarter of 2006-07.

**42.** The level of concurrent operations the MoD plans to be able to conduct and which it is resourced to have the capacity to deliver, was set out in the December 2003 Defence White Paper *Delivering Security in a Changing World*. This stated that the Armed Forces should be able to:

- mount an enduring Medium Scale peace support operation simultaneously with an enduring Small Scale peace support operation and a one-off Small Scale intervention operation;
- reconfigure forces rapidly to carry out the enduring Medium Scale peace support operation and a Small Scale peace support operation simultaneously with a limited duration Medium Scale intervention operation; and
- given time to prepare, undertake a demanding one-off Large Scale operation while still maintaining a commitment to a simple Small Scale peace support operation.

**43.** Figure 3 sets out in broad terms the level of concurrent operations the MoD and Armed Forces have in fact sustained since 2001. We have operated at the limits of, or above, the level that we are resourced and structured to deliver for seven of the last eight years, and every year since 2002. This is having an unavoidable impact on Service personnel (see paragraphs 216-218 under *Personnel Management*), and on the readiness of the Armed Forces to undertake contingent operations, in particular their ability to conduct higher level collective training (see paragraphs 55-58 under *Future Operations*).

Figure 2 Percentage of the Armed Forces undertaking operations and other military tasks 2001-2007

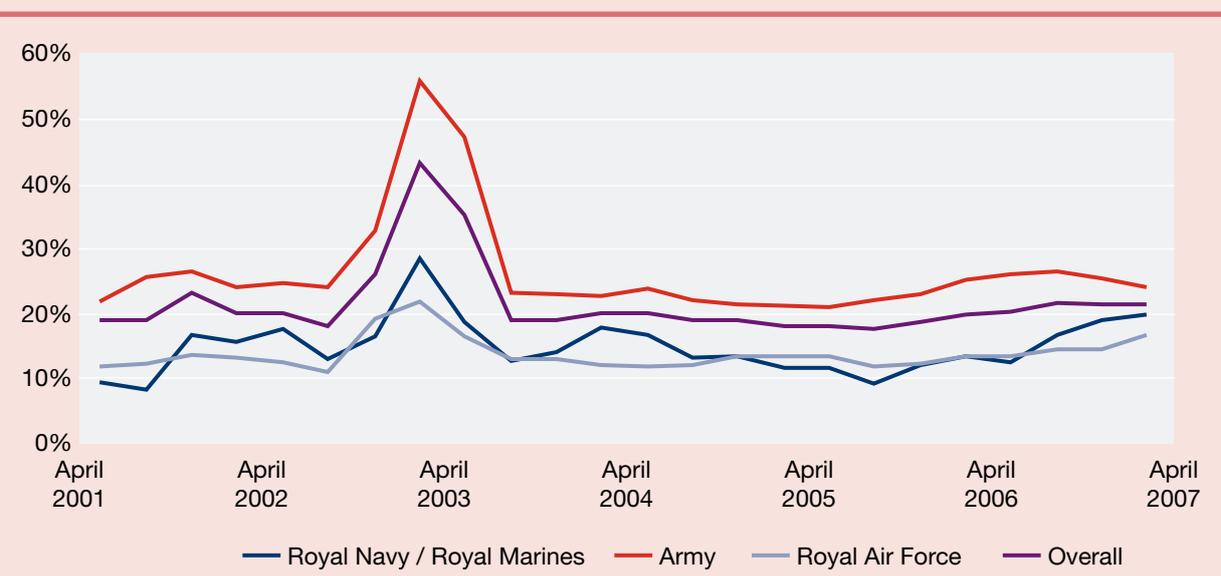
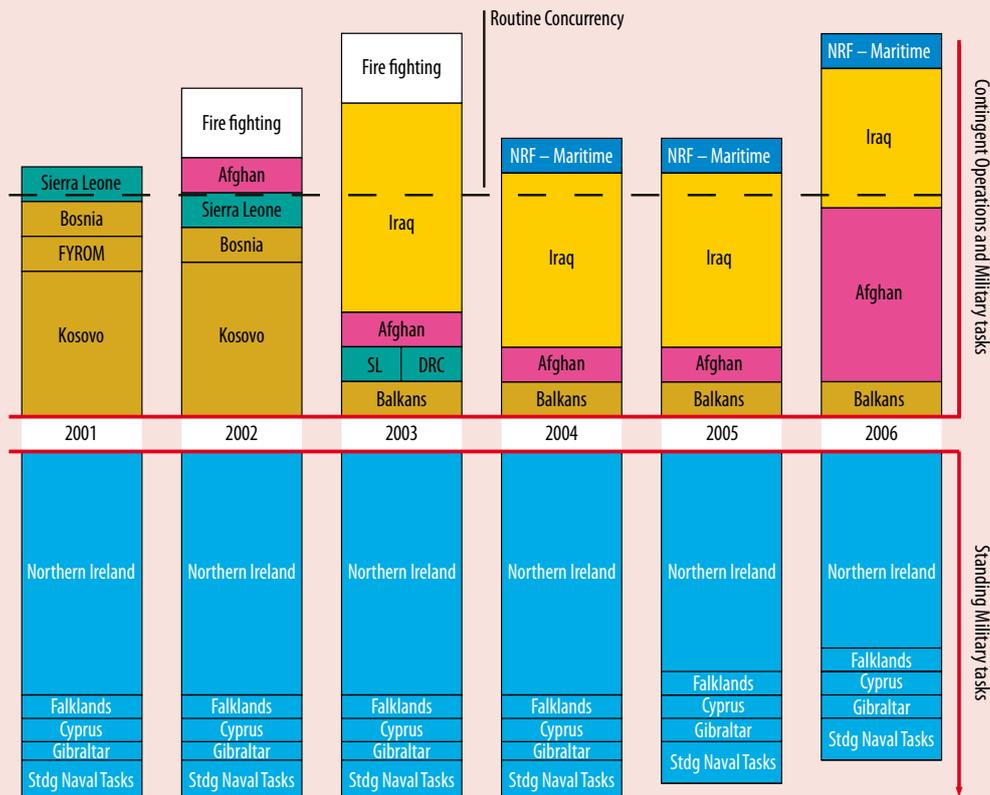


Figure 3 Concurrency 2001-2006



## Further sources of information

44. Additional information on Current Operations is available from the following sources;

- Quarterly PSA reports to HM Treasury at [www.mod.uk](http://www.mod.uk);
- *UK Defence Statistics 2007* available at [www.dasa.mod.uk](http://www.dasa.mod.uk) (from September 2006);
- Detailed information on current operations at [www.mod.uk](http://www.mod.uk);
- Defence White Paper *Delivering Security in a Changing World*, (Cm 6041-I in December 2003) available at [www.mod.uk](http://www.mod.uk);
- NAO Report Ministry of Defence Reserve Forces HC 964 dated 28 March 06 available at [www.nao.org.uk](http://www.nao.org.uk);
- Cost of Operations at paragraph 260 and the analysis of Conflict Prevention costs at Note 2 to the accounts on page 200.
- The Defence Committee Sixth Report of Session 2004–05 on Iraq: An Initial Assessment of Post Conflict Operations (HC 65-I on 24 March 2005) available at [www.parliament.the-stationery-office.co.uk](http://www.parliament.the-stationery-office.co.uk);
- The Government's response to The Defence Committee Sixth Report of Session 2004–05 on Iraq: An Initial Assessment of Post Conflict Operations (HC436 on 20 July 05) available at [www.mod.uk](http://www.mod.uk);
- Information on the Afghanistan Compact at [www.fco.gov.uk](http://www.fco.gov.uk);
- The Defence Committee Fourth Report of Session 2005–06 on Costs of peace-keeping in Iraq and Afghanistan:
- Spring Supplementary Estimates 2005–06 (HC 980 on 16 March 2006) available at [www.parliament.the-stationeryoffice.co.uk](http://www.parliament.the-stationeryoffice.co.uk);
- The Government's response to The Defence Committee Fourth Report of Session 2005–06 on Costs of peacekeeping in Iraq and Afghanistan: Spring Supplementary Estimates 2005–06 (HC1136);
- The Defence Committee Fifth Report of Session 2005–06 on The UK Deployment to Afghanistan (HC558 on 6 April 2006);
- Defence White Paper *Delivering Security in a Changing World*, (Cm 6041-I in December 2003) available at [www.mod.uk](http://www.mod.uk);
- NAO *Third Validation Compendium Report* on PSA Data systems (HC127 dated 19 December 2006);
- House of Commons Defence Committee report on MoD Annual Report and Accounts 2005–06 (HC57 dated 28 November 2006), and the Government response (HC376 dated 9 March 2007).
- 14th Report of the Independent Monitoring Commission, March 2007 available from [www.independentmonitoringcommission.org](http://www.independentmonitoringcommission.org).

## Essay: The Comprehensive Approach in Afghanistan

The Armed Forces are deployed in Afghanistan at the request of the Afghan Government as part of the United Nations mandated NATO-led International Security Assistance Force. Its purpose is to create a secure environment on the ground that enables national reconstruction and the creation over time by the people of Afghanistan of a stable country governed in their interests, with their consent, and by their own representatives. This is a long term mission. Achieving it requires joint and coordinated civil and military action, often described as a comprehensive approach. Without a military presence to provide a secure environment the international organisations, donor nations and Non-Government Organisations cannot do their work and help in reconstruction. But without the national development facilitated by this civil assistance there cannot over time be a long term settlement. So while the role played by the Armed Forces is essential, it is not enough in itself to deliver strategic success.

A successful stabilisation strategy therefore requires the linking up of civilian and military efforts, and an understanding of what policies will effectively contribute to stabilisation in a particular region. Afghanistan Provincial Reconstruction Teams embody this joint military and civilian approach on the ground. They are locally-based teams of international military and civilian personnel. Their core tasks are to support the extension of the authority of the Afghan Central Government, to support reform of the security sector, and to facilitate development and reconstruction. Each is tailored to the prevailing local security situation, socio-economic conditions, terrain, and reach of the Central Government. Every Team has a lead nation responsible, but they often contain military and civilian personnel from several nations. They work within the framework of the Afghanistan National Development strategy to build local confidence in the Afghan Government by engaging directly with local communities to prioritise quick impact projects, providing local political liaison and outreach with isolated communities, building the capacity of key institutions (including the Afghan National Army and Police) and supporting the delivery of essential services. The United Kingdom has spent some £20M on Microfinance Investment and Support Facility throughout Afghanistan. This has helped up to 170,000 people to set up small businesses. But the people of Afghanistan can only run businesses when they are secure, which is why supporting security sector reform has remained a key task for UK Armed Forces.

Within a Provincial Reconstruction Team the primary military role is to provide an enabling security environment in which the authority of the Afghan Government can be extended, security sector reform can be undertaken as well as development and reconstruction work. Military resources are divided between teams undertaking liaison with the local population, providing force protection, and providing support functions (such as overseeing locally-engaged guards or translators). In the first stages of the international effort to support the Afghan Government the UK led two Provincial Reconstruction Teams in the north of Afghanistan, at Mazar-e-Sharif (from 2003 to early 2006) and Meyanmeh (from 2003 to September 2005). These were instrumental in brokering peaceful resolutions to tribal disputes, overseeing the disarmament of militia forces, and providing effective police training. Development advisers within the Teams were able to manage projects including civil service training, refurbishment of government buildings and provision of equipment. There was also a good relationship with the various Non Governmental Organisations providing local reconstruction and assistance.

By the beginning of 2006 the security situation in these areas was broadly stable. ISAF therefore extended its operations into the south and east of Afghanistan, expanding the authority of the Government of Afghanistan across the whole country and facilitating reconstruction. This was critical to stabilisation. Clearly, however, the security environment in the south has been much less permissive, and required a significantly greater military effort to enable wider stabilisation, reconstruction and development work to proceed. This has been reflected in the increased number of UK military personnel deployed to the south of Afghanistan, where they have been conducting and supporting a sustained series of operations to counter insurgents.

As part of this wider effort, in May 2006 the UK deployed a fully integrated multi-disciplinary military/civilian mission to Helmand province, supported by funding channelled both through national programmes, and directly through Quick Impact Projects to give people access to alternative livelihoods. Other international agencies and a small number of Non Government Organisations have also supported reconstruction projects in Helmand. Using the model successfully applied in northern Afghanistan, the UK-led Provincial Reconstruction Team in Lashkar Gah includes advisors on development, governance, police reform and the justice sector. Local joint working is based on an integrated plan, supported by the structure of the Helmand executive group. This brings together the military commander with local representatives of the Foreign Office, the Department for International Development and the British Embassy Drugs Team, who are also the individuals within the Provincial Reconstruction Team responsible for delivering the various work strands of the plan. The group is directed by the UK Regional Coordinator (who has primacy for civilian issues) and the UK task force commander (who has primacy for military issues), ensuring that the vital Civil-Military link is maintained at all levels and that projects support each other.

There is still a long way to go, but much has already been achieved. Following decades of conflict, national Afghan institutions have been established from scratch. There have been successful national elections for the President and Parliament. Afghanistan is now educating over five million children, more than a third of whom are girls. Women, excluded from society by the Taliban, hold a quarter of the seats in the national Parliament. Nearly 30,000 Afghan National Army soldiers and more than 60,000 Afghan National Police officers have been recruited, trained and equipped. Getting to this point has required sustained and coordinated military and civil effort, both of which the UK has made, and continues to make, an important contribution.

# Future Operations

**Objective: Be ready for the tasks of tomorrow.**

## Public Service Agreement Target (SR2004 MoD Target 3)

Generate forces which can be deployed, sustained and recovered at the scales of effort required to meet the Government's strategic objectives.

## Assessment and Performance Measures

**Assessment:** In order to support and sustain current operations the Department has taken deliberate risk against achieving the Public Service Agreement readiness target to undertake future contingent operations. It has not been possible to maintain the high level of readiness achieved in 2005-06, and it is uncertain whether readiness will recover to the target level by April 2008. This does not mean that the Armed Forces cannot support their current operational commitments, but their ability to take on additional operations that are more than Small Scale Focused Intervention is now limited.

**Military Capability** – by April 2008 achieve an average of 73% in the numbers of Force Elements reporting no serious or critical weakness against peacetime readiness targets:

- An average of 67% of Force Elements reported no critical or serious weaknesses in 2006-07 (77% in 2005-06);
- 2% of Force Elements reported critical weaknesses throughout the year;
- The proportion of Force Elements reporting serious or critical weaknesses increased from 26% in the last quarter of 2005-06 to 39% in the last quarter of 2006-07.

**Force Generation** – by April 2008 achieve 71% of Force Elements reporting no serious or critical weakness against the assessed ability to move from peacetime to immediate readiness:

- An average of 55% of Force Elements reported no critical or serious weaknesses in 2006-07 (70% in 2005-06);
- The proportion of Force Elements reporting critical weaknesses increased from 11% in the last quarter of 2005-06 to 12% in the last quarter of 2006-07;
- The proportion of Force Elements reporting serious or critical weaknesses increased from 39% in the last quarter of 2005-06 to 48% in the last quarter of 2006-07.

**Force Sustainability** – by April 2008 achieve 5% improvement in the ability to Deploy, Sustain and Recover forces for Contingent Military Tasks against the most demanding concurrency assumptions in Defence Planning Assumptions:

- Average performance in 2004-05 was 77.5%. This makes the target, as defined above, 82.5% by April 2008. Average performance during 2006-07 was 79.6%.



## Readiness

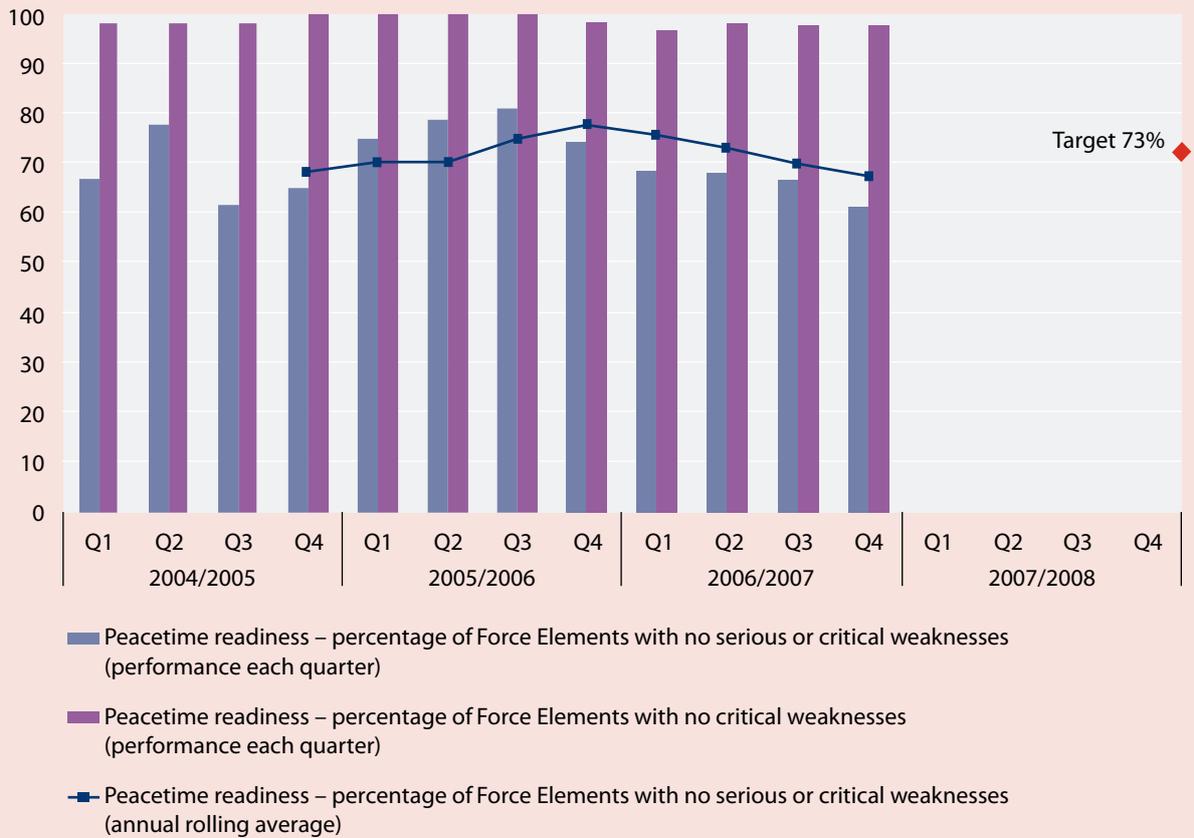
45. The Ministry of Defence has a graduated readiness system in place to ensure that the right Force Elements (such as an Aircraft Carrier, an Army Brigade or an aircraft) are ready to deploy to conduct the range of missions that may be needed. The MoD sets requirements for the three Services in terms of the Force Elements required and the readiness at which they need to be held. Underpinning this are specific parameters for manning levels, equipment and logistic support, and collective training (that is the training units do together to ensure they can fight effectively as part of a larger force). Measuring and aggregating readiness is complex, not least because it is based on a judgment of what is required to enable the Armed Forces to respond to a wide range of potential challenges. How this is done is set out in the essay on *Measuring and Reporting Readiness* in the Department's Annual Report and Accounts 2004-05, and in greater detail in the National Audit Office Report *Assessing and Reporting Military Readiness* (see *Further Sources of Information* at the end of the chapter).

46. The overriding defence priority is success on current operations. Successfully prosecuting the military campaigns in Iraq and Afghanistan since 2002 has required the Armed Forces to operate significantly beyond the level that they are resourced and structured to sustain over the medium to long term. In order to support and sustain the increased actual operational tempo the Department has of necessity been unable to produce forces which meet the PSA readiness targets for contingent operations. This has been scrutinised by the National Audit Office, the Public Accounts Committee and the House of Commons Defence Committee. The readiness of certain Naval Force Elements continued to reflect the effects of the decision in 2005 to reduce the resources for support of Maritime contingent operations. Moreover, military personnel, particularly in the Army, have been engaged to such an extent on supporting and sustaining current operations that they have not had the time available to conduct the level of collective training needed to prepare fully for other contingent operations (paragraph 55 below). The Bowman conversion programme in the Army (paragraph 51) and the personnel drawdown programme in the Royal Air Force (paragraph 52) also had an impact. These factors are reflected in the fact that, as last year's *Annual Report and Accounts* suggested might be the case, it has not been possible to maintain the high level of readiness achieved in 2005-06. It is uncertain whether readiness will recover by April 2008 to the level required to meet the PSA target. This does not mean that the Armed Forces cannot support their current operational commitments, but their ability, particularly in the land environment, to take on new operations is more limited than it otherwise would be.

## Performance against PSA Targets

47. 'Peacetime' readiness levels require the Armed Forces to be ready to respond to events in line with the levels envisaged in the Department's planning assumptions, from humanitarian support to war-fighting (see paragraph 1 under *Current Operations*). While these can be exceeded for limited periods without a significant impact on longer term readiness for contingent operations, the Armed Forces have now been engaged on operations at or above these levels for long enough that peacetime readiness levels dropped significantly during 2006-07. The 2004 Spending Review Public Service Agreement set a target of an average of 73% of Force Elements reporting no critical or serious weaknesses in achieving their funded peacetime readiness, representing a 5% improvement over the average quarterly performance in 2004-05. This level was reached in the third quarter of 2005-06, peaked at 77% in the fourth quarter of that year, and then dropped steadily throughout 2006-07 to 67% in the fourth quarter of the year. The proportion of Force Elements reporting serious weaknesses that would make deploying them within the required timescale difficult but not impossible increased from 26% in the fourth quarter of 2005-06 to 39% in the fourth quarter of 2006-07. The proportion of Force Elements reporting critical weakness that would make deploying them with the required timescale almost impossible remained steady at 2%.

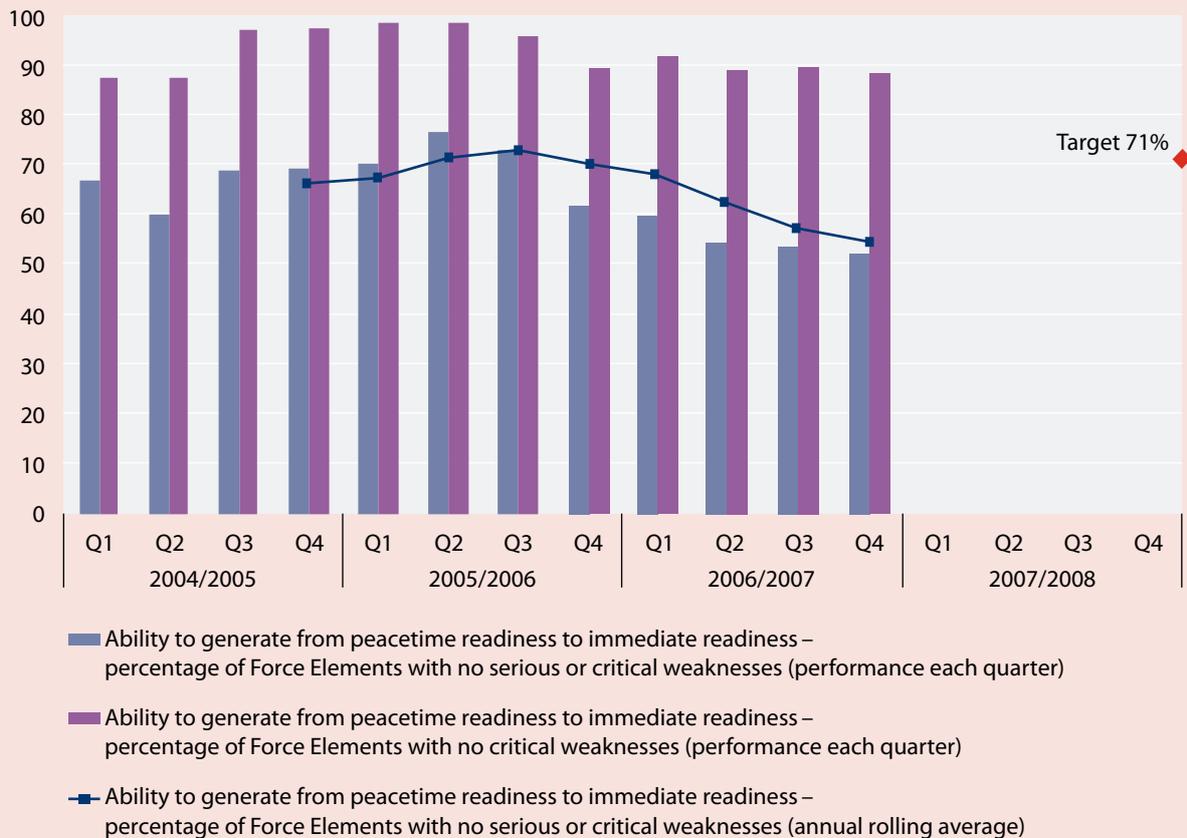
Figure 4 Peacetime Readiness



HMS Iron Duke being replenished in the North Atlantic

48. The PSA Readiness Target also requires the Department to report the Armed Forces’ ability to generate Force Elements from peacetime to immediate readiness, with a goal of 71% on average reporting no serious or critical weaknesses by April 2008 (a 5% improvement in the level achieved in 2004-05). Whether or not this is achieved is not taken into account in determining whether or not the PSA target has been met. Over the year performance fell off from an average of 70% in the fourth quarter of 2005-06 to an average of 55% in the fourth quarter of 2006-07, with the proportion of Force Elements reporting critical weaknesses rising slightly from 11% in the last quarter of 2005-06 to 12% in the last quarter of 2006-07, and the proportion reporting serious or critical weaknesses rising from 39% to 48%. This reflected the pressure on the Armed Forces resulting from operating above Defence Planning Assumptions, particularly in the Land environment, and the constraints on conducting collective training over and above that required for current operations until commitments return to the levels within Defence Planning Assumptions (see paragraph 49).

**Figure 5 Assessed ability to generate force elements from peacetime to immediate readiness**



49. Finally, the PSA Target requires the Department to report the ability to deploy the Armed Forces on operations at the most demanding level assumed by the planning assumptions (two medium and a small scale concurrently), sustain them in theatre and thereafter recover them to their home bases. Again, whether or not this is achieved is not taken into account in determining whether or not the PSA target has been met. Measuring this capability in the same way as the other readiness targets proved significantly more complex than expected at the time of the 2004 Spending Review – but we have now developed a mechanism for doing so, based on the regular qualitative assessments that we have been conducting since 2004-05. The assessment is a summary of defence’s ability to deploy, sustain and recover the Force Elements required to conduct the most demanding contingent deployments that we have set out in our planning assumptions. The assessment is, therefore, a theoretical one, based on a generic operational scenario. Over the year our capability has improved very slightly, from an average of 78.7% in the fourth quarter of 2005-06 to an average of 79.6% in the fourth quarter of 2006-07 against a target of 82.5% by April 2008. This reflected some minor underlying improvement in Air transport and Battle Field Helicopter support.



**Nimrod MR2 – heavily committed to Current Operations.**

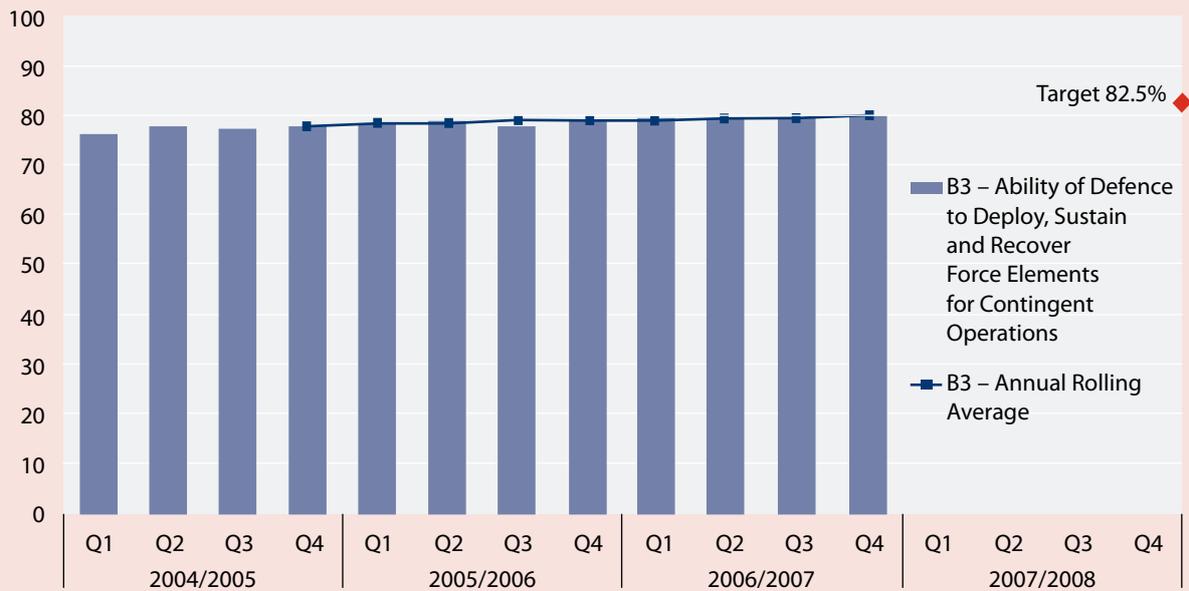
### Royal Navy Readiness

50. The Royal Navy met all its mandated operational commitments, both at home and overseas, during 2006-07. While the Royal Navy largely continued to meet mandated readiness targets, the combination of a few critical specialist manpower shortages, difficulties with logistic support and industrial challenges had an impact in some areas on overall readiness states. Work is in hand to address these and other support issues. The Reduced Support Period applied to the surface fleet has now ended although the effects continue to have an impact on the availability and readiness of surface units. Based on the current and anticipated levels of funding, recovery of all units to previous levels of readiness and availability will not be achieved for some time. Submarines, aircraft and Royal Marine units were unaffected by the reduced support period.

### Army Readiness

51. The Army remained heavily committed to operations throughout 2006-07. It successfully delivered trained and prepared Force Elements for all UK and overseas operations. It also provided completely the Spearhead Land element, but did not deliver the Airborne Task Force to the required readiness over the year for contingent operations. As in 2005-06, the continued high level of commitment to operations in Iraq and Afghanistan and the programme to bring into service the Bowman communications system across the Field Army severely constrained the Army's ability to provide further reaction forces (see paragraph 53). In particular, infantry, artillery, medical and ISTAR force elements were especially affected.

Figure 6 Assessed ability to deploy, sustain and recover Force Elements for contingent operations



## Royal Air Force Readiness

**52.** The Royal Air Force continued successfully to meet its enduring Military Tasks and overseas commitments during 2006-07, successfully contributing forces to UK-based operations and to theatres around the world including the Gulf, Northern Ireland, the South Atlantic, Afghanistan and the Balkans. However, the high operational tempo, constrained training for contingent operations, reduced aircraft availability arising from planned modification and maintenance programmes, and specific manning imbalances arising over the period of the drawdown in Royal Air Force personnel numbers.

## Joint Rapid Reaction Forces

**53.** The Joint Rapid Reaction Force (JRRF) is intended to provide a pool of highly capable, flexible and rapidly deployable Force Elements, trained and available on a graduated scale of readiness to deploy in support of Britain's foreign and security policy objectives. It is designed to be able to mount and sustain for up to six months a non-enduring Focused Intervention operation of up to Medium Scale, so long as operational concurrency remains within the level provided for in the Department's planning assumptions (see paragraph 42 under *Current Operations*). The level of operational commitment significantly exceeded this throughout 2006-07, with major forces deployed in Iraq, Afghanistan and the Balkans. The full JRRF contingent capability therefore could not be provided, reflecting the fact that the Armed Forces ability to support further short notice deployments was significantly constrained, with particular pressures on the Land component (see paragraph 51). Essential standby capabilities, for example for non-combatant Evacuation Operations, were maintained.

**54.** The Joint Force Headquarters (JFHQ) provides the standing operational headquarters to form the nucleus of a UK response to emerging crises for a range of rapid response operations. It maintained a high tempo of operational and training activity over the year: JFHQ deployed to Cyprus to command Force Elements assisting the non-combatant evacuation operation in Lebanon in support of the Foreign and Commonwealth Office. The Joint Force Logistics Component HQ, which provides rapidly deployable logistic command and control node for contingent operations, deployed to Afghanistan to help provide theatre-level logistic support to UK forces in Helmand. JFHQ also conducted a full scale exercise in Mozambique; ran two Medium Scale force projection and planning exercises drawing on wider expertise from other Government Departments, including

the FCO and the Post Conflict Reconstruction Unit; mentored the Greek Armed Forces in the development of their EU Force Headquarters; deployed specialists to UK and UN operational headquarters in Iraq, Afghanistan, the Democratic Republic of Congo and Sudan; and took forward contingency planning for a number of potential operations. The Permanent Joint Operating Bases in Cyprus, Gibraltar, Diego Garcia and the Falkland Islands were exercised in a variety of scenarios, or reviewed to update existing Joint Contingency Plans.

## Collective Training

**55.** The Department's training priority during the year was to deliver pre-deployment training to a sufficient standard to support current operations. This was achieved, although the pressure of numbers on pre-training resources and infrastructure capacity meant that in some cases it was not as thorough as was desirable. But the Armed Forces, particularly the Army, were engaged to such an extent on supporting and sustaining current operational commitments that they were not able to conduct the level of collective training needed to prepare fully for other potential contingent operations, particularly at medium and large scale; in contrast, the higher level joint headquarters exercise programme described above was able to exercise and sustain the ability to command and control such operations through the use of command post exercises that train the headquarters' staff but not the subordinate force elements. Over time this is unavoidably reducing the readiness of both commanders and the forces they command to conduct the full potential range of contingent operations by limiting the range and depth of their experience. It is not possible to address this shortfall without reducing the standard of training and preparation for current operations.



Training for deployment to Iraq

**56.** The Department is analysing the qualitative impact of the training shortfall and has developed a new Joint Collective Training and Exercise Strategy (JCT&E) that takes into account current commitments and constraints. This provides strategic guidance for defence training in coming years to ensure that the Armed Forces can continue to conduct enduring operations whilst retaining contingent capabilities at an appropriate level. The strategy will also support restoration of the full capability to conduct all types of military operations as soon as possible after operational commitments return to the levels assumed in the Defence Planning Assumptions. At a management level, defence is seeking to mitigate the effects of the current level of commitments on training for contingent operations through the Defence Exercise Programme (DXP) management process. This identifies opportunities within single service exercise programmes for combining events in order to achieve efficiencies and greater collective synergies.



House-clearing drills to prepare for deployment

**57.** The changes and synergies achieved by the new JCT&E and DXP processes make year on year comparison of the volume of exercises difficult. On the one hand the overall volume of collective training has fallen because the overall Defence Exercise Programme has comprised a more focused and balanced range of events, including more use of combined training events. These have delivered both efficiencies and improved quality of training. Overseas combined training involving potential coalition partners, such as

Exercise STEPPE EAGLE with Kazakhstan, have been particularly successful. On the other hand we are now recording more training events on the DXP, where hitherto single services may not have reported or even recorded some exercises. In comparing figures, 680 training events were scheduled for 2006-07, of which 64 (9.4%) had to be cancelled, compared to 533 training events with 58 (10.8%) cancelled in 2005-06 (see table 2 below). Unfortunately this included the planned combined NATO/EU crisis management exercise in February 2007, limiting multi-national exercising at the strategic (i.e. defence ministry) level in the year to a short, national procedural exercise.

**Table 2: the number of exercises scheduled and proportion cancelled since 2004-05**

Year	Scheduled Training Events	Cancelled Events	Percentage
2006-07	680	64	9.4%
2005-06	533	58	10.8%
2004-05	379	79	20.8%

**58.** Despite the reduction in overseas training for contingent operations, the increase in pre-deployment training (in particular training for harsh environments) required continued use of overseas training areas. This increased the pressure on strategic lift assets and platforms that were fully focused on operations and had only limited capacity to support exercises. As a result, training events were forced to rely on short notice charter of civilian aircraft. During this audit period, 14 exercises required short notice charters at a cost of nearly £4M.

## Sustainability and Deployability

**59.** The Armed Forces were successfully deployed and sustained on a wide range of military and humanitarian relief operations during the year. The net additional costs incurred to deploy, sustain and subsequently recover forces on operations are met from the central Government reserve. The MoD continues to look for ways to increase the effectiveness of the sustainability and deployability processes, including how better to identify the resources required for sustaining future operations. This process focuses on differentiating between the stock that has to be held and that which can be procured within the warning time for the operation. Given the diverse range of operations being sustained, the UK remained committed to several multinational strategic initiatives to improve the ability to prepare, mount and deploy appropriate personnel and equipment.

60. Air transport provides an important element of deploying and sustaining forces. The Department is making large investments in the future Royal Air Force air transport fleet, in particular through the A400M and Future Strategic Tanker Aircraft projects. The Department has also supported NATO initiatives to increase the strategic airlift available to Allies (see paragraph 64 under *Policy*). In August 2006 it also announced the acquisition of a fifth C-17 transport aircraft, due for delivery in 2008, alongside the purchase of the four C-17 aircraft currently leased from Boeing. While these programmes will provide a robust medium to long-term solution, the Department took forward a range of work to improve the operation of the current airbridge to Iraq and Afghanistan, including an end-to-end review which recommended improvements to facilities at RAF Brize Norton and RAF Akrotiri, and refurbishment of the runway at Kandahar Airfield to enable it to operate large aircraft.



C-17 Globemaster at Kabul International Airport.

### Further sources of information

61. Additional information on Future Operations is available from the following sources;

- Defence White Paper *Delivering Security in a Changing World*, (Cm 6041-I in December 2003) available at [www.mod.uk](http://www.mod.uk);
- Quarterly PSA reports to HM Treasury at [www.mod.uk](http://www.mod.uk);
- NAO Report *Assessing and Reporting Military Readiness* (HC72 dated 15 June 2005) at [www.nao.org.uk](http://www.nao.org.uk);
- MoD Annual Report and Accounts 2004-05 (HC464 dated 28 October 2005), essay on *Measuring and Reporting Readiness* at [www.mod.uk](http://www.mod.uk);
- Public Accounts Committee Report on *Assessing and reporting military readiness* (HC667 dated 28 February 2006), and the Treasury Minute containing the Government Response (Cm 6775 dated 26 April 2006) at [www.official-documents.gov.uk](http://www.official-documents.gov.uk);
- MoD Annual Report and Accounts 2005-06 (HC1394 dated 14 July 2006), essay on *Delivering Readiness at the Front Line* at [www.mod.uk](http://www.mod.uk);
- NAO *Third Validation Compendium Report* on PSA Data systems (HC127 dated 19 December 2006) at [www.nao.org.uk](http://www.nao.org.uk);
- House of Commons Defence Committee report on MoD Annual Report and Accounts 2005-06 (HC57 dated 28 November 2006), and the Government response (HC376 dated 9 March 2007) at [www.official-documents.gov.uk](http://www.official-documents.gov.uk).

## Essay – Supporting current operations and the impact on readiness

The readiness levels of the Armed Forces are a complex but important measure of the United Kingdom's defence capability. It would be clearly inefficient and expensive to maintain every element of the force structure at the highest levels of readiness at all times. The Armed Forces therefore use a system of graduated readiness, in which individual Force Elements follow a readiness cycle. This is designed to achieve the level of collective readiness and preparation required to enable appropriate Force Elements to deploy on operations, followed by a period of recuperation, development and training for wider roles before potentially deploying again on operations. When followed, such a stable cycle of activity enables personnel and unit harmony (i.e. achieving the proper interval between operational deployments) to be maintained.

**Current Operations.** In Iraq and Afghanistan the Armed Forces are currently delivering two challenging and enduring Medium Scale Peace Enforcement operations, as well as sustaining both standing military tasks (such as the operation of the nuclear deterrent force) and a number of other smaller contingent operations. The level of effort involved is significantly in excess of that for which defence is routinely structured and resourced. Delivering this has required using Force Elements that would otherwise have been allocated to the Joint Rapid Reaction Force high readiness pool, which comprises the United Kingdom's main strategic reserve. In short, sustaining current operations has required the Department to draw heavily on forces that would otherwise have been held at readiness for contingencies. This is a conscious and measured risk, supported by analysis of the possible consequences and an awareness of the time necessary to restore the ability to generate a Medium Scale contingent force.

The consequences of this approach, and therefore the level of risk involved, are not evenly spread across the force structure. The campaigns in Iraq and Afghanistan require particularly heavy commitment of land forces; associated command and control facilities; intelligence, surveillance, target acquisition and reconnaissance assets; helicopters; strategic air transport; and medical and logistics enabling assets. The force structure in these areas is now fully stretched. For example, the MoD is now deploying four manoeuvre brigades each year from a pool of just nine brigades plus residual assets. The remainder of the force structure is fully involved in supporting this (which includes preparing for operations, manpower augmentation, and training support) while also maintaining the other military commitments worldwide at sea, on the land and in the air.

**Readiness for Contingent Operations.** As a result of the pressures arising from this level of operational commitment, the available Joint Rapid Reaction Force high readiness reserve has inevitably shrunk from the capacity to conduct a Medium Scale operation to a more limited pool of forces essentially comprising a Small Scale capacity. The Armed Forces remain able to undertake critical non-discretionary operations, including Small Scale Non-combatant Evacuation Operations such as the evacuation of civilians from Lebanon in 2007, and the potential requirement to provide Public Order reinforcements to the Police Service of Northern Ireland. Nor is there any immediate risk to their ability to support the United Kingdom's international reserve commitments (in particular the EU Battle Group and the NATO Response Force), although at the current operational tempo they will need support from NATO allies with Armed Forces less committed to international operations to meet some NATO Response Force obligations.

There are a number of other consequences of the current level of operational commitment:

- Collective training has become increasingly focussed on preparation for operations (training for "the" war) as opposed to covering the range of specialist roles and concepts required for contingent operations at warfighting levels (training for "a" war). In particular the ability to conduct collective training for Large-Scale war-fighting operations in order to maintain 'seed-corn' experience has deteriorated ;
- It has only been possible to support this level of effort through substantial increases in routine activity and erosion of aspects of personnel harmony, with inevitable risks for personnel retention;
- There will inevitably be a medium-term impact on the life of key equipments across defence; and
- The continued generation of Force Elements for current commitments has relied not only on significant internal augmentation of deployed units from other parts of the Armed Forces, but also on considerable and continuing support from the Reserve Forces.

The Armed Forces continue to be able to generate and sustain high quality, properly trained Force Elements for current operations. But when commitments return to the routine levels envisaged in Defence Planning Assumptions, a period of substantially reduced activity and adequate resources will be needed if they are to recuperate and regenerate to the readiness levels required to meet the full range of possible contingent operations for which they plan.

# Policy

**Objective: Work with Allies, other governments and multilateral institutions to provide a security framework that matches new threats and instabilities**

**Objective: Public Service Agreement Targets (SR2004 MoD Targets 2 and 4):**

By 2008, deliver improved effectiveness of UK and international support for conflict prevention by addressing long-term structural causes of conflict, managing regional and national tension and violence, and supporting post-conflict reconstruction, where the UK can make a significant contribution, in particular Africa, Asia, Balkans and the Middle East. (Joint target with DfID and FCO)

Play a leading role in the development of the European Security Agenda, and enhance capabilities to undertake timely and effective security operations, by successfully encouraging a more efficient and effective NATO, a more coherent and effective European Security and Defence Policy operating in strategic partnership with NATO, and enhanced European defence capabilities. (Joint target with FCO)

## Assessment and Performance Measures

**Assessment:** There was continuing progress in developing complementary NATO and EU political and military capabilities, and the Department remained on course to meet the European Security Public Service Agreement target. But there is a need for fairer sharing of collective commitments, and for investment in expeditionary capabilities. The Department also remained broadly on course to achieve the Conflict Prevention PSA target, with some slippage.

**A more efficient and effective NATO:**

- Continuing effective NATO-led operations and missions;
- NATO Response Force fully operational;
- Comprehensive Political Guidance endorsed.

**A more coherent and effective ESDP operating in strategic partnership with NATO:**

- Continuing effective EU civil and military missions;
- Reform of Secretariat structures and new facilities for generating EU Operations Centre provided stronger capability to plan and run civilian and civil-military operations.

**Enhanced European defence capabilities:**

- EU military requirements catalogue agreed in support of Headline Goal 2010;
- EU Battlegroups concept achieved Full Operational Capability.

**Implement Global Counter Terrorism strategy:**

- Provision of training to build the counter terrorist capacity of other nations.

**Counter the threat from chemical, biological, radiological or nuclear weapons:**

- Parliamentary approval of Government's proposals for future UK nuclear deterrent;
- Continuing work to strengthen arms control and export control regimes;
- Continuing progress on destruction of Russian chemical weapons and redirection of former chemical, biological and nuclear weapons scientists.

**Effective international and UK conflict prevention initiatives:**

- Of twelve indicators, nine broadly on course, one already met, and two not on course;
- Work to reduce proliferation of small arms and light weapons;
- UN resolution on legally binding global treaty in conventional arms.

## NATO, European Defence and the United Nations

**62.** The maintenance of the transatlantic relationship and the security and stability of Europe remains fundamental to the United Kingdom's security and defence policy, and we are a leading contributor to NATO and European Union security and defence arrangements. But our security and prosperity depend also on wider international stability, freedom and stable economic development. As a permanent member of the UN Security Council, the United Kingdom strives internationally to support the rule of law and act as a force for good. We take a comprehensive approach, both diplomatic and military to address the threat posed by international terrorism and to counter the threat from Weapons of Mass Destruction. We are also committed to tackling international conflict and its causes, to mitigate the effects of conflict when it breaks out, and to assist in the task of post-conflict reconstruction.

### NATO and European Security

#### North Atlantic Treaty Organisation (NATO): more efficient and effective

**63.** The UK continued to make a significant contribution to NATO-led operations and missions in 2006-07, leading the International Security Assistance Force (ISAF) in Afghanistan for most of the year; providing forces to NATO's peacekeeping force in Kosovo, to Operation ACTIVE ENDEAVOUR (a maritime counter-terrorism operation in the Mediterranean), to NATO's Training Mission for Iraqi security personnel, and as part of NATO's support to the African Union's peacekeeping mission in Darfur. UK efforts helped lay the foundations for the successful summit meeting of NATO Heads of State and Government in Riga in November 2006, where all Allies reaffirmed their long-term commitment to Afghanistan and resolve to ensure the success of the ISAF mission, and agreed to review what more they could contribute. Some progress was also made on the lifting of national caveats, and all contributors committed to coming to each other's assistance if needed in an emergency. The UK continued to lobby other NATO and non-NATO members to provide more, and several Allies announced deployments of additional forces at the NATO Ministerial conference in Seville in February 2007. The UK announced at the end of February that it would deploy a further 1,400 UK personnel over the summer (see paragraph 20 under *Current Operations*).



**HMS Montrose preparing for Operation ACTIVE ENDEAVOUR**

**64.** Continuing defence transformation is essential for NATO to meet the challenges of the demanding security environment. At the Riga Summit the high-readiness NATO Response Force (NRF) was declared fully operational. The UK made a significant contribution to the NRF 6 rotation of forces (January – June 2006), leading both the Land and Air Component Commands, provided limited Maritime and Air Force Elements to NRF 7 (July – December 2006) and NRF 8 (January – June 2007). Similarly at the Summit, initiatives were agreed to enhance Special Forces' cooperation, and improve multi-national logistics support; and a number of new initiatives were agreed to increase the strategic airlift available to Allies. The Summit endorsed NATO's Comprehensive Political Guidance, which provides the framework to progress this work over the next 10-15 years, in particular to develop modern, rapidly deployable, expeditionary capabilities. Furthermore, recognising that strategic success cannot be achieved by military means alone, and that the international community must work coherently across many other fields (such as reconstruction and development, counter-narcotics, good governance, and law and order), NATO decided to apply this approach throughout an operation, from initial planning to execution, and to enhance its ability to work with relevant international institutions and other organisations. It also decided to develop pragmatic proposals to improve dialogue and cooperation through Partnerships for Peace (in Europe and Central Asia), the Mediterranean Dialogue (in North Africa and the Middle East), the Istanbul Co-operation Initiative (in the Gulf), and with other interested countries such as Japan, Australia and New Zealand.

## European Security and Defence Policy: more coherent and effective

65. The UK continued to play a leading role in the development of the European Security and Defence Policy (ESDP), in particular providing a substantial military contingent for the ESDP military mission EUFOR-ALTHEA in Bosnia until March 2007 (see paragraphs 26-27 under *Current Operations*). The Armed Forces also contributed small numbers of personnel to the successful EU military operation in the Democratic Republic of Congo, which supported the UN in maintaining stability over the Congolese election period. The UK also supported the EU's Aceh Monitoring mission in Indonesia, EU Support Action to the African Union's mission in Darfur, missions to support the rule of law in Iraq and Palestine and the rule of law, and security sector reform missions in the Democratic Republic of Congo. The diversity of these operations underlined the EU's unique ability to deploy a range of military and civilian instruments to undertake tasks from security and stabilisation, to monitoring and mentoring of indigenous police forces, to training judiciary, border monitoring and tackling of organised crime.



Primary Health Clinic, Kenya.

66. In 2005 the UK launched a tri-presidency initiative with Austria and Finland on Civil-Military Coordination, to improve internal coherence and external connectivity in the EU's crisis management activities. The UK supported Secretary General Solana's work to reform and improve the Secretariat structures

and welcomed the new facilities for generating an EU operations Centre. These give the EU a stronger capability to plan and run civilian and civil-military operations. Experience in Bosnia and in Sudan has demonstrated the importance of the EU and NATO working collaboratively. The UK therefore continued to seek ways to improve EU-NATO relations at the operational and political/strategic levels.

## Enhanced European Defence capabilities

67. The UK continued to participate fully in the work of the European Defence Agency, including on the Long Term Vision of the EU's capability needs, evaluation of participating States' investment in defence, and implementation of the Code of Conduct encouraging greater competition in defence procurement. The Headline Goal 2010 sets out the EU Level of Ambition for military crisis management, and the UK continued to work with other Member States and the EU Military Staff on its implementation. In particular, nations agreed the Requirements Catalogue converting the broad level of ambition into specific capability requirements. Work continued to agree the Progress Catalogue in late 2007. This will assess the EU military capabilities needed to meet the Requirements Catalogue and identify shortfalls and associated potential operational risks, to serve as a platform for future capability development.

68. The EU Battlegroups concept achieved Full Operational Capability in January 2007. Two Battlegroups (each about 1,500 personnel) are now on standby for each six-month period, enabling the EU rapidly to launch military response operations. The UK supported this initiative from the outset and continued to work with Partners to develop the idea, in particular to ensure that EU Battlegroups and the NATO Response Force are compatible and mutually supportive (for example, by using NRF standards and criteria for national Battlegroups and harmonising planning timelines). The UK provided a national Battlegroup on standby in 2005, and plans to do so again in 2008 and 2010.

## Conventional Arms Control

69. Conventional arms control activities under the Conventional Armed Forces in Europe Treaty, Vienna Document 1999, and Open Skies agreement continued to contribute to conflict prevention and stability across the Organisation for Security and Cooperation in Europe. During this year, under the provision of these agreements, the UK hosted 13 inward visits and participated in 46 outward visits, in addition to various training missions and stand by tasks.

## Countering Terrorism

70. The Department continued to make an important contribution to the UK's counter terrorism strategy during 2006-07. While the Armed Forces can play an important role in pursuing terrorists and those who support them, defence concentrated, within the wider government effort, on building the will, understanding and capabilities of other countries to improve their own domestic counter-terrorism capabilities and their ability to cooperate operationally with the UK when necessary. This included military training in a wide range of activities such as combat skills, VIP protection, bomb disposal, coastguard operations, and ensuring an integrated response to crisis management. The Armed Forces' contributions to conflict prevention and peace support operations also helped prevent terrorism by tackling some of its underlying causes.

## Countering the threat from chemical, biological, radiological and nuclear weapons

71. The ambitions of a small number of countries of concern, and some terrorists, to acquire chemical, biological, radiological or nuclear weapons, and the imperative of an effective international response, require continuous efforts to safeguard and strengthen international norms. The UK aims to reduce the risk that state or non-state actors will acquire such weapons or use them against the UK, its forces or our interests. The MoD worked closely with other Government Departments to support international export control regimes reducing the threat of proliferation of material, expertise, weapons, and their means of delivery, and to constrain the intent and ability of non states actors and potential proliferating states world-wide to acquire illicit capabilities. In particular it worked with the Foreign and Commonwealth Office and Department for Trade and Industry (now the Department for Business, Enterprise and Regulatory Reform) under the Global Partnership programme to take forward a number of projects to control and reduce existing stockpiles. During the year Ministers agreed new oversight arrangements and a new pooled budget to increase the effectiveness and flexibility of the programme. In close cooperation with the US and Canada the Department also took forward a small programme of work to help redirect former nuclear, biological and chemical weapons scientists from the Former Soviet Union, Iraq and Libya.

## Nuclear Arms Control

72. During 2006-07 the International Atomic Energy Agency continued to be unable to confirm the scale or exclusively peaceful intent of Iran's nuclear programme consistent with its obligations under the Nuclear Non Proliferation Treaty (NPT). In October 2006 the Democratic People's Republic of Korea conducted an apparent nuclear explosion. Both issues raised concerns about international nuclear non-proliferation and disarmament, and were referred to the UN Security Council. The UK remains fully committed to all its obligations under the NPT (on non-proliferation, disarmament, and the peaceful use of nuclear energy) and under the Comprehensive Nuclear Test Ban Treaty. We reaffirmed the unequivocal undertaking to accomplish the total elimination of nuclear arsenals leading to nuclear disarmament and continued to press for multilateral negotiations towards mutual, balanced and verifiable reductions in nuclear weapons. In particular in May 2006 the UK supported the tabling by the United States of a draft treaty in the Conference on Disarmament to end the production of fissile material for use in nuclear weapons (the Fissile Material Cut-Off Treaty).

## Biological Arms Control

73. The Sixth Review Conference of the Biological and Toxin Weapons Convention was held in November/December 2006 and agreed a programme of work for 2007-2010. Defence personnel, particularly experts from the Defence Science and Technology Laboratory, Porton Down, continued to make a key contribution.

## Chemical Arms Control

74. In March 2007 the Minister for the Armed Forces announced that the UK had completed destruction at Dstl Porton Down of old UK chemical weapons from the two world wars within the ten year deadline required by the Chemical Weapons Convention. Significant progress was made in the MoD Global Partnership programme to support Russia with destruction of its stockpiles of chemical weapons. Using a project management team at Dstl, the Department took forward projects at the Shchuch'ye Chemical Weapons Destruction facility on behalf of the UK, Canada, Belgium, the Czech Republic, The Netherlands, New Zealand, Norway, Sweden, the EU, and the Nuclear Threat Initiative (a US Non-Government Organisation). In July 2006, the MoD announced that it would provide further assistance, in close partnership with Canada, at a further destruction facility at Kizner.

## Export Controls

**75.** The MoD contributed both specialist and policy advice to the UK's efforts to ensure that the multilateral export control regimes and arrangements (whether dealing with conventional weapons, associated dual use equipment and technology, or equipment and technology that could contribute to a nuclear, biological or chemical weapons programme) continued to evolve to take into account advances in technology and changes in the geopolitical situation. The Department also participated in the preliminary work for the Government's review of the legislation introduced in 2004 under the Export Control Act. Details of licensing decisions and performance achieved in processing export license applications are published in the *Annual Report on United Kingdom Strategic Export Controls*.

## Proliferation Security Initiative

**76.** Defence officials continued to play a leading role in meetings and exercises of the Proliferation Security Initiative Operational Experts Groups. These aim to improve nations' abilities to interdict nuclear, biological and chemical weapons, their precursors and means of delivery. The UK hosted a major maritime industry workshop in October 2006 which brought together representatives of the Governments and the shipping industries of 20 countries.

## Deterrence

**77.** Deterrence aims to convince a potential adversary that the consequence of a particular course of action outweighs the potential gains. All the UK's military capabilities, conventional and nuclear, have a role to play in this. The fundamental principles underpinning nuclear deterrence have not changed since the end of the Cold War. However deterrence in the 21st Century is going to be more complex in a multi-faceted and more fragmented security environment, populated by an array of potential adversaries and presenting less predictable security challenges. The UK's deterrence posture must therefore remain flexible enough to respond to these potential challenges, in whatever form they present themselves. The publication in December 2006 of the Government's White Paper *The Future of the United Kingdom's Nuclear Deterrent* (see essay on page 60), which Parliament approved in March 2007, sets out this position against a particular range of possible future risks and challenges. Nuclear

weapons continue to provide the ultimate guarantee of the UK's security by deterring and preventing nuclear blackmail and acts of aggression against the UK's vital interests that cannot be countered by other means. The UK will retain only the minimum amount of destructive power required to achieve deterrence objectives. The Government deliberately maintains ambiguity about precisely when, how and at what scale the UK would contemplate using nuclear weapons. To do otherwise would simplify the calculations of a potential aggressor by defining more precisely the circumstances in which the Government might consider the use of the UK's nuclear capabilities. However, the Government has made clear many times over many years that the UK would only contemplate using nuclear weapons in extreme circumstances of self-defence and in accordance with the UK's international legal obligations.



Trident missile fired from HMS Vanguard.

## Chemical, Biological, Radiological and Nuclear Defence

**78.** The Armed Forces face a diverse range of potential chemical, biological, radiological and nuclear threats and hazards on operations. The Government's policy is to maintain the UK's political and military freedom of action to pursue the UK's foreign and security policy aims despite the presence, threat or use of such weapons. To achieve this the Department has strategies to counter the threat of these weapons, including a range of capabilities to defend against them, and maintains comprehensive programmes to develop these defensive capabilities further. The UK continues to improve inter-operability with NATO, the EU and, bilaterally, especially with the US, and plays an influential role on NATO's Senior Defence Group on Proliferation, which considers NATO-wide policy on these threats and seeks to develop joint defensive capabilities across the Alliance against these weapons.

## Missile Defence

**79.** The UK has maintained its close relationship with the US in missile defence. In February 2007 the US Government announced its intention to open negotiations with Poland and the Czech Republic over the possible basing of US missile defence system components in those countries. This reflects the US's desire to expand their national missile defence system to provide a more robust defence against an attack from the Middle East, while at the same time offering protection for friends and allies in Europe. The UK is closely engaged in discussion of the implications of these proposals within NATO and with Russia.

## UK and International Conflict Prevention

**80.** While the primary focus of the MoD remains providing the capability to conduct military operations, it is clearly better to prevent the need for them arising. We therefore continued to support the FCO and DfID in work to tackle the underlying causes of conflict and thus minimise the likelihood of a need for UK military intervention. The Government's top level objectives are set out in the joint MoD/FCO/DfID 2004 Spending Review Public Service Agreement target for conflict prevention. The work is primarily taken forward through the Africa and Global Conflict Prevention Pools. The Pools form a tri-departmental programme that ensures a coherent and consistent approach is taken across Government to deliver joined-up UK policy making, action planning and activity to prevent conflict and dispel hostility. The Government has made progress, and remains broadly on course to achieve the PSA target by 2008, albeit with some slippage. Of the twelve detailed indicators underpinning the target, nine were broadly on course at the end of the year, one (increasing the number of military personnel across the world available for UN Peacekeeping) had already been met, and two (the Middle East Peace Process and Iraq) were not on course. During the year there were improvements in the situation in the Balkans (see paragraphs 25-27 under *Current Operations*), with UK efforts focusing on Kosovo's final status process and Bosnia and Herzegovina holding successful elections. The UK made a significant contribution to the success of presidential, parliamentary and provincial elections held in the Democratic Republic of Congo, which were declared credible and transparent by all observers. Detailed reports on progress against the individual Public Service Agreement targets are at Annex C.

**81.** As set out in the chapter on current operations, the main defence contribution towards this goal during the year was the forces deployed to Iraq, Afghanistan and the Balkans to provide the security on the ground that enable reconstruction and conflict prevention activity to be taken forward. The net cost of these operations in 2006-07 was £1,796M (see Note 2 to the Departmental Resource Accounts). About a further 300 personnel were deployed on UN peacekeeping operations (see paragraph 29 under current operations). The MoD also contributes to the work of the Pools through Defence Relations tools. In particular, the Department provided Security Sector Reform assistance in areas where UK forces were engaged on peace building tasks (see paragraphs 12 and 22 under *Current Operations*), and supported the development of deployable African, Balkans and Central and Eastern European peacekeeping capabilities for regional and international security intervention operations.

## Africa Conflict Prevention Pool

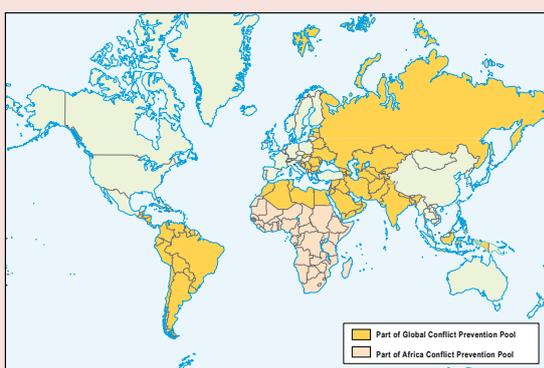
**82.** The MoD continued to work very closely with DfID and FCO on conflict prevention and capacity building in Africa through the Africa Conflict Prevention Pool. Under the Pool's joint strategy, the MoD focused on providing advice, funding and technical support to the African Union for the development of the African Standby Force, which will eventually supply a multi-national pool of African troops held at readiness for service in African-led peace support operations. The development of sub-regional and national capacity to conduct these is an important aspect of this, and the MoD accordingly provided training to the Armed Forces of some 20 African countries over the year in order to improve their ability to take part in peacekeeping missions and to contribute units to the future force. Based on the 'train-the-trainer' principle, much of this work was led by British Military Advisory and Training Teams based in Kenya, South Africa, Ghana and Nigeria. This investment in peace support training yielded significant results over the year; In West Africa, the Department provided training for a Nigerian battalion and company size units from Ghana and Gambia (some 850 troops in all) which deployed with the African Union peacekeeping force in Sudan's Darfur region. In the Republic of South Africa, the Department helped with preparatory training for some 5,300 South African National Defence Force troops deploying on peace support operations in Sudan and with the UN in Burundi and the Democratic Republic of Congo. The Department also continued to support a number of key regional training centres across the continent, including the Kofi Annan International Peacekeeping Training Centre in Ghana, and the Karen Peace Support Training Centre and International Mine Action Training Centre in Kenya. Since the latter opened in 2005 it has

provided de-mining and/or mine awareness training to some 3,800 African and international personnel. As members of the UK-led international Military Advisory and Training Team, some 80 British Service personnel have helped Sierra Leone to build professional, democratically accountable Armed Forces, providing a key pillar of the UK's comprehensive Security Sector Reform effort in the country and eight Ministry of Defence Police deployed in support of election monitoring/security preparations for the elections due in August this year.



Setting up base in Sierra Leone.

#### Global and African Conflict Prevention Pools



#### Global Conflict Prevention Pool

**83.** Within the Global Pool the defence contribution is focused on Capacity Building and Security Sector Reform. In particular, through 'train-the-trainer' schemes, the Armed Forces transfer their military skills within an accountable and democratic framework to help other countries become self-sufficient and

responsible for their own security, and by extension to enable them to contribute personnel to international Peace Support Operations. The Global Pool's Security Sector Reform strategy continued to work to strengthen the security institutions of partner nations and improve the governance of their security sectors, including the Armed Forces, national intelligence services, and police and justice systems. The British Military Advisory and Training Team based in Vyskov in the Czech Republic continued to play a key role in the delivery of defence reform, and in preparing nations to play a more active part in UN-mandated Peace Support Operations. Amongst many training projects during the year, the Team in Vyskov supported the British Military Advisory and Training Team in Nigeria to train Nigerian troops deploying to Darfur (see paragraph 82). The Department also continued to support the training of members of the new Iraqi and Afghan national armies in professional leadership and military skills (see paragraphs 12 and 22 under *Current Operations*).



Mines awareness lesson in Vyskov.

**84.** Under the Global Pool MoD, FCO and DfID also worked towards a more coherent response to the reduction of small arms proliferation and armed violence, and in particular pursued a national programme of assistance in stockpile management, security and destruction of small arms and light weapons complementary to the work underway in the UN. The strategy takes a holistic approach to the problem of small arms proliferation, seeking to tackle their supply, demand and availability. This is achieved through support for the implementation of existing regional and national agreements on such weapons; their collection and destruction; the promotion of an initiative to build on regional approaches to agree common global guidelines for controls on transfers of small arms; awareness raising and education programmes. An example of this was the provision of a small arms and light weapons destruction facility in Bosnia-Herzegovina (see paragraph 25 under *Current Operations*).



Steel works in Bosnia used to smelt weapons.

## UK and International Conflict Management and Reconstruction

**85.** But it is not always possible to prevent conflicts. The Government therefore also worked to improve the international community's capability to manage and confine them when they break out, in particular through the United Nations, to develop international humanitarian norms and obligations to minimise the impact of such conflicts on the innocent, and to help with reconstruction and recovery once conflicts are over.

### The United Nations

**86.** Demand for UN peacekeeping continued to grow and the UK worked closely with other nations in the UN Special Committee on Peacekeeping on ways to enhance peacekeeping capacity and capability (see UN peacekeeping targets in Annex C on *Conflict Prevention*). The Global Conflict Prevention Pool UN Strategy (which spends about £7.5M a year) funded work to improve the quantity and quality of peacekeepers. Examples included supporting the development of the UN's best practice guidance, including the development of standard training modules for peacekeepers, especially senior leadership training, and work with a range of current and potential troop contributing countries to improve their capacity for peacekeeping. We continued to implement both the UK National Action Plan on UN Security Council Resolution 1325 on Women, Peace and Security, through audits of the training provided to our Armed Forces to ensure compliance with the UNSCR, as well as our Action Plan on preventing Sexual Exploitation and Abuse.

### International Humanitarian Law

**87.** Work continued with Argentina to address mine clearance issues in the Falkland Islands, and a joint study was conducted over the last austral summer.

The UK continued to take a leading role in ensuring that any use of Cluster Munitions remains firmly within the parameters of international law and international humanitarian law. At the Conference on Certain Conventional Weapons in November 2006, and at the Norwegian Initiative Conference in Oslo in February 2007, the UK led international efforts to reduce the humanitarian impact of cluster munitions. In March 2007 the Secretary of State for Defence announced that the Armed Forces would cease using 'dumb' cluster munitions with no target discrimination capability or no self-destruction, self-neutralisation or self-deactivation capability, making the UK the first major world power to do so. This required the Department to write off some 28 million submunitions worth £112M (see paragraph 292 under *Finance*, and the statement on losses and special payments contained in Note 31 to the Departmental Resource Accounts). The Armed Forces will continue to use 'smart' cluster munitions which have self-destruct mechanisms, reducing the risk of harm to civilians. As with all weapons, their use will be regulated by rules of engagement and internal scrutiny procedures designed to adhere to international law and reflect humanitarian values.

### Arms Trade Treaty

**88.** Defence officials continued to support work towards a legally binding global treaty on the trade in conventional arms. The UK's aim is to ensure that all countries adopt and adhere to high standards in the conduct of the arms trade, with the goal of ensuring that sales are not allowed which will provoke or worsen conflicts; be used by human right abusers or to violate international humanitarian law; destabilise countries or regions; undermine sustainable development; or allow arms to flow from the legitimate to the illicit market. In 2006 the UK set out to secure agreement to a formal UN process to take this work forward. Recognising the growing global support for the initiative from a cross section of countries, in July 2006 the UK co-authored a UN General Assembly Resolution with Argentina, Australia, Costa Rica, Finland, Japan and Kenya, passed with 153 votes in favour. It made clear the importance of human rights and international humanitarian law and called on the UN Secretary General to seek views from countries on the feasibility, scope and draft parameters of a treaty and report back to the UN in 2007. The Secretary General will then convene a Group of Governmental Experts to look at these issues in 2008, and report back to the UN General Assembly later that year.

## Post-Conflict Reconstruction

89. The Post Conflict Reconstruction Unit (PCRU) is a tri-departmental (MoD, DfID, FCO) organisation. It works to improve the UK's support for countries emerging from violent conflict to prevent a resurgence of violence and establish the basis for the conditions to enable development. In 2006-07 PCRU advisers in Helmand Province in Afghanistan helped the Provincial Development Council to determine priorities for the province, enhanced co-ordination between the Afghan Army and Police, and managed quick impact projects such as better irrigation, more reliable power supply, and extending reception of the BBC World Service Pashto Service. A PCRU facilitated review led to improvements in integration between the UK military and civilian Departments in implementing the UK Helmand Plan (see paragraph 21 under *Current Operations*). In Iraq, PCRU provided staff for the UK-led Provincial Reconstruction Team in Basra that

enabled the Basra Provincial Council to identify and implement priority projects in areas such as water supply and economic development. It also contributed to strengthening integration of military and civilian planning and coordination in Basra (see paragraph 15 under *Current Operations*). PCRU, DfID and FCO also helped the African Union Mission in the Sudan increase awareness of the Darfur Peace Agreement among non signatories and the general public. In Nepal, PCRU supported the Government of Nepal and the UN in establishing priorities for public security reform to strengthen the peace process and plan for the security of key elections later this year. During and immediately following the war in Lebanon, the PCRU helped develop projects to enhance peace building, and improved international coordination of support to the Lebanon Armed Forces to strengthen their ability to bring stability to the south of the country.

## Further sources of information

90. Additional information on Defence Policy and related issues is available from the following sources:

- quarterly PSA reports to HM Treasury at [www.mod.uk](http://www.mod.uk);
- Defence White Paper *Delivering Security in a Changing World*, (Cm 6041-I in December 2003) available at [www.mod.uk](http://www.mod.uk);
- information on Global and African Conflict Prevention Pools, and Proliferation Security Initiative at [www.fco.gov.uk](http://www.fco.gov.uk);
- Annual Report on United Kingdom Strategic Export Controls published in July 2006 available at [www.fco.gov.uk](http://www.fco.gov.uk);
- United Nations Security Council at [www.un.org](http://www.un.org);
- background on NATO Response Force at [www.arrc.nato.int/brochure/nrf.htm](http://www.arrc.nato.int/brochure/nrf.htm);
- Zeid Report at [www.un.org](http://www.un.org);
- NATO reference publications and ministerial communiqués, including Comprehensive Political Guidance at [www.nato.int](http://www.nato.int);
- NAO Report on PSA target data systems available at [www.nao.org.uk](http://www.nao.org.uk);
- UK Global Partnership Fourth Annual Report 2006 available at [www.dti.gov.uk](http://www.dti.gov.uk);
- Information on Post Conflict Reconstruction Unit at [www.postconflict.gov.uk](http://www.postconflict.gov.uk);
- Chatham House Report by Professor Paul Cornish This is available at [www.chathamhouse.org.uk/pdf/research/niiis/GlobalPartnershipWMD0107.pdf](http://www.chathamhouse.org.uk/pdf/research/niiis/GlobalPartnershipWMD0107.pdf);
- The Future of the United Kingdom's Nuclear Deterrent Cm 6994 available at [www.mod.uk](http://www.mod.uk);
- EDA background, current initiatives and programmes at [www.eda.europa.eu](http://www.eda.europa.eu);
- ESDP at [www.consilium.europa.eu](http://www.consilium.europa.eu); and
- Riga Communique at [www.nato.int](http://www.nato.int).

## Essay – The Future of the UK's Nuclear Deterrent

The United Kingdom's nuclear deterrent has been a central plank of our national security strategy for fifty years. Over this time no country has ever used a nuclear weapon, nor has there been a single significant conflict between the world's major powers. The UK's nuclear deterrent, within NATO, helped make this happen. Following detailed assessment and analysis, the Government set out its plans to maintain the UK's nuclear deterrent capability in a White Paper, *The Future of the United Kingdom's Nuclear Deterrent*, published in December 2006. After three months of extensive public and Parliamentary discussion and debate, the House of Commons voted in March 2007 to endorse the Government's plans.

The timing of these decisions was driven by the life of the Vanguard class submarines and the time it will take to develop replacements. The Department's analysis demonstrated that it was highly unlikely to be technically feasible or cost effective to extend the life of the Vanguard class beyond around 30 years, which already represents a five-year extension to their original design life. Equally, all the Department's experience, and that of industry, France and the US, is that it will take around 17 years to design, build and deploy new ballistic-missile carrying submarines. Given that the second of the Vanguard class is expected to leave service around 2024, this means detailed concept and assessment work needs to begin in 2007 if the UK is to avoid a risk of a gap in deterrence coverage.

### The Rationale for retaining a Nuclear Deterrent

The Government believes that the concept of deterrence is just as relevant now as it was during the Cold War. Deterrence is about dissuading a potential adversary from carrying out a particular act because of the consequences of your likely retaliation. This is not an especially complex or unique concept. Nor does it have anything inherently to do with nuclear weapons, or superpower blocs. The United Kingdom's and our Allies' conventional forces are themselves a form of deterrent; they can and do deter various different kinds of states and non-state actors even in today's post-Cold War world.

But nuclear weapons are unique in terms of their destructive power, and as such, only nuclear weapons can deter nuclear threats. No country currently possesses both the capability and intent to threaten the United Kingdom's vital interests with nuclear weapons. But the Government has concluded that it is impossible to be certain that, over the next 20 to 50 years, such a threat may not re-emerge. This is not just a question of uncertainty, although it is important to be realistic about the potential to predict with confidence the strategic developments over these extended periods. There are also identifiable risks and trends of concern. Large nuclear arsenals remain around the world, some of which are being modernised and expanded. Despite international efforts to counter nuclear proliferation, the number of countries with nuclear weapons continues to grow, albeit less quickly than some have predicted. And the Government remains concerned at the implications should international terrorists get access to nuclear weapons.

The Government will redouble its efforts to seek to ensure that these potential future risks and challenges do not develop into threats to the United Kingdom's vital interests. It remains firmly of the view that a world in which there is no place for nuclear weapons would be a safer world. The UK has made significant unilateral reductions in its nuclear capability since the end of the Cold War, and is the only one of the five Nuclear Weapon States to have reduced to a system based on a single platform, a single delivery system and a single warhead design. The UK has also made major reductions in the scale and readiness of that system, halving the number of warheads deployed on deterrent patrol and reducing by more than 70 per cent the explosive power of the warhead stockpile, which now accounts for less than one per cent of the total global stockpile.

The Government will continue to maintain only the minimum capability the United Kingdom requires. But it believes the best way to achieve the goal of a world in which there is no place for nuclear weapons is through a process of international dialogue and negotiation. The next steps in this process should be the early entry into force of the Comprehensive Test Ban Treaty and the beginning of negotiations without preconditions on a Fissile Material Cut Off Treaty which, if successful, would end the production of weapon-useable nuclear material. But this will inevitably take time. And in the interim, the Government has a responsibility to take the steps necessary to ensure our national security and this includes retention of a minimum, independent nuclear deterrent.

## Renewing Trident

The White Paper set out three main decisions:

- to extend the lives of the current Vanguard-class submarines from their original design life of at least 25 years to 30 years, and to start work to procure a new class of ballistic-missile submarines to replace the Vanguard-class;
- to participate in the life extension programme for the Trident D5 missile, to enable us to keep that missile in service through to the 2040s; and
- further to reduce the number of operationally available warheads from fewer than 200 to fewer than 160.

Key to the decision to retain a submarine based deterrent was the requirement to ensure the credibility of the United Kingdom's deterrent posture. And fundamental to credibility is the need for the deterrent to be invulnerable to pre-emptive attack, to be able to sustain a high degree of readiness, and to be able to deliver the required destructive power wherever might be required for effective deterrence. There were no credible alternatives to retaining a submarine-based system. All the other options were significantly more vulnerable to pre-emptive attack and all were at least as expensive as the submarine option, some significantly more so. This analysis also led to the conclusion that it was necessary for the foreseeable future for the United Kingdom to continue the existing posture of continuously maintaining a single submarine on deterrent patrol.

The Government's initial estimate is that the cost of procuring a new class of submarines will be in the range £11-14Bn (at 2006-07 prices) for a four submarine solution. This investment will not come at the expense of the conventional capabilities that Armed Forces need. Participation in the Trident D5 life extension programme will cost around £250M and the estimate also includes some £2-3Bn on renewing infrastructure to support the deterrent over the lifetime of the new submarines. The Government will also continue to invest in sustaining capabilities at the Atomic Weapons Establishment. The bulk of these costs are likely to be incurred 2012 to 2027. Once the new submarines come into service, the running costs of the nuclear deterrent are expected to be similar to those of today.

## Future Decisions

The Government envisages placing contracts for the detailed design and manufacture of the new submarines in the period 2012-14. It has yet to decide whether the United Kingdom will require a fleet of three or four submarines to meet future deterrent requirements. Four Vanguard-class submarines are needed to sustain continuous deterrent patrols, but work will be undertaken to assess the scope for sufficiently radical design, operating and support changes to enable the MoD to maintain continuous deterrent patrols with a fleet of only three. It is likely to be necessary to decide on any refurbishment or replacement of our existing nuclear warhead in the next Parliament. Such a programme might involve procurement costs of some £2-3Bn. Decisions on any replacement for the Trident D5 missile are unlikely to be necessary until the 2020s. In all this, the Government will continue to work closely with the United States. Details of this collaboration were set out in an exchange of letters between the Prime Minister and the President of the United States, signed in December 2006.

# Wider Government

**Objective: Contribute to the Government's wider domestic reform agenda, including Sustainable Development**

## Assessment and Performance Measures

**Assessment:** Sustainability issues and their implications for security and defence are being incorporated in defence planning and management. Good progress was made in taking forward sustainable operations across defence estate, but there is more to do to meet targets. The Department is strongly committed to social issues. Service personnel gained over 17,500 accredited qualifications in 2006-07, and the Department provided over 33,000 learning credit grants. Youth and veterans programmes also contributed to the Government's sustainable community goals.

### Sustainable Procurement, Consumption and Production:

- Sustainable Procurement Interim Delivery Plan completed (with April 2007 targets on sustainable procurement met already);
- Systems established to invest £5 million in 2007-08 for energy efficiency measures;
- All timber and timber products from legal and, where possible, sustainable sources;
- Around 60% of new buildings achieved an 'Excellent' rating, and 72% of refurbishments achieved 'Very Good' rating for sustainability (target 90%);
- 7% of electricity from renewable sources, and 2.5% from Combined Heat and Power (targets of 15% and 10% respectively by 2010);
- Waste management and recycling data systems not in place to measure overall performance, although examples of good practice (target to reduce waste arising by 5% relative to 2004-05 and increase recycling to 40% by 2010).

### Climate Change and Energy:

- Work is in hand to assess impact of climate change for new developments and major refurbishment projects;
- Total MoD carbon dioxide emissions for 2006-07 of 5.5 million tonnes;
- Carbon dioxide emissions from Defence buildings fell by 5% in 2005-06, for a total reduction of 6% against the 1999-2000 baseline (target 12.5% reduction in emissions from offices by 2010-11, civil office estate to be carbon neutral by 2012);
- Carbon dioxide emissions of 29,000 tonnes in 2005-06 from administrative vehicle fleet (target 15% reduction by 2010-11);
- 15% energy efficiency built into budgets over the next four years (target 15% by 2010). Energy efficiency programme being developed for 220 largest defence sites.

### Sustainable Communities

- Over 17,500 accredited qualifications and 33,000 learning credit grants in 2006-07;
- Expansion of Combined Cadet Forces in state schools;
- Continuing support to mentoring and outreach programmes, including for disadvantaged young people;
- Some 14,300 personnel (about 92%) drew on resettlement support in 2006-07. 94% of those who wished to continue to work secured employment within six months of discharge;
- Major commemorative events, and extension of eligibility for Veterans Badges;
- Continuing research into specialist veterans health issues;
- Improved terms and conditions, including pensions, for Gurkha personnel.



## Defence in the wider community

91. In its Sustainable Development Strategy *Securing the Future* the Government set out its goal of a strong, healthy and just society, nationally and internationally, living within environmental limits, to enable all people throughout the world to satisfy their basic needs and enjoy a better quality of life without compromising the quality of life of future generations. Defence's primary contribution to this is through defending the UK and helping to foster international peace and stability, including through providing a range of specialist support to Home Departments in the United Kingdom (see paragraphs 31-33 under *Current Operations*). But the Ministry of Defence and the Armed Forces do a lot more than this. The Department is the third largest landowner in the United Kingdom, making a major contribution to the protection of the environment and preservation of our heritage (see paragraphs 334-338 under *Estates*). The Ministry of Defence provides employment, much of it highly skilled, for around 600,000 people directly or indirectly. Defence spends some £16Bn a year on often high technology goods and services from industry and conducts complex scientific and technological research and development comprising about 30% of the Government's total expenditure in this area (see paragraphs 203-205 under *Science, Innovation and Technology*). The Armed Forces returned about 24,000 personnel to the civilian economy with a wide range of acquired skills and qualifications (see paragraph 200 under *Personnel Management* and the essay on *Defence Training and National Skills* on page 128). The Cadet Forces and MoD sponsored Skill Force make a significant contribution to their local communities and to the development of the young people in them (see paragraphs 109-111). The Department also works to ensure that veterans' contribution to society is recognised, and to provide support to veterans who need it (see paragraphs 118-119 below). Through all this, defence personnel and capabilities, military and civilian, contribute to the goals of almost every other Government Department, and work towards the goal of a sustainable society nationally and internationally, on a daily basis.

## Sustainable Development

92. Defence promotes international peace and stability. Without these sustainable development is not possible. But environmental pressures and increased competition for limited natural resources can contribute to tensions and conflict – both within and between states. Climate change is likely to increase these pressures. It follows that the maintenance of international peace and stability will be heavily influenced by sustainability issues around the world. The UK will not be immune from these developments,

and they will have implications for defence. The MoD is therefore working to create a coherent understanding of the interrelationships between sustainability and defence, as these will have significant impacts on what the Armed Forces need to be able to do over time in defence of the UK, its interests and its allies.



Soldier helps to reduce flooding in Iraq

93. The Government's national sustainability goals also have large implications for the management of defence, and the performance of the Ministry of Defence is fundamental to the Government achieving the targets it has set itself. In June 2006 the Prime Minister set out targets for Sustainable Operations on the Government Estate in the areas of climate change and energy, sustainable consumption and production, and natural resource protection and environmental enhancement. In March 2007 the Government issued its *Sustainable Procurement Action Plan* in response to the report of the business-led Sustainable Procurement Task Force. Performance against these targets and objectives is set out immediately below and, for natural resource protection and environmental enhancement, in paragraphs 180 under *Defence Estate*. In March 2007, the National Audit Office also published its report on *Managing the Defence Estate: Quality and Sustainability*. This concluded that the Department faces an unparalleled challenge in managing its estate in a sustainable way, is carrying out much good work both to make it more sustainable and to build effective relationships with external stakeholders, but needs to do more to meet both Government and Departmental targets. Defence performance against central Government targets for sustainable development on the estate is also set out in the Sustainable Development Commission's annual reports on *Sustainable Development in Government*, and more detailed reporting is contained in the MoD's *Sustainable Development Annual Reports*.

## Sustainable Consumption and Production: Sustainable Procurement

### Leadership and Accountability

94. The 2nd Permanent Under Secretary of the MoD chairs the interdepartmental Sustainable Procurement and Operations Board, and is the Whitehall champion for Sustainable Procurement across central Government Departments. During the year the Department established a Sustainable Procurement Steering Group chaired by the Defence Commercial Director. Defence sustainability data are externally and independently verified by Enviros, an independent environmental consultancy. The MoD Sustainable Procurement Interim Delivery Plan was completed in March 2007, ensuring that by April 2007 the MoD achieved Level one across all five themes of the *Sustainable Procurement Task Force National Action Plan Flexible Framework*. From 1 April 2007 sustainable development has been incorporated in the Defence Plan 2007 as a top level performance target reported to the Defence Management Board. The Department's strong systematic approach towards delivering more sustainable procurement, and its commitment to public reporting and external data verification were commended by the Sustainable Development Commission.

### Budgeting and Accounting Practice

95. During the year the Department set aside £5M to support investment in 2007-08 in larger energy efficiency measures such as new site wide heating systems and the Estates Utility Board established a process to identify and prioritise opportunities to fund the up front difference between a 'traditional' and a 'green' solution.

### Raising Standards

96. The Department has required that all timber and timber products are procured from legal and, where possible, sustainable sources for several years. Recycled paper is used in all copiers and printers in the MoD Head Office, and all paper used for defence publications comes from sustainable forests.

## Market Engagement

97. The Department is working with stakeholders to identify how to take greenhouse gas emissions and other sustainability issues into account more effectively when making procurement, product design and construction decisions. The preliminary focus is on those areas of commodity and estate procurement where there is the greatest scope for sustainable procurement to be integrated into processes.

### Building design and construction

98. In March 2006 the Department introduced an in-house environmental performance assessment tool developed to focus on sustainability targets relevant to defence construction, to help integrate sustainability into new build and refurbishment projects. Since then around 60% of new buildings have achieved an 'Excellent' rating for sustainability, and 72% of refurbishments have achieved a rating of 'Very Good', against targets of 90% each. The new, highly energy efficient Wellbeck Defence Sixth Form College was specifically commended in the National Audit Office Report *Building for the future: Sustainable construction and refurbishment on the government estate*, and achieved an Excellent rating under the School Environmental Assessment Method. Green roofs were installed on some of the College buildings to contribute to site biodiversity, demonstrate the MoD's Estates' commitment to sustainability to the public and pupils, and act as an insulating layer. It remains Departmental policy to implement the Department for Environment, Food and Rural Affairs' non-mandatory Minimum Environmental Standards – Quick Wins. Their uptake by contractors will be audited in the near future.

### Waste management

99. The Government's target is to reduce its waste by 5% by 2010, and 25% by 2020, relative to 2004-05 levels, and to increase its own recycling to 40% of its waste by 2010, and 75% by 2020. The Department continues to work to improve waste reduction, recovery and recycling rates. There are examples of good practice, such as the single living accommodation programme's use of 20% recycled material. But while reporting continued to improve, with almost 200 key sites (which account for a substantial proportion of waste arisings) now reporting data, data systems are not yet in place across the entire estate to measure performance comprehensively. An independent project, due to report in the summer of 2007, is reviewing how radically to improve waste

management across defence. The Department is working with QinetiQ to develop improved waste management technologies for ships and deployed forces.



**19th Century wreck at Stanley home to wildfowl and seabirds**

## Climate Change and Energy

**100.** The most recent conclusions of the UN's Intergovernmental Panel on Climate Change is that the average global temperature is very likely to rise by at least 2% over the next 50 years. The Hadley Centre in the Met Office – an MoD Trading Fund – is internationally recognised as at the forefront of world climate science, and in translating that science into policy advice. The work of HMS Endurance with the British Antarctic Survey also contributes to measuring the environmental impact of climate change. Defence has a key role in addressing the challenges this will bring. The need to operate in hotter conditions in future will affect the operational capability of both people and military equipment, and adapting in order to continue to deliver success on operations will inevitably cost money. The longevity of much defence infrastructure and equipment means that the Department already needs to take account of the likely future climate over the next 50 years in its procurement decisions. Work is in hand to assess the potential impact and review the scope to build resilience to climate change into new developments and major refurbishment projects (see the essay on Defence and Climate Change on page 73). The MoD also needs to mitigate its own environmental impact as far as possible by ensuring that defence activities are as sustainable as possible. In line with Government policy, the Department intends to use its £16Bn annual procurement budget to drive both low carbon and energy efficient solutions from suppliers. Rising energy costs are a compelling further incentive to minimise energy use, as they divert resources away from the Department's core outputs.



**HMS Endurance gathering information on climate change in Antarctica.**

## Carbon dioxide emissions

**101.** Defence produces about 1% of the United Kingdom's total carbon dioxide emissions and about 65% of the Government's total building emissions. The Department entered into a strategic relationship with the Carbon Trust three years ago. Total carbon dioxide emissions for 2006-07 (from aviation, marine and ground fuel use, the estate and business travel) were about 5.5 million tonnes. Over 90% derives from energy use on the estate and consumption of marine and aviation fuel (see essay on Defence and Climate Change on page 73).

**102.** The Government aims to reduce carbon dioxide emissions from its offices by 12.5 per cent by 2010-11, and by 30 per cent by 2020, relative to 1999-2000 levels, and for the Central Government's Office Estate to be carbon neutral by 2012. The Department is not yet able to measure separately carbon dioxide emissions from office buildings, but defence accounts for about two thirds of the carbon dioxide emissions from buildings on the central Government Estate. In 2005-06, the most recent year for which there is data, carbon dioxide emissions from all defence buildings, fell by 5% over the previous year, and by a total of 6% against the 1999-2000 baseline. The Department is developing a plan to implement carbon neutrality on the non-military buildings that constitute its civil estate. The Government also aims to reduce carbon dioxide emissions from road vehicles used for Government administrative operations by 15% by 2010-11, relative to 2005-06 levels. The Department's administrative fleet comprises 7,000 leased vehicles, representing annual carbon dioxide emissions of 29,000 tonnes, in 2005-06. A more comprehensive picture has been built across the TLBs this year and the figure is some 50,000 tonnes.

## Energy Efficiency

**103.** The Government's target is for all Departments to increase their energy efficiency per square metre by 15% by 2010, and by 30% by 2020, relative to 1999-2000 levels. Very small buildings can consume very high amounts of energy and square metre baselines can unavoidably vary annually. The MoD has built a 15% energy efficiency target into internal budgets over the next four years. The Department is working with the Carbon Trust and estate contractors to raise awareness of energy efficiency opportunities. During the year Osnabrück Garrison in Germany and 4th Mechanised Brigade became the first Army and first overseas organisation to receive the Carbon Trust's Energy Efficiency Accreditation following investment of more than £1M over the last five years in energy efficient technologies. At RAF Kinloss a pilot project with the Carbon Trust has generated annual savings of £340,000 from an up-front investment of £100,000, following which a further ten projects have been taken forward across the estate, with potential annual savings of some £2M for an up-front investment of about £2.3M. A similar process is now being rolled out across a further 15 sites. The intention is to follow up in due course across the remainder of the 220 MoD sites that generate about 70% of the energy bill.

## Energy Sources

**104.** By 2010 the Government aims to source at least 10% of electricity from renewable sources, and at least 15% of electricity from Combined Heat and Power. In 2006-07 the Department bought 7% of its electricity from renewable sources, and sourced 2.5% of electricity is from Combined Heat and Power. This is planned to increase by a 2.5% each year until 2010.

## Sustainable Communities

**105.** In its most recent report on *Sustainable Development in Government* the Sustainable Development Commission commended the Department's strong commitment to social issues. The main defence contribution in this area is set out in detail in the paragraphs below on young people (paragraphs 109-111) and veterans (paragraphs 116-127). The training provided to defence personnel, military and civilian also contributes to the Government's education and skills objectives (see paragraph 106 and paragraph 218 under *Personnel Management*). Environmental noise from military flying and tank and artillery ranges is a legitimate concern for communities affected. The Department provides routine advice for the public on Military Low Flying and publishes an annual review of low

flying activity. The Department encourages all staff to undertake volunteering work. Civil servants serving as, for example, a Magistrate, Special Constable or School Governor are given Special Paid Leave. Service personnel undertake voluntary work at the discretion of their Unit Commander, taking into account military commitments.

## Building Skills

### Improving Skills

**106.** As part of our core business the Department and Armed Forces provide considerable basic, specialist and professional skills training to newly recruited young military and civilian personnel. This contributes directly to the Government's skills development goals (see the essay on pages 128 on *Defence Training and National Skills*). The high quality of the Armed Forces work-based learning provision was acknowledged in the Department for Education and Skill's (DfES)<sup>1</sup> Green Paper *Raising Expectations: staying in education and training post-16*, published in March 2007. During the year the Department strengthened links with the Learning and Skills Council to improve the support to young Service personnel, in particular through defence apprenticeship schemes and help for those with poor literacy and numeracy. The Department also worked with Government Skills (the Sector Skills Council for Central Government), which is aiming to produce a common strategic skills framework across Central Government, to ensure that it reflects the needs of the Armed Forces and to help develop the Professional Skills for Government initiative within the defence Civil Service (see paragraph 224 under *Personnel Management*). Following publication in December 2006 of the Leitch Review *Prosperity for All in the Global Economy* into development of the UK skills base, the Department has been working to address aspects of the key recommendations to inform the overall Government response. In June 2007 the MoD and Armed Forces signed the national 'Skills Pledge' called for in the Leitch Report, to give every employee without a Level 2 qualification<sup>2</sup> the chance to get qualified at that level and offer the support to do so (see paragraph 107), and to support employees in improving basic levels of literacy and numeracy (see paragraph 220 under *Personnel Management*).

<sup>1</sup> DFES became the Department for children, schools and families; and the Department for Innovation, Universities and Skills, on 28 June 2007

<sup>2</sup> Level 2 qualification is the normal educational standard expected to enter into skilled employment and is equivalent to five GCSEs at Grades A-C or an equivalent vocational qualification.

## Accreditation & National Qualifications

**107.** Military training and education are designed to meet the Armed Forces' operational and business needs, but they also support each individual's continuing development, encourage greater professionalism and provide an opportunity to acquire professional and vocational qualifications. Service personnel increasingly pursue a wide range of national qualifications through external accreditation of their Service education, training and experience. Under such schemes in 2006-07, Service personnel earned over 9,400 Level 2 or 3<sup>3</sup> qualifications, over 5,300 Apprenticeships, nearly 2,000 Advanced Apprenticeships, and over 500 Foundation Degrees. 351 personnel achieved graduate or postgraduate qualifications on sponsored full-time courses. The Royal Air Force was the runner up in the National Employers' Service "Employer of the Year" Award. 2006-07 was also the first full year for the new Defence Sixth Form College, which operated at almost full capacity, with A level 'graduates' progressing to the five Defence Technical Undergraduate Scheme universities.

## The Armed Forces Learning Credits Scheme

**108.** Under the Learning Credits Scheme the Department also provides financial support to Service personnel for personal learning and development:

- The Standard Learning Credit scheme provides financial support for multiple small-scale learning. Personnel are eligible to claim 80% of course fees from public funds up to a maximum of £175 per financial year. Over the last five years about 15% of the trained strength have taken this up, and in 2006-07 there were 26,500 claims totalling about £2.8M;
- The Enhanced Learning Credit scheme complements the standard scheme by providing larger sums for higher level learning. As well as making a minimum personal contribution of 20% towards the cost of the course to demonstrate their commitment, personnel may make three claims towards the cost of learning leading to academic or vocational qualifications of level 3 or higher, up to a maximum of £1,000 a year for three years (not necessarily consecutive) four years after registration, or (from April 2008) £2,000 a year for three years, eight years after registration and up to ten years after leaving the Service. About 560 approved learning providers are participating in the Scheme, 49% mainly academic and 51% vocational. 227,000 personnel had registered by April 2007, including

a number who have left the Armed Forces. During 2006-07 over 6,500 claims were made, totalling some £5.6M. About 40% were used for personal development by personnel with over two years left to serve, 52% by personnel in their last two years of service preparing for civilian life, and the remainder by veterans.

## Young people – raising expectations

### Cadet Forces

**109.** Defence contributes to the Government's youth agenda by supporting a range of projects focussed on the well-being of young people. At the core of this are the MoD sponsored Cadet Forces (the Combined Cadet Force, the Sea Cadet Corps, the Army Cadet Force and the Air Training Corps). With some 130,000 cadets supported by 26,000 adult volunteers, based in more than 3,000 locations in towns and cities throughout the country, the Cadet Forces remain one of the biggest national youth organisations. They make a significant contribution to their local communities and to the personal development of both the cadets and adult volunteers. They provide an opportunity to gain many nationally recognised qualifications. They are the largest operating authority for the Duke of Edinburgh award, EDEXCEL's most successful partner in the delivery of the BTEC first diploma in public services<sup>4</sup> (since 2002 more than 8,000 cadets have gained this vocational qualification). This contribution was recognised by the Treasury's provision of an additional £800,000 to establish new Combined Cadet Forces in state schools in London, Weymouth, Dover, Peterborough and Treorchy. The schools taking part in the pilot will enrol their first cadets in September 2007 following preparation and training of the teachers and other adult volunteers involved.

### Social Inclusion and Personal Development

**110.** The MoD continues to work with other organisations to develop wider youth initiatives. During 2006-07 the Department signed a Memorandum of Understanding with the Prince's Trust and Youth Justice Board which agreed mutually supportive pledges on how to further support young people. The MoD introduced a Regional Coordinator of Cadets and Youth post on a trial basis to bring together the organising of partnerships and create an infrastructure for the efficient regional organisation of defence supported youth activities. The Department supports a growing range of highly valued learning and mentoring programmes within schools and colleges across the UK. The Army Cadet Force provides facilities, instructors, adventurous training

<sup>3</sup> Level 3 qualifications are equivalent to A-levels.

<sup>4</sup> Equivalent to four GCSEs at A to C level

and challenging activities to young people across the UK to support the project Outreach programme. This guides and helps 12-14 year old children who are socially disengaged and at risk of criminality to build confidence and self esteem, realise that there are other options and that with encouragement and determination they can achieve goals they thought unobtainable. In 2006-07 24 Army Cadet Force units were involved, helping 717 young people.



**School Children on adventurous training and military skills exercises**

**111.** The MoD co-sponsors Skill Force with the Department for Education and Skills.<sup>5</sup> This uses the experience and talents of former Service personnel and others to deliver a range of inspirational and motivational activities to young people. The core programme is targeted mainly at 14-16 year olds who respond more positively to programmes centred on activity based team building. It offers a wide range of activities, such as problem solving, and raising self-esteem through the initiatives such as the Duke of Edinburgh's Award Scheme. The programme has produced dramatic improvements in individuals' personal development and confidence, with those completing the programme entering further education or joining training courses and achieving credible employment. There have been significant reductions in truancy and exclusions and in petty misdemeanours in the community. It has also enabled the schools involved to provide more focused teaching to other pupils, who in their turn achieve greater success as a result. Within the 5741 students currently involved across 211 schools, attendance has improved year on year by 10%, exclusions have fallen significantly and NEET<sup>6</sup> figures have dropped from 4.1% to 2%.

<sup>5</sup> DFES became the Department for children, schools and families; and the Department for Innovation, Universities and Skills, on 28 June 2007

<sup>6</sup> Not in Education, Employment or Training

## Sport

**112.** Many of the attributes required by military personnel (such as physical fitness, courage, resilience and esprit de corps) are developed by sporting activities. These also support the Government's wider personal development and social responsibility goals. Service personnel are strongly encouraged to participate in sport, with many representing their country at international level. The Armed Forces provided eight members of the 40-strong British squad for the 2006 Winter Olympics, and 19 members of the home countries' squads at the 2006 Commonwealth Games. The Department has made the Royal Artillery Barracks at Woolwich available for shooting events at the London 2012 Olympic Games.



**British Army Alpine Ski Championships**

## Veterans: Support for former service personnel

### Strategy for Veterans

**113.** The MoD has a responsibility to support Armed Forces veterans, especially those who have suffered physical or mental ill-health due to service. The UK veteran community comprises over 10 million individuals. The MoD set out its approach to veterans' issues and what it aims to achieve, in partnership with other key stakeholders in the 2003 Strategy for Veterans. This has three key pillars: to provide excellent preparation for the transition from Service to civilian life; to ensure that the nation recognises veterans' contribution to society; and to provide support to veterans who need it. As such it contributes directly to the Government's goals for social inclusion and sustainable communities. The new Reserves Mental Health Programme became operational in November 2006 (see paragraph 223 under *Health and Safety*). In April 2007 a number of measures were agreed to address gaps in existing welfare provision. These

included extended welfare monitoring for at least two years after leaving for vulnerable seriously injured veterans; piloting of a mentoring project for vulnerable leavers at risk of social exclusion; and a more coherent approach to case management, with the objective of “whole person” assessments and a single case manager.

### Transition from Service to civilian life

**114.** All Service personnel leaving the Armed Forces are provided with structured assistance on making the transition from military to civilian life. The level of support provided depends on their length of military service and the circumstances of their discharge. All personnel are entitled to attend finance and housing briefings. Those who have served at least four years are entitled to a job finding service provided through the Career Transition Partnership for two years after discharge. Those who have served at least six years (five years if enlisted before 1 September 2002) and all medical discharges, regardless of length of service, are also entitled to access a wider range of Transition Partnership services as part of their resettlement preparation, which include vocational training, coaching in job interview technique and CV writing, and dedicated career consultancy support. Some 14,300 (about 92%) of those entitled to access Partnership services drew on this support in 2006-07: 66% of those who wished to continue to work, secured employment within a month of discharge, rising to 94% within six months. A further 7,500<sup>7</sup> personnel who left under the Early Service Leavers scheme and did not qualify for Career Transition Partnership programmes, received a mandatory resettlement brief and interview prior to discharge that included assessment of their vulnerability to social exclusion, review of their post-discharge accommodation, and direction to agencies and organisations that provide support for employment, accommodation and welfare needs. Exceptional arrangements for additional support are made for those assessed as vulnerable to social exclusion.

**115.** During the past year, for those Service leavers who want help from charities, the MoD made arrangements (compliant with Data Protection Act) to improve the communication of personal details to key Service and ex-Service organisations. The process of transfer of disabled Service leavers with enduring care needs to new providers was also improved. The Department continued to develop a network of support with ex-Service charities that offer niche services to those about to leave the Services and engaged with Regional Development Agencies to encourage and support Service leavers with entrepreneurial aspirations. An innovative programme of locally-delivered resettlement support tailored to the unique circumstances of the Northern Ireland job market

has been provided for the 3,000 Royal Irish soldiers being discharged on disbandment of the three Home Service battalions. This has so far been very successful, with over 90% of the first tranche securing civilian employment with entrepreneurial aspirations.

### Recognition and status of veterans in society

**116.** The key principle of the recognition pillar is that veterans’ contributions, both past and present, should continue to be valued. To this end the Government instituted an annual Veterans Day in 2006. This is a nationwide celebration of the country’s veterans, their achievements and their continuing contribution to their community through their transferable skills. By the end of 2006-07 the Department had agreed to provide over £300,000 in grants to support Veterans Day 2007 events across the UK, and throughout the year it supported a range of projects to raise intergenerational awareness, in particular encouraging integration of links with schools and families in regional and local events. A service to mark the 150th anniversary of the institution of the Victoria Cross and the 50th anniversary of the formation of the Victoria Cross and George Cross Association took place at Westminster Abbey in June 2006. National commemoration of the 25th anniversary of the South Atlantic conflict took place in June 2007. Since public fundraising was launched in April 2005 for the Armed Forces Memorial to members of the Armed Forces (Regular and Reserve) killed on duty or as a result of terrorist action since the Second World War some £6M has been raised or pledged, including a special payment of £1.5M from the Ministry of Defence. Less than £1M remains to be raised.



Veterans commemorating Falklands 25 Year Anniversary

<sup>7</sup> This figure is based on provisional DASA statistics for FY 06/07.

**117.** The Veterans Badge promotes recognition of Veterans and their contributions. A modified version has been produced for members of the Merchant Navy who served in vessels facilitating military operations. In March 2007 the Government announced that all those who had served before the end of 1984 were eligible for these badges, along with widows and widowers of those who died of illness or significant injury attributable to their Service. Some 430,000 badges had been issued by 30 April 2007. The Arctic Emblem was launched in October 2006 for veterans of the Arctic Convoys, and other service north of the Arctic Circle. Over 8,000 had been issued by the end of the year.

### Provision of support to veterans who need it

**118.** The MoD is moving away from delivering services in line with the structure of our own organisations to a more logically presented service for the user. In line with this in July 2006 it was decided to merge the Armed Forces Personnel and Administration Agency and the Veterans Agency into a single Service Personnel and Veterans Agency (SPVA) from April 2007. This will improve the service provided to both Veterans and serving members of the Armed Forces by providing a single point of contact for the whole range of services, enabling more joined up assessment of entitlements, and facilitating development of integrated business processes. The SPVA now provides pay, pension and personnel services to Service personnel from the moment they join the Armed Forces, through their career and subsequently. A new "Veterans UK" service is also being established to provide a 'one stop' point of advice and contact for all the support services designed specifically for veterans, and thus simplify the service provided to veterans and their families and make help more easily accessible.

**119.** The Department continued to work with other Government Departments, charities and the private sector to tackle ex-Service homelessness and social exclusion, reflecting the complexity of the often personal problems involved, which require effective joint working to address. Research commissioned by the ex-Service Action Group (ESAG), of which the MoD is a member, moved into the second phase in March 2007, and is due to conclude in early 2008. Initial findings indicate that there has been a significant reduction in the proportion of the homeless population in London who have a Service background from 22% in 1997 to around 6%. Lead responsibility for Project Compass, which helps homeless veterans find employment in London, passed to the Royal British Legion in January 2007. This and other changes are intended to allow Compass to stabilise the training model in London and provide support in other areas of the UK. A new centre in Aldershot is expected to open in the summer of 2007 providing accommodation

and training facilities to help Service leavers develop marketable job skills and return to sustained employment and independent living.

### Veterans Health Issues

**120.** The MoD has a continuing duty of care to veterans suffering ill health caused by their military service. The Department therefore supports a wide range of research into veterans' health issues. Since 1948 Government policy has been that health care for veterans should be delivered by the National Health Service (NHS). The Department continued to provide information for veterans on what to expect and where to go for assistance from the NHS, and to work with Chief Medical Officers and the Royal Colleges to raise the awareness of civilian health professionals about specific veterans' matters.

**121.** Following the Health and Social Care Advisory Service's review of Mental Health care provided by the Ex-Services Mental Welfare Society (Combat Stress) in 2005, officials from the four UK Health Departments, MoD and Combat Stress, advised by national clinical experts have been working to develop a new community based model of mental health services for veterans. Preparations to set up host sites across the UK are well advanced and pilots should begin in mid-2007 and run for two years before full evaluation. Research on delayed-onset Post Traumatic Stress Disorder in veterans continued. Another study is following up newly discharged leavers to determine whether there are abnormal suicide rates. The Department is guided by the independent Medical Research Council on a study designed to help ill veterans of the 1990-91 Gulf Conflict (Operation GRANBY) back into civilian life.

**122.** The publication of MoD sponsored research in July and October 2006 into the possible adverse health effects of the combination of vaccines and Nerve Agent Pre-treatment tablets offered to UK personnel brought to a close the original research commitments made by the Government in July 1997. The evidence from the research programme is overwhelmingly that the combination of vaccines and nerve agent protection tablets that were offered to UK Forces at the time of Operation GRANBY would not have had adverse health effects. Regular publication of mortality data continues to show that Gulf veterans do not suffer an excess mortality compared with a group of similar Service personnel that did not deploy. During the year the retrospective depleted uranium (DU) testing programme for Operation GRANBY and Balkans veterans was completed and the final report of the DU Oversight Board issued. In total 496 individuals participated in the programme, which found no evidence of DU exposure.

**123.** Research by The King's Centre for Military Health Research into the physical and psychological health of those involved in current operations in Iraq (Operation TELIC) was extended into a second three-year phase (2006-09). The scope of the study was also broadened to include personnel deployed to Afghanistan. A sub-study involving urinary uranium testing found no evidence for DU exposure in a representative sample of personnel involved in the combat phase of Operation TELIC in 2003.

**124.** In July 2006 the MoD published a comprehensive historical survey of the Service Volunteer Programme at Porton Down by Professor Sir Ian Kennedy. This concluded that the trials which 'amount to serious departures from what should have been done...are few in number and spread over several decades.' and that 'a very great debt of gratitude is clearly owed to those who volunteered to take part in the research at Porton and to those who carried it out'. The Department continued to fund and provide practical support to the independent epidemiological study into mortality and cancer incidence among veterans who took part in this Programme. Findings will be published during 2007. Compensation was paid to the family of a Serviceman who died taking part in trials at Porton Down in 1953.

### War Pensions and Armed Forces Compensation Scheme

**125.** The Service Personnel and Veterans Agency provides financial compensation via the War Pensions Scheme and since April 2005, the Armed Forces Compensation Scheme (AFCS), to some 174,000 veterans and 38,000 widows for death and disablement arising out of service in the Armed Forces. The number of war pensions paid each year continues to decline by some 5%. The Agency is reviewing its Key Targets to ensure that it provides a high standard of service to veterans and widows in paying pensions and compensation. Direct welfare support is also provided to war pensioners and war widows by the War Pensioners Welfare Service, operating across the UK and the Republic of Ireland. Because the AFCS has not yet been running long enough to establish trends and cannot use the values of other schemes to help estimate the liability, the Department cannot yet provide enough evidence to validate the level of provision required to meet the potential future liabilities. This has meant that the accounts for the Armed Forces Pension Scheme are likely to continue to be subject to a technical qualification until the AFCS has been in existence for a number of years and trends established.

**126.** In July 2006 the MoD announced that work to identify and correct errors in the payments of Armed Forces pensions had discovered that a number of invalidity awards to Service personnel might not have been consistently up-rated over the years as required, and that Project Collins had been set up to identify and correct any such errors. This involves reviewing over 49,000 cases, and is expected to be completed by August 2007. Some 36,000 had been reviewed by 31 March 2007, of which 235 (0.65%) were identified as incorrect. These have been corrected and arrears amounting to some £880,000 were paid. 18 cases were identified as receiving a higher rate of pension than entitled and are being fully investigated. A further 13,000 cases remained to be reviewed and provision has been made to take account of any arrears that may be due.

### Gurkha Pensions

**127.** In March 2007 the Government announced that all Gurkha Service personnel will be given the same terms and conditions of service as British Army regulars, with certain exceptions to meet the wishes of the Government of Nepal. Part of this package involves pensions, with the 2007 intake joining on Armed Forces Pension Scheme (AFPS 2005). Other serving Gurkhas and those who retired on or after 1 July 1997 will be given the opportunity during 2007 to transfer their pension benefits from the Gurkha Pension Scheme into AFPS 75 or AFPS 05. Eligible Gurkhas will be given information about their pension options to enable them to make an informed decision. A Gurkha Project Team has been formed to implement this.

## Further sources of information

128. Additional information is available from the following sources:

- *Securing the Future – UK Government sustainable development strategy* (Cm6467 of March 2005) available at [www.sustainable-development.gov.uk](http://www.sustainable-development.gov.uk);
- ‘*Procuring the Future – The Sustainable Procurement Task Force National Action Plan*’, June 2006, available at [www.sustainable-development.gov.uk](http://www.sustainable-development.gov.uk);
- *UK Government Sustainable Procurement Action Plan (incorporating the Government Response to the Sustainable Procurement Task Force)*, March 2007 available at [www.sustainable-development.gov.uk](http://www.sustainable-development.gov.uk);
- *Sustainable Development in Government 2006: Annual Report* by the Sustainable Development Commission on central Government performance, March 2007, available at [www.sd-commission.org.uk/sdig2006](http://www.sd-commission.org.uk/sdig2006);
- NAO Report on *Managing the Defence Estate: Quality and Sustainability* (HC154 of 23 March 2007) available at [www.nao.org.uk](http://www.nao.org.uk);
- NAO Report on *Building for the future: Sustainable construction and refurbishment on the government estate* (HC324 of 20 April 2007) available at [www.nao.org.uk](http://www.nao.org.uk);
- Evidence to Public Accounts Committee on *Managing the Defence Estate: Quality and Sustainability* on 14 May 2007, to be published as HC537-I, available at [www.parliament.uk](http://www.parliament.uk);
- Evidence to House of Commons Defence Committee on *The Work of Defence Estates* on 15 May 2007, to be published as HC 535-I, available at [www.parliament.uk](http://www.parliament.uk);
- *Bequests to the Nation: An introduction to the MoD Art Collection* available at [www.mod.uk](http://www.mod.uk);
- *MoD Sustainable Development Action Plans* available at [www.mod.uk](http://www.mod.uk);
- *MoD Sustainable Development Annual Reports* available at [www.mod.uk](http://www.mod.uk);
- *Stewardship Reports on the Defence Estate* available at [www.mod.uk](http://www.mod.uk);
- *MoD Sustainable Waste Management Strategy* available at [www.mod.uk](http://www.mod.uk);
- *MoD Sustainable Development Delivery Strategy for Non-Operational Energy* available at [www.mod.uk](http://www.mod.uk);
- *Met Office Annual Report and Accounts*, available at [www.metoffice.gov.uk](http://www.metoffice.gov.uk);
- *Review of UK Military Helicopter Low Flying in Response to a Rule 43 Letter from the Louth and Spilsby Coroner* available at [www.mod.uk](http://www.mod.uk);
- Annual Reports on *The Pattern of Military Low Flying across the United Kingdom* at [www.mod.uk](http://www.mod.uk);
- Information on cadets at [www.armycadets.com](http://www.armycadets.com)
- Information on Government Skills at [www.government-skills.gov.uk](http://www.government-skills.gov.uk);
- *Raising Expectations: staying in education and training post-16*, March 2007 at [www.dfes.gov.uk](http://www.dfes.gov.uk);
- Leitch Review *Prosperity for All in the Global Economy*, December 2006 at [www.hm-treasury.gov.uk](http://www.hm-treasury.gov.uk);
- Commemorative booklets at [www.veterans-uk.info](http://www.veterans-uk.info);
- *Veterans WORLD* available at [www.veterans-uk.info](http://www.veterans-uk.info);
- AFPAA Annual Report and Accounts 2006-07 at [www.veterans-uk.info](http://www.veterans-uk.info)
- Veterans Agency Annual Report and Accounts 2006-07 at [www.veterans-uk.info](http://www.veterans-uk.info) (from July 2006);
- Homelessness research *Improving the Delivery of Cross Departmental Support and Services for Veterans* at [www.mod.uk](http://www.mod.uk);
- UK Gulf Veterans Mortality Data at [www.dasa.mod.uk](http://www.dasa.mod.uk);
- Depleted Uranium Oversight Board at [www.duob.org.uk](http://www.duob.org.uk);
- Radiation Protection Division, part of the Health Protection Agency at [www.hpa.org.uk](http://www.hpa.org.uk);
- *The 1990/1991 Gulf Conflict: Health and Personnel Related Lessons Identified* at [www.mod.uk](http://www.mod.uk);
- Kings College research papers published in *The Lancet* ‘*The Health of UK Military Personnel Who Deployed To The 2003 Iraq War*’ and ‘*Is there an Iraq syndrome?*’ available at [www.thelancet.com](http://www.thelancet.com) (registration required);
- Report on Service Volunteer Programme at Porton Down at [www.mod.uk](http://www.mod.uk);
- Armed Forces Pension Scheme Annual Report and Accounts at [www.official-documents.gov.uk](http://www.official-documents.gov.uk);
- House of Commons Defence Committee on *UK Operation in Afghanistan* (HC 408), available at [www.parliament.uk](http://www.parliament.uk)

## Essay – Defence and Climate Change

*“Climate change is the most severe problem that we are facing today – more serious even than the threat of terrorism.”*

Sir David King, Chief Scientist, 2004

*“Warming of the climate system is now unequivocal . . . Most of the observed increase is very likely due to the observed increase in anthropogenic greenhouse gas emissions”*

UN Intergovernmental Panel on Climate Change, 2007

The scientific debate over the existence of climate change is over. Because greenhouse gas emissions have exceeded the levels the planet is able to absorb, climate change over the rest of this century is now inevitable. Temperatures and sea levels will rise, and the frequency and intensity of extreme weather events, such as storms, floods, droughts and heat waves, increase. This may feed political instability in regions where water and food resources are scarce or unequally distributed, exacerbated by the pressures of further population growth. There will be implications for defence for which the MoD needs to be prepared. There may be an increased call on the Armed Forces to respond to conflicts and humanitarian crises, and they may have to operate in more extreme conditions than at present. The MoD is therefore working with the Foreign and Commonwealth Office, the Department for International Development and the US Department of Defense on the security implications of climate change. Underpinning this work is climate modelling by the Hadley Centre in the Met Office, a MoD Trading Fund, to predict future climates and assess their defence implications in strategically important regions.

The implications of climate change already need to be factored into the Department’s acquisition planning and the Armed Forces’ future operating procedures if they are to continue to perform effectively in the future. Defence equipment can have a life of 40-50 years or more. Equipment currently being designed may need to be able to operate across wider ranges of temperature if the Armed Forces are to continue to be able to operate in theatres, such as the Middle East, where environmental conditions are already extreme. Alternatively, the Armed Forces may not be able in time reliably to provide a fully effective military capability in certain regions of the globe. There will also be consequences for management of defence in the United Kingdom. For example, some low lying sites such as the ranges at Lydd in Kent are vulnerable to rising sea levels and flooding. But so long as defence planning factors in the likely changes, the consequences should be manageable, albeit at some cost.

At the same time, the Department has both a moral and practical imperative to do what it can to minimise the environmental impact of defence activities. Defence is a large and complex business where nearly every activity uses energy derived mainly from fossil fuels. The Department and the Armed Forces are therefore a significant source of carbon dioxide CO<sub>2</sub> emissions. Finding ways to minimise these without compromising defence capability is therefore both the right thing to do, and also, in the shape of reduced fuel bills, and potentially increased diversity energy sources, of direct benefit to the defence programme. Moreover, since defence activities and the defence estate account for a preponderant share of the Government’s operations, if the MoD does not find ways to do so the Government will not meet the overall sustainability targets it has set itself.

The first essential step is to obtain accurate information. This is easier said than done for an organisation with an estate covering 1% of the United Kingdom, about 40,000 buildings, some 300,000 employees and a large inventory of ships, vehicles and aircraft of all shapes and sizes. It is possible to estimate direct defence CO<sub>2</sub> emissions from the energy utilities supplied to the estate, the fuel for military equipment, and the distance travelled on duty by defence personnel. These amount to nearly 5.5 million tonnes of CO<sub>2</sub> a year, about 1% of the UK’s emissions, and about 0.02% of global emissions from human activities. 36% comes from defence buildings (about two thirds of estate emissions from all central government departments), a further 36% from military flying, 25% from ships and vehicles, and the remaining 3% from business travel.

The Department cannot yet estimate the indirect emissions arising from defence activities undertaken on its behalf by others, such as manufacture and maintenance of equipment by industry, or the direct emissions from military operations. It is therefore not yet possible to build a comprehensive picture of the complete Defence carbon footprint. MoD will therefore be working with its industry partners to remedy this.

The MoD has so far focussed much of its effort to reduce its CO<sub>2</sub> emissions on its estate. Improvements in building energy management and energy efficiency have delivered reductions in estate CO<sub>2</sub> emissions. The Prime Minister has set a series of cross-Government targets for *Sustainable Operations on the Government Estate* (SOGE), which require the MoD to deliver a 12.5% reduction in CO<sub>2</sub> emissions from buildings by 2010-11 and 30% by 2020. A number of the Department's office buildings must be carbon neutral by 2012. This will require large improvements in energy efficiency, possibly some generation of on-site renewable energy, and payment to offset any remaining emissions. The Department is also assessing the scope to buy more electricity from renewable sources (currently about 7%), to install renewable energy site-based systems for new construction projects, and to install good quality combined heat and power systems where possible. The Department is working with the Carbon Trust to identify opportunities to reduce emissions further. Studies so far indicate that there is considerable scope for investment in projects that will very quickly pay back the initial investment required and deliver substantial emissions reductions. MoD's industry partners will have an important part to play.

It is nevertheless already clear that reducing Defence greenhouse gas emissions to the extent now thought to be necessary over the longer term will be a greater challenge. The draft Climate Change Bill indicates that the United Kingdom will need to deliver a 60% reduction from 1990 levels by 2050. Improvements to military training, reductions in the size of the Armed Forces, and the introduction of newer, more capable aircraft, ships and vehicles can all continue to deliver reduced CO<sub>2</sub> emissions. But the key to delivering sustained progress lies with working with industry to improve understanding of CO<sub>2</sub> emissions from the equipment supply chain and exploring opportunities for efficiency improvements and lower carbon, alternative technologies and energy sources.

The Government's 2005 Sustainable Development Strategy, *Securing the Future* set a goal for the UK to be a leader in Sustainable Procurement in the EU by 2009. The Government subsequently issued its *Sustainable Procurement Action Plan*, which includes the aim of a low carbon, more resource efficient public sector. In response, the MoD is looking to use its buying power, in partnership with other organisations, and other nations' defence departments, to ensure that energy efficient and lower-carbon equipment, including alternative propulsion methods and energy sources where appropriate, are available from our technology and energy providers. Alternative technologies – such as bio-fuels and hybrid propulsion systems in the nearer term, and electric propulsion, fuel cells and hydrogen-based energy technologies in the longer term – would potentially provide direct defence benefits. It will also be important to adapt with industry as it adopts a lower-carbon approach in response to wider social, political and financial pressures to avoid the risk of relying on obsolete or difficult-to-support technology.

Climate change is the greatest challenge currently facing humanity. It raises major issues for defence. The MoD is working to address these issues. It is not yet doing as well as it must to reduce CO<sub>2</sub> emissions from defence activity and to improve energy efficiency. But it is determined to get this right.