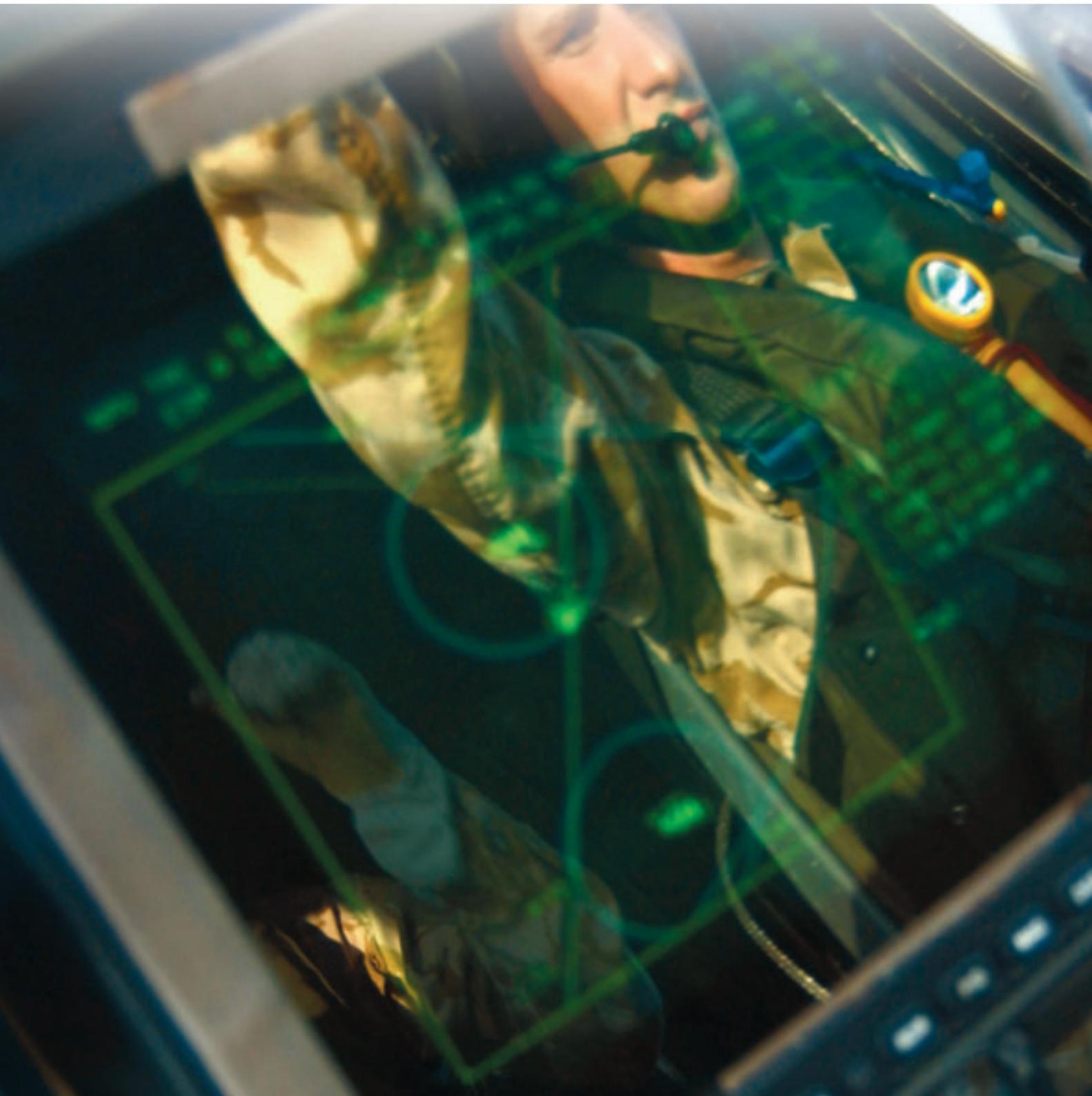


## SECTION 1: PERFORMANCE REPORT

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# PURPOSE



## CURRENT OPERATIONS

### Objective: Succeed in Operations and Military Tasks today.

#### Public Service Agreement Target (SR2002 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.

#### Performance Measures and Assessment

Achieve the objectives established by Ministers for Operations and Military Tasks:

- The Armed Forces continued to achieve a high degree of success against the policy and military objectives set for all Operations overseas, including in Iraq, Afghanistan and the Balkans, in response to the crisis in Cote D'Ivoire, and on Tsunami relief around the Indian Ocean;
- The Armed Forces contributed to six United Nations peacekeeping missions, in Cyprus, the Democratic Republic of Congo, Georgia, Liberia, Sierra Leone, and Sudan;
- A minimum nuclear deterrent capability was maintained throughout the year;
- The security of the UK's Overseas Territories, including the Sovereign Base Areas in Cyprus, the Falkland Islands, and Gibraltar, was maintained;
- Continuing support was provided to the civil authorities at home, including in Northern Ireland, in responding to civil emergencies, in the routine provision of Search and Rescue and of Fisheries Protection services, and in the investigation and disposal of suspected explosive devices.

#### Other Measures

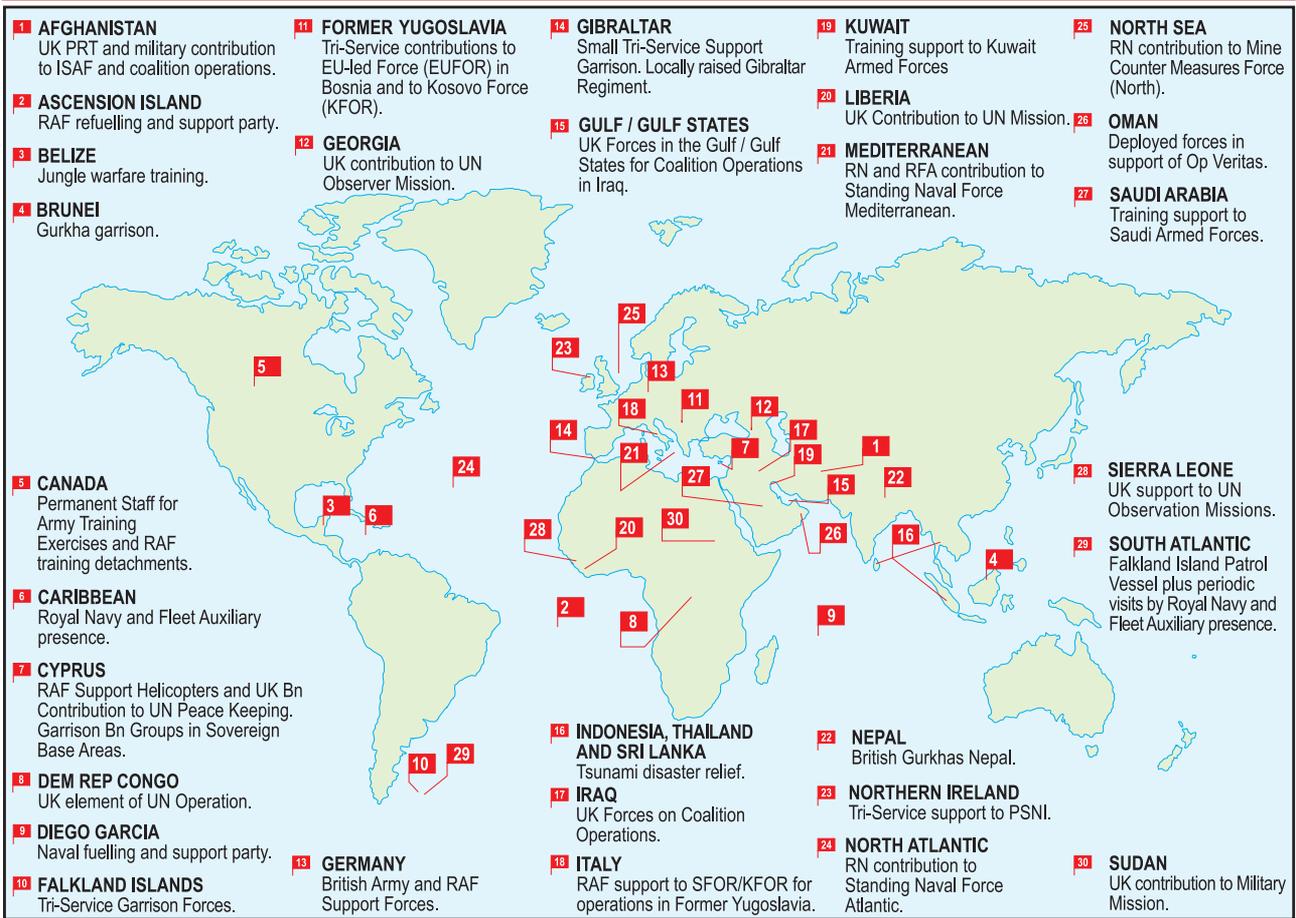
Monitor the proportion of the Armed Forces, deployed in support of Operations and Military Tasks:

- The proportion of regular forces deployed on operations and other military tasks reduced from about 20% in the first quarter of the year (including about 24% of the Army) to about 18% in the last quarter of year (including about 21% of the Army);
- An average of about 9,200 personnel (including Reserves) were deployed on, or in support of, operations in Iraq (Op TELIC) throughout the year;
- Some further 1,400 Reserve personnel were involved in support of operations in Iraq during the year, bringing the total number involved to some 11,700, of whom some 6,400 (about 17% of total Reserve forces) have been involved since the end of the main conflict phase.





**Figure 2: Principal Deployments of the Armed Forces on 1 April 2005**



Based on mapping provided by DGIA, Ministry of Defence, United Kingdom 2005.

Produced by DGRP D PA, Ministry of Defence, United Kingdom 2005 © Crown copyright 2005

7. The purpose of Defence, as set out in the Defence Vision, is to defend the United Kingdom and its interests, strengthen international peace and stability, and thereby act as a force for good in the world. Throughout the year the Armed Forces, supported by their civilian colleagues, worked successfully for this goal at home and overseas, achieving a high degree of success against their policy and military objectives. In particular, in addition to meeting their standing tasks, the Armed Forces were deployed on operations in Iraq, Afghanistan, the Balkans, Africa and Southern Asia. Figure 2 shows the range of deployments of the UK Armed Forces during the year. They also continued to provide wide-ranging support to the civil authorities at home.

### IRAQ

8. The Coalition and the Iraqi Security Forces made progress in countering terrorist and insurgent activity in Iraq during the year, in particular enabling the successful elections in January 2005. The overall security situation nevertheless remained challenging, especially in the largely Sunni provinces in the centre of the country. UK force levels were broadly stable throughout the year, with an average of about 9,200 UK military personnel deployed on, or in

support of, operations in Iraq under Op TELIC. UK forces played their full share in countering insurgents and terrorists, including through deployment of the Black Watch to North Babil in central Iraq in support of Coalition and Iraqi Security Forces' operations to secure the town of Fallujah. However, the generally more positive security situation in the area covered by UK-led Multinational Division South East allowed



Defence Geographic Centre, GDS 1157, Edition 12, March 2003, 10005, GP1905  
For scaling purposes only. Maps produced by DGC are not to be taken as necessarily representing the views of the UK Government on boundaries or political status.  
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Iraq



A soldier laughing with children while patrolling



Iraq's first free elections

UK forces increasingly to shift their focus from security operations to building the capability of the Iraqi Security Forces. The total net additional cost of operations in Iraq during 2004-05 was £747M.

9. The Iraqi elections in January 2005 were a significant milestone on Iraq's path to democracy and stability. This was in part due to the performance of the Iraqi Security Forces, which demonstrated their increasing capability on Election Day itself and were widely judged to have done a good job in preventing the bloodshed promised by insurgents. Over 150,000 Iraqi Security Forces personnel have been trained and equipped by the Coalition so far, and attention is now focusing on developing Iraq's command and control and leadership capabilities. UK military and civilian personnel in Iraq have made a significant contribution to this effort to increase Iraq's indigenous security capability. This has included:

- working in the Iraqi Ministry of Defence to help the Government of Iraq build an appropriate government and security infrastructure to control and sustain its security forces;
- training six battalions (some 5,700 personnel) of the Iraqi Army in the Multi National Division South East area;
- helping in development of the small, but essential, Iraqi Navy;
- helping to train the next generation of Iraqi Army officers and headquarters staff at the Iraqi Military Academy in Baghdad and with NATO's Training Mission; and
- distributing over £20M worth of equipment that the UK Government gifted to the Iraqi Security Forces during the year and training Iraqi personnel in its use.

10. UK military personnel worked closely with the Department for International Development (DfID) to help the Iraqis rebuild their country after years of neglect under Saddam Hussein's regime. A key priority in the four southern provinces in Iraq has been to improve life for ordinary Iraqis by helping deliver essential services, like water and power, and by supporting economic development. Drawing on lessons learned in Afghanistan the MoD has contributed directly to this effort by implementing Quick Impact Projects to produce rapid results. These have proved extremely effective and efficient in winning 'hearts and minds'. By the end of March 2005 we had committed over £30M to projects such as repairing roads, bridges, sanitation, power and public service amenities. The reopening of Basra airport to commercial flights in January 2005 also boosted the prospects for economic regeneration in the south of Iraq by making commercial freight operations and small scale passenger movements possible. It also allowed the first direct flights from Basra for Hajj pilgrims for many years to take place at the start of the year. UK personnel were instrumental in helping Iraq achieve this, and continue to help by providing air traffic control, communications and fire and crash rescue services.



Inauguration flight between Baghdad and Basra



11. Reserve forces made an invaluable contribution to the outcome of our operations this year. During 2004-05 some further 1,400 Reserve personnel were involved in support of operations in Iraq, contributing about 10% of the total number of UK personnel deployed. This brought the total number of Reserves involved to some 11,700, of whom some 6,400 (about 17% of total Reserve forces) have been involved since the end of the main conflict phase. On average Reservists have been mobilised for between seven and nine months, including pre-deployment training and post-deployment leave. Their military contribution ranged from the provision of formed units or sub-units, including medical units, to the reinforcement of regular units and formations of all the Services. They provided essential specialists, such as military intelligence analysts, linguists and medics, in areas where much of the UK Armed Forces' expertise is now concentrated specifically in the Reserves. They also provided members of the Civil and Military Cooperation Group specialising in reconstruction tasks, and proved particularly adept at contributing across a diverse range of peace support activities, that included providing support to governance, economic and social reform projects.

12. MoD Civil Servants continued to provide vital support to operations in Iraq. Policy and financial advice has been provided to deployed UK military forces and Coalition headquarters. Essential specialised support was provided by the Defence Science and Technology Laboratory, the Defence Fire Service and the Ministry of Defence Police. MoD Civil Servants have also contributed to the development of the Iraqi Defence Ministry. In all some 250 MoD civilians were deployed to Iraq during the year. Defence contractors have also been providing support to UK forces on Op TELIC since early 2003. These contractors provide infrastructure, logistics and communication support across the whole of the UK's area of operation in southern Iraq and at 31st March 05 there were approximately 420 contractor's personnel in theatre.

### Lessons Learnt Programme

13. The Department has a comprehensive programme to identify lessons from operations. Tactical and operational lessons are collated by the Front Line Commands, whilst operational and strategic lessons are collated by the Directorate of Operational Capability (DOC). The most recent DOC report on Iraq covered the period August 2003 to November 2004, and focused on UK counter-insurgency and peace support operations and the UK's contribution to the Iraqi government's programmes for economic development and security sector reform. Reflecting the complexity of operations in Iraq, the Department works closely with the other Government departments involved, particularly the Foreign and Commonwealth

Office, the Department for International Development, and the Cabinet Office, to ensure that lessons are shared.

## AFGHANISTAN



Afghanistan

14. The UK has been a key contributor of international military support to Afghanistan, particularly through the successful NATO-led International Security Assistance Force (ISAF). ISAF has had a positive role in bringing security to Kabul and the north of the country, in helping the central government extend its influence in the provinces, and in helping the Afghan authorities provide security during the successful presidential elections in October 2004. These were a crucial milestone in the democratic development and peaceful evolution of the country. The UK's contribution included an infantry company to help ISAF provide security in the capital, Kabul; a small training team to help train Afghan National Army non-commissioned officers; participation in two international combined military/civilian Provincial Reconstruction Teams in Mazar-e Sharif and Meymaneh in the north; and provision of the Forward Support Base, also based in Mazar-e Sharif, for all the Provincial Reconstruction Teams in northern Afghanistan. These teams are based in provincial areas of Afghanistan to extend the Afghan Government's presence and influence and facilitate improved local stability and security, reconstruction and development. In September 2004 the UK also deployed six GR7 Harrier aircraft to Kandahar in the south-east of the country to support both the ISAF and the US-led coalition counter-insurgency operations. The UK is also providing advisors to assist the Afghan Ministry of Defence reform and develop the Afghan National Army which will assist the long-term stability and security in the country, and MoD Civil Servants have helped directly in the development of the Afghan Defence Ministry. Reflecting this developing contribution to Afghan security and stability, the number of UK military personnel deployed to Afghanistan increased from about 500 in April 2004 to about 1000 in April 2005. The total net additional cost of operations in

Afghanistan during the year was £58M.

## THE BALKANS



The Balkans

**15.** During the year, the UK made a significant contribution to international peace support operations in Bosnia and Kosovo, and provided one of the three Battalions of the Balkans-wide Operational Reserve Force. The average number of UK regular military personnel deployed to the region reduced from about 1,100 in the first quarter of the year to about 900 in the last quarter. The net additional cost for operations in the Balkans in 2004-05 was £85M. A key point was the transfer of the peacekeeping mandate in Bosnia and Herzegovina from NATO to the European Union (EU). There was significant progress in the pursuit of fugitives indicted for war crimes, with twelve individuals detained or surrendering voluntarily, including the first from the Republika Srpska. We continued to encourage Bosnia, Croatia, and Serbia and Montenegro to deliver the three highest profile indictees: Ratko Mladic, Radovan Karadzic and Ante Gotovina.

**16.** During the Summer of 2004 NATO completed a review of its operating approach and force structure in Bosnia and Herzegovina, leading to a reduction of some 30% in total numbers deployed (from around 11,200 to 7,500). Within this UK force numbers remained largely unaltered at some 850 military personnel. The NATO Stabilisation Force (SFOR) concluded its mission in December 2004. It was succeeded by an EU mission providing a coordinated approach across both civil and military engagement in Bosnia to help development of Bosnia as a whole. This was an important step in moving Bosnia from stabilisation towards integration. In support of this change, NATO and the EU agreed mechanisms for mutual support by tactical reserves and for joint access to the pan-Balkans Operational Reserve

Force. The EU mission includes a military component (EUFOR) under UK leadership for the first year. This operates under the Berlin Plus arrangements, working in close concert with the small NATO Headquarters remaining in Sarajevo to provide defence reform advice. EUFOR kept a largely unaltered force structure, with 33 nations, including 11 from outside the EU, contributing troops. It continued operations to recover illegal arms and ammunition, and also broadened its focus to support indigenous agencies' work to combat organised crime. Early operations were successful in disrupting criminal activity, resulting in a number of significant seizures of contraband, and also helped build the capacity and motivation of local law enforcement agencies. The UK-led Peace Support Operations Training Centre to train young Bosnian officers from all ethnic groups in peace support operations opened successfully in February 2005 and has completed its first course. Further courses have followed.

**17.** In Kosovo the UK contribution to the NATO Kosovo Force (KFOR) mission remained unchanged at some 200 troops able to deploy across the whole of Kosovo. Some 70 Ministry of Defence Police officers were also stationed in Kosovo, working with the UN Interim Administrative Mission and the Kosovo Police Service on a wide range of international policing tasks. At the beginning of March 2005 the UK Balkans Operational Reserve Force Ready Battalion (1<sup>st</sup> Battalion, The Royal Green Jackets) deployed to Kosovo in the run up to a number of significant anniversaries, including that of the March 2004 riots, and while it was deployed the Prime Minister of Kosovo, Ramush Haradinaj, was indicted by the International Criminal Tribunal for the Former Yugoslavia. After these events passed peacefully the Battalion recovered to the UK after some three weeks in theatre. During the year we also provided a senior officer to help the Kosovo Protection Corps fulfil its civil emergency role, conducted a "train the trainer" de-mining programme, and provided fire and emergency training.

**18.** In Macedonia significant progress was made in helping state institutions prepare for accession to the European Union and NATO. The Macedonian MoD, which was at the forefront of reform efforts, was helped by a NATO Headquarters in Skopje providing defence reform advice, led by a UK Senior Military Representative and commander, and including 12 further UK personnel.



## Crisis Response Operations: Cote D'Ivoire and Tsunami Relief

19. During the year the Armed Forces mounted two overseas crisis response operations. In November 2004 a Non-combatant Evacuation Operation in Cote D'Ivoire, West Africa, successfully evacuated 220 UK and other citizens from the port city of Abidjan and the capital Yamoussoukro. Over the Christmas and New Year period the MoD worked closely with DfID to support the UK's relief efforts following the Tsunami disaster in southern Asia. The Armed Forces responded quickly and effectively to provide the right assets at the right time, on the basis of need. In particular early reconnaissance by experienced UK military personnel in Sri Lanka, Indonesia, Thailand and the Maldives enabled a more focused response by specialist manpower. HMS Chatham and RFA Diligence, which were in the region at the time, provided considerable on site help, and RAF C17 Globemaster and C130 Hercules transport aircraft took part in the airlift and distribution effort.



RAF C17 delivering humanitarian aid in Sumatra

## UN PEACEKEEPING OPERATIONS

20. In addition to supporting international security and stability through national, Coalition, NATO and EU operations, the UK remains committed to support United Nations operations. During the year we contributed to six UN Peacekeeping Missions, in Cyprus, the Democratic Republic of Congo, Georgia, Liberia, Sierra Leone, and Sudan. Following a major restructuring exercise by the UN Mission in Cyprus (UNFICYP) the size of the UK contingent reduced from about 410 to 270. The number of UK military personnel dedicated to UN Peacekeeping Operations consequently reduced from about 450 to about 310 during the year but continues to provide staff officers whose specialist skills and experience is highly valued in a range of UN Mission HQ staff appointments as well as providing troops through NATO and the EU in support of UN mandated missions.

## OTHER MILITARY TASKS

### Independent Nuclear Deterrent

21. Throughout the year, the UK's Trident submarine force maintained an independent nuclear deterrent capability at sea in support of NATO's strategy of war prevention and as the ultimate guarantee of our national security.

### Security of UK Overseas Territories

22. Some 4,600 UK military personnel, together with MoD 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 during the year. In Cyprus, we maintained important military facilities within the Eastern and Western Sovereign Base Areas. UK Forces based in the Falkland Islands continued to demonstrate the Government's commitment to the security of the UK Territories in the South Atlantic, including South Georgia and the South Sandwich Islands. Gibraltar-based UK Armed Forces continued to provide valuable security, logistic, communications and training facilities in support of UK operations.

## MILITARY AID TO THE CIVIL AUTHORITIES

23. The Armed Forces continued to support the civil authorities during 2004-05. Requests for routine, small-scale support to the police rose slightly with assistance provided on some 60 occasions. This ranged from providing specialist capabilities in support of counter terrorist activity to supporting missing persons inquiries. Routine explosive ordnance disposal continued at broadly the same levels as previous years.

### Northern Ireland

24. The Armed Forces continued to play an important role in support of the Police Service of Northern Ireland to maintain law and order, especially in the face of the threat from dissident republican groups. Military personnel supported the Police in searching for terrorists, their weapons and other equipment, and in dealing with serious public disorder. As part of our normal process of keeping force levels under review, and in consultation with the Chief Constable of the Police Service of Northern Ireland, we were able to release 5 Infantry Battalions from our commitment in Northern Ireland and make them available to LAND Command for other operations. We also stood down the Northern Ireland Patrol Vessel Flotilla. Over the year the number of Service personnel committed to Northern Ireland consequently reduced from about 14,000 on 1 April 2004 to about 10,800 on 1 April 2005. We also continued to rationalise the Northern Ireland Defence estate, including vacating a number of bases and installations across the Province.

## Op FRESCO Zulu II

25. The threat of a return to industrial action by the Fire Brigades Union in August 2004 prompted the Deputy Prime Minister formally to request that the Armed Forces prepare to provide national emergency fire cover. Some 3,800 personnel from across the three Services had begun preparatory activities when the local authority employers and the Fire Brigades Union reached an agreement that ended their dispute. The Armed Forces were stood-down on 27 August.

## Fisheries Protection

26. In fulfilment of the MoD agreement with the Department for Environment, Food and Rural Affairs, the Fishery Protection Squadron of the Royal Navy's Portsmouth Flotilla delivered 880 Fisheries Patrol Days in 2004-05, with 1,748 boardings (an increase of 2.2% on 2003-04). A total of 5,001 fishing vessels and 123 infringements were identified, and 15 vessels were detained. Some 70% of the Fisheries Patrol Days required are now delivered by the 3 very capable River Class Offshore Patrol Vessels leased under innovative, and very promising, arrangements with Vosper Thorneycroft.

## Search and Rescue

27. The military search and rescue service exists primarily to help military and civilian aircrew in difficulty, although a large proportion of the work involves helping shipping or people in distress on land and at sea in and around the UK in support of the Department for Transport and the Maritime and Coastguard Agency. Royal Navy and Royal Air Force helicopters maintained a year-round 24-hour search and rescue helicopter cover within the UK, and on Cyprus and the Falkland Islands. Other Service assets, in particular the Royal Air Force Mountain Rescue Service and Nimrod Maritime Reconnaissance aircraft, were also used for search and rescue. The Armed Forces' rescue services were called out on 1,740 occasions in 2004-05 (compared with 1,774 in 2003-04), and assisted a total of 1,494 people (compared with 1,324 people in 2003-04). These included major efforts in response to severe floods at Boscastle in Cornwall and Lochearnhead in Scotland in August 2004 and at Carlisle in January 2005.



An RAF Sea King lifts a Boscastle resident to safety

## Counter-Drugs Operations

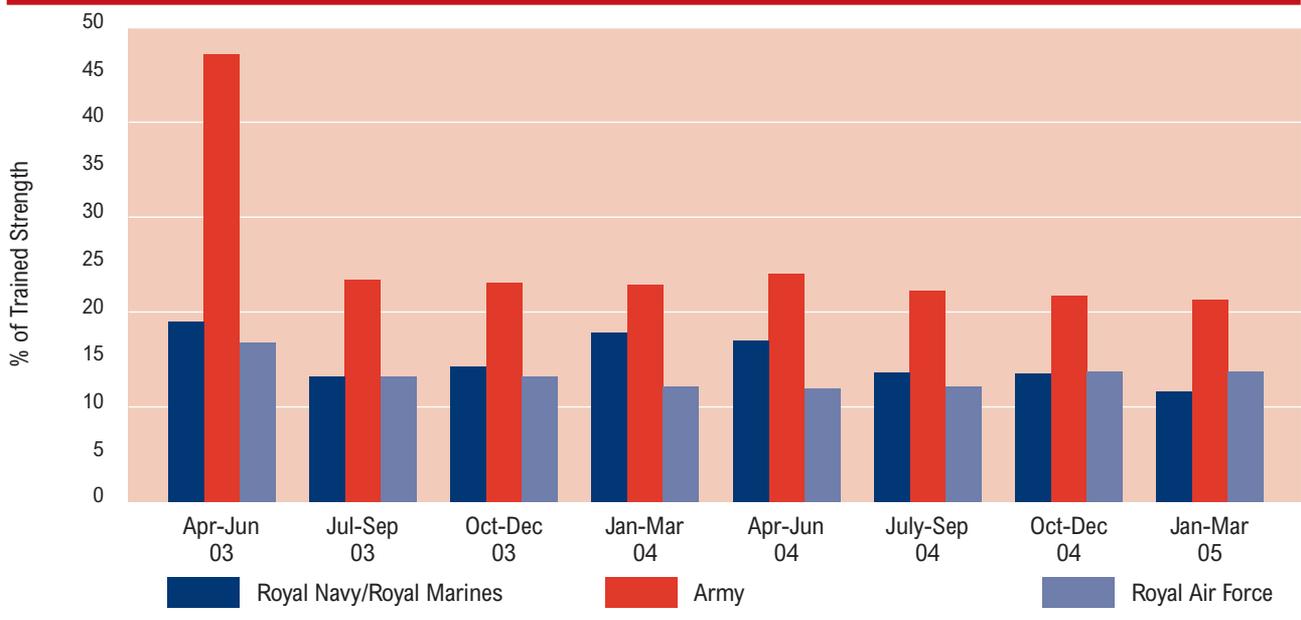
28. The Armed Forces continued also to provide valuable assistance to HM Customs and Excise and other anti-narcotics agencies around the world. In particular, units deployed to the Caribbean continued to undertake patrols and joint operations with both the US Coast Guard and other international partners. British forces were directly involved in the seizure of over 20 tonnes of cocaine with a UK street value in excess of £1Bn, and the arrest of 55 traffickers.

## ACTIVITY AND CONCURRENCY LEVELS

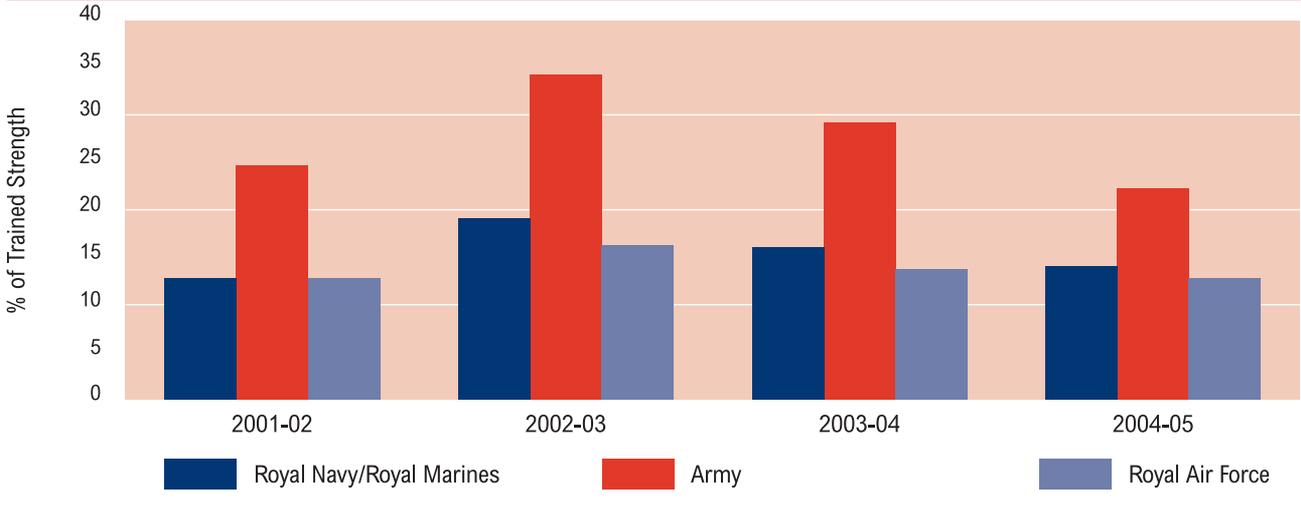
29. The proportion of regular forces deployed on operations and other military tasks reduced from about 20% in the first quarter of 2004-05 (including about 24% of the Army), to about 18% in the last quarter of the year (including about 21% of the Army). Figure 3 shows the quarterly breakdown by service over the last two years. Figure 4 sets out the annual average by Service for the last four years. These show that activity levels had reduced by the second half of 2003 from their peak during the warfighting phase of Operation TELIC early in that year and have further reduced slightly since.



**Figure 3: Quarterly average proportion of Trained Strength Deployed on Operations and Other Military Tasks**



**Figure 4: Annual quarterly average proportion of Trained Strength Deployed on Operations and Other Military Tasks**



**30.** The percentage of RN Personnel deployed on operations and other military tasks throughout 2004-05 ranged from 16.8% in the Quarter one to 11.6% at Quarter four. During the year the RN maintained the Continuous At Sea Deterrent and was continuously engaged in the Gulf, Southern Ocean and Caribbean and on NATO tasks. The RN also responded to Hurricane IVAN, the recovery of HMCS CHICOUTIMI and the Indian Ocean tsunami, and undertook a major maritime strike deployment to the Middle East; the Royal Marines were heavily committed to Northern Ireland.

**31.** The percentage of Army Personnel committed to operations throughout 2004-05 ranged from 23.7% in the Quarter one to 21.2% in Quarter four. During the year the Army were committed to Iraq,

Northern Ireland, Afghanistan, Bosnia, Kosovo, Ivory Coast and Sierra Leone and supported UN operations world wide including Cyprus and Democratic Republic of the Congo. The Army was involved in several UK operations, including training for Op FRESCO, provided ongoing support to Global Counter Terrorism and responded to the tsunami damage in the Indian Ocean.

**32.** The percentage of Royal Air Force personnel committed to operations during 2004-05 ranged from 11.8% in the Quarter one to 13.4% in the Quarter four. During the year, the Royal Air Force supported operations in the Gulf, Northern Ireland, South Atlantic and Afghanistan and other ongoing Military Tasks. The Royal Air Force also deployed aircraft to Lithuania as part of the NATO Air Policing Mission.

**Table 2: Percentage of Trained Strength of Regular Forces Deployed on Operations and other Military Tasks during 2004-05**

|                      | January 2005 to March 2005 | October 2004 to December 2004 | July 2004 to September 2004 | April 2004 to June 2004 |
|----------------------|----------------------------|-------------------------------|-----------------------------|-------------------------|
| <b>Navy/ Marines</b> | 11.6%                      | 13.3%                         | 13.2%                       | 16.8%                   |
| <b>Army</b>          | 21.2%                      | 21.4%                         | 22.1%                       | 23.7%                   |
| <b>RAF</b>           | 13.4%                      | 13.5%                         | 12.0%                       | 11.8%                   |

**Notes**

1. Percentages exclude those either preparing for, or recovering from, deployments and are quarterly averages. Figures are based on man-day equivalents and cannot be compared across the Services.
2. A list of Military Tasks can be found on the Department's website ([www.mod.uk](http://www.mod.uk)).
3. This data is collected through Service personnel management systems and local command reports.

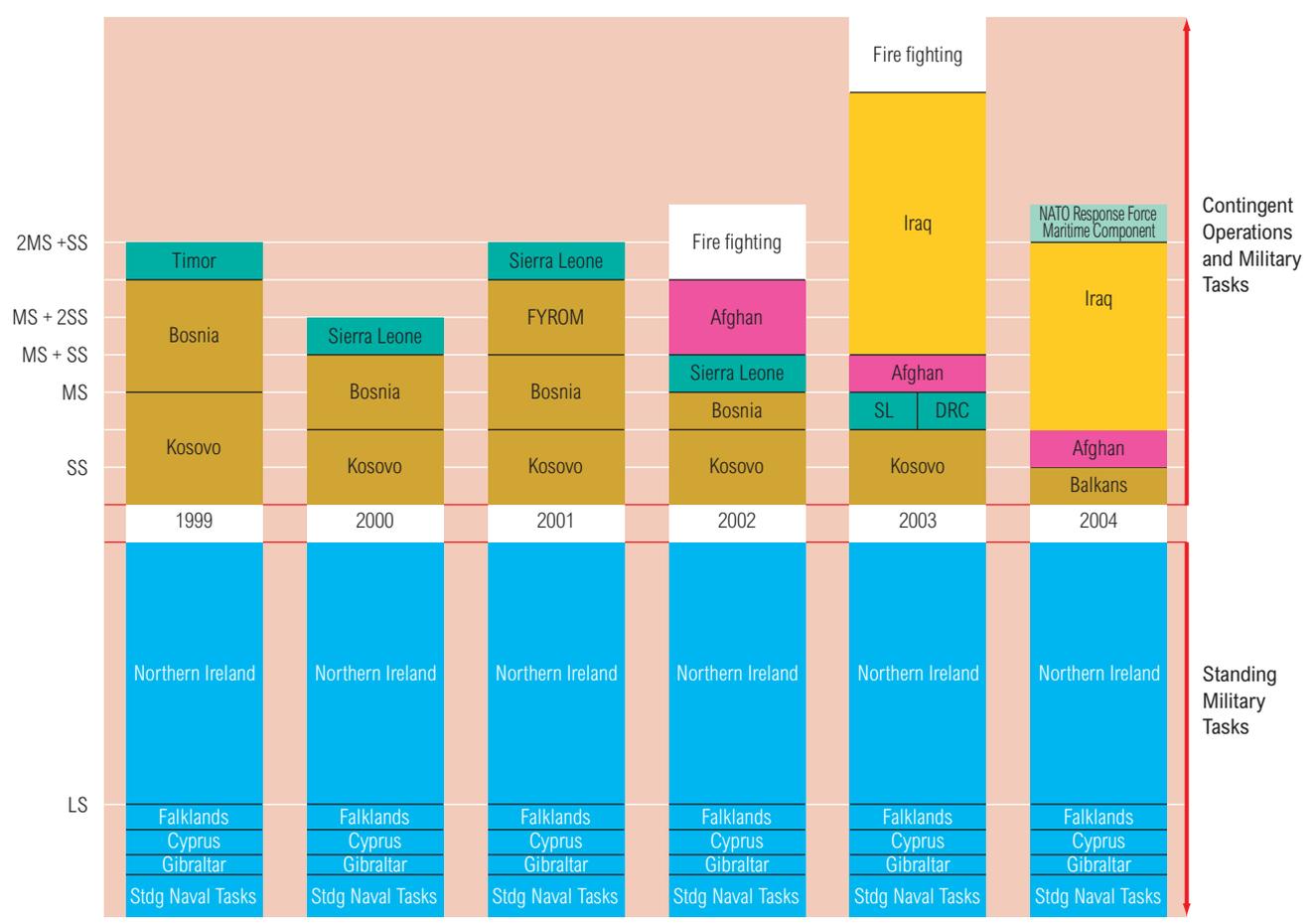
33. Activity levels do not, however, provide a complete picture of the level of demand on the Armed Forces. As set out in the December 2003 Defence White Paper *Delivering Security in a Changing World*, we plan, and the Armed Forces are routinely resourced to sustain, a certain number and scale of concurrent contingent operations in addition to meeting our standing military tasks, such as Quick-Reaction Alert Aircraft to maintain the integrity of UK Airspace, support to the civil authority in Northern Ireland and defence of the UK Overseas Territories. We now plan:

- that as a norm and without creating overstretch we should be able to mount an enduring Medium Scale (MS) peace support operation simultaneously with an enduring Small Scale (SS) peace support operation and a one-off Small Scale intervention operation;
- that we should be able to reconfigure our forces rapidly to carry out the enduring Medium Scale peace support operation and a Small Scale peace support operation simultaneously with a limited Medium Scale intervention operation; and
- that, given time to prepare, we should be capable of undertaking a demanding one-off Large Scale (LS) operation while still maintaining a commitment to a simple Small Scale peace support operation.

Figure 5 seeks to set out in broad terms the level of concurrent operations the MoD and Armed Forces have sustained since 1999. It is not definitive, but gives a general indication of the scale of activity over the period.



**Figure 5: Concurrency 1999-2004**



SS, MS and LS stand for Small, Medium and Large Scale Operations

**FURTHER SOURCES OF INFORMATION**

34. 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 2005;
- House of Commons Defence Committee Report 'Iraq: An Initial Assessment of Post-Conflict Operations' Sixth Report HC 65-i & ii published 24 March 2005;
- House of Commons Defence Committee 'Iraq: An Initial Assessment of Post-Conflict Operations: Government Response to the Committee's Sixth report of Session 2004-05' HC 436 published 20 July 2005;
- House of Commons Public Accounts Committee Report 'Ministry of Defence: Operation TELIC – United Kingdom Military Operations in Iraq' Thirty Ninth Report HC 273 published on 16 September 2004;
- House of Commons International Development Committee Report 'Development Assistance in Iraq: Interim Report' Seventh report HC 244 published 14 April 2005;
- detailed information on current operations at [www.operations.mod.uk](http://www.operations.mod.uk);
- Analysis of Conflict Prevention costs at Note 27 to the accounts on pages 187-188.

## FUTURE OPERATIONS

**Objective: To be ready for the tasks of tomorrow.**

### Public Service Agreement Target (SR2002 MoD Target 3)

By 2006 ensure that a minimum of 90% of high readiness forces are at their required states of readiness with no critical weakness.

### Performance Measures and Assessment

All Force Elements to meet planned readiness targets with no critical or serious weaknesses:

- **Despite the continuing pressure of operations the proportion of Force Elements with no critical weaknesses reported by their military commanders increased from 93% in the last quarter of 2003-04 to 100% in the last quarter of 2004-05;**
- **The proportion of Force Elements with no critical or serious weaknesses reported by their military commanders remained broadly stable, averaging 68% over the year.**

### Other Measures

Assess our ability to generate and deploy, sustain and recover UK Armed Forces as required:

- **Operations in Iraq and elsewhere during the year continued to demonstrate our ability to deploy and sustain forces on operations and recover them thereafter. The Royal Navy, Army and Royal Air Force continued successfully to meet their operational commitments at home and overseas. Elements of the Joint Rapid Reaction Forces were deployed on operations in Iraq, Afghanistan, the Balkans, Africa and South East Asia.**



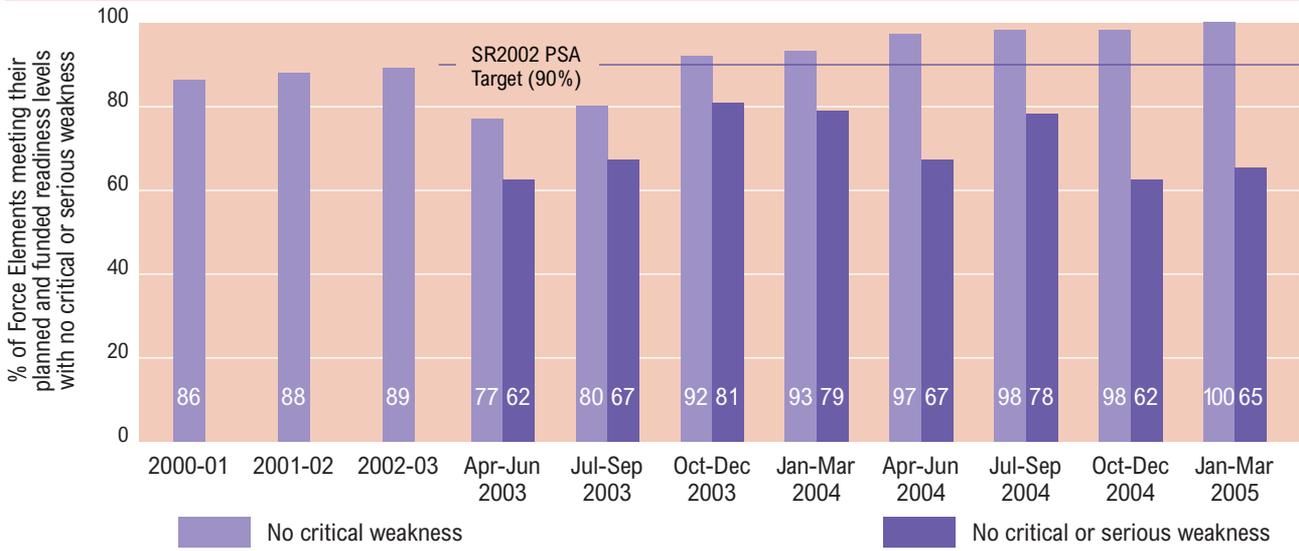


## READINESS

35. The Armed Forces are currently engaged in a wide range of continuing operations and other military tasks, as set out in the previous chapter. A system of graduated readiness aims to ensure that the right Force Elements (such as a ship, a brigade, or an aircraft) are ready to deploy when they are needed, but it is recognised that the extent of operational activity above what we routinely plan to be able to achieve as a norm will inevitably impact on what more we can do. The way the MoD measures readiness is explained in more detail in the essay on pages 32-33. Throughout the year we exceeded the Public Service Agreement (PSA) target while continuing to meet operational commitments. By the end of the year no Force Elements were reporting critical weaknesses.

36. Under the 2002 Spending Review PSA we have previously published the proportion of Force Elements reporting no critical weaknesses. However, in recognition of the significance of this issue, readiness reporting against the 2004 Spending Review PSA will cover the proportion of force elements reporting no critical or serious weaknesses. Reflecting this change, the figure below includes this data back to the first quarter of 2003-04. Over 2004-05 an average of about 68% of Force Elements reported no critical or serious weaknesses (65% in the last quarter of the year). Some shortfalls occurred across all three Services (see paragraphs 37-39) in areas such as training, logistic support and personnel availability. This reflected the continuing high operational tempo over the year. All three Services continued to meet their operational commitments at home and overseas throughout the year.

**Figure 6: Readiness levels**



**37.** The Royal Navy met all its high priority operational tasks while retaining the ability to respond to a wide range of contingencies including fulfilling its high-end warfighting commitments. However, as part of the Department's normal allocation of resources to areas of highest defence priority, and in order to safeguard the Navy's ability to meet its highest priority tasks during a period of continuing high operational tempo (including in particular its commitments to the Joint Rapid Reaction Force), an arrangement known as the Reduced Support Period was introduced for 2004-05 and 2005-06. Under this system ships engaged on high priority tasks were allocated 'normal support status' and other ships allocated 'reduced support status'. Ships in the latter category mainly receive support for defects affecting health and safety or environmental safety issues. The impact on the material readiness of RN ships has been minimised through the implementation of a successful risk management strategy, reductions in routine activity to reflect changing defence priorities (such as the reduced naval presence in the Caribbean and Indian Ocean announced in July 2005), and an innovative approach to ship support. Despite this effective management strategy other areas affecting readiness, in particular frontline manning, remain of concern.

**38.** The Army remained heavily committed to operations throughout the year and successfully delivered correctly trained and prepared Force Elements for all UK and Overseas operations. However, although the Army was able to maintain the Spearhead Land Element and Airborne Task Force as Strategic Reserves available to the Joint Rapid Reaction Forces (JRRF), the continued commitment to operations in Iraq and the programme to bring the BOWMAN communications system into service prevented recuperation of a high readiness brigade sized grouping to be available to the JRRF.

**39.** The Royal Air Force continued successfully to meet its operational commitments at home and overseas throughout 2004-05, contributing forces to a number of theatres around the world including the Gulf, Northern Ireland, the South Atlantic, Afghanistan and the Balkans. However, while overall the RAF broadly continued to meet readiness targets, the combination of continuing operational commitments, equipment modifications and maintenance programmes had a minor impact on the planned readiness levels of some of the busiest Force Elements. Work is being undertaken to address these issues and ensure that the RAF continues to be ready to meet the challenges of tomorrow.

**40.** During the year the National Audit Office (NAO) undertook a thorough assessment on whether the Department has a clear view of its readiness to undertake emerging operations. They found that the Department has a good system for reporting the readiness levels of the Armed Forces, that it is continuously improving, that it is used by commanders who have expressed confidence in it, that it has been validated by recent operations, and that it compares well with the systems used by other countries, including the United States. The full NAO report, *Assessing and Reporting Military Readiness*, can be found at [www.nao.org.uk](http://www.nao.org.uk).

### JOINT RAPID REACTION FORCES

**41.** The Joint Rapid Reaction Forces (JRRF) are a pool of capable and rapidly deployable Force Elements for short notice deployments, held at graduated readiness states from immediate to 30 days' notice to deploy. They comprise all of our higher readiness forces from all three Services. The JRRF provides force packages up to brigade size in support of Britain's foreign and security policy objectives, including NATO commitments. Such forces can undertake any mission up to and including modern warfare against the most demanding opposition. The JRRF planning requirement is the ability to mount and sustain a focussed intervention operation up to a non-enduring Medium-Scale in addition to our ability, at routine concurrency levels, to remain engaged in one enduring Medium Scale and one enduring Small Scale operation.

**42.** The JRRF remained heavily committed throughout the year. The tempo of operations was lower during 2004-05 than at the peak of activity in Iraq in 2003, but Operation TELIC remained a medium scale deployment with around 9,200 personnel, met by drawing on the high readiness armoured and mechanised brigades available to the JRRF. Elements of the JRRF were also committed to a number of smaller scale operations in Afghanistan, the Balkans, Africa and South East Asia. The ability to support this level of operations demonstrated the success of these arrangements.

**43.** The Joint Force Headquarters, the standing operational headquarters which forms the nucleus of a UK response to emerging crises, also maintained a high tempo of operational and training activity over the year. Operational activity included assistance to UK Embassies in the preparation of evacuation plans, planning assistance to deployed Headquarters in Iraq and Afghanistan, planning of humanitarian aid operations and the command of the evacuation from the Cote D'Ivoire in West Africa. The exercise and training programme included a number of larger force projection and planning exercises such as a combined exercise with the Indian Armed Forces,

a peace enforcement exercise drawing on wider expertise from other Government departments and the newly-created Post Conflict Reconstruction Unit.

## SUSTAINABILITY AND DEPLOYABILITY

44. The Armed Forces are funded to be ready for contingent military operations at the level set out in the December 2003 Defence White Paper *Delivering Security in a Changing World*, in addition to a range of standing Military Tasks. Additional resources are provided from the central Government reserve to cover the costs of deploying, sustaining and subsequently recovering forces on operations.



Sea King ready for take off on board HMS Ocean

45. This activity involves preparation, mounting and movement of personnel and equipment, together with large quantities of containerised supplies, through air and sea ports. Delivering this, particularly at the most demanding scales of effort, requires reinforcement of the UK's dedicated military RO-RO shipping and strategic transport aircraft with strategic airlift and sealift assets from allies and the commercial market. In order to secure access to these the UK has joined several multinational strategic lift initiatives. These enabled us during the year to successfully sustain and change-over forces in Iraq, Afghanistan and elsewhere and to meet several other challenges. The deployment of additional forces to Operation TELIC during the Iraq elections, together with the separate deployments to Cote d'Ivoire and to Kosovo stretched the system. The Department was nevertheless able to respond immediately to ease the crises in Sudan and then in SE Asia following the tsunami.

46. Notwithstanding the success of these logistic arrangements, the MoD continued to look at how we can further improve our capability, including through advance preparation for specific operational deployments. Resources are focused on providing those assets most likely to be needed to sustain operations or that we judge could not be bought within assumed readiness times. We conduct regular Logistic Sustainability and Deployability Audits to establish what might be required to support operations up to the most demanding level envisaged in Defence Planning Assumptions in order to reduce the risks of resources not being available in time or industry being unable to deliver quickly enough. Through this we seek to ensure that we identify and understand any operational risks involved. Work also continued to develop improved logistic information systems to enhance responsiveness in both the battle and business spaces.

## FURTHER SOURCES OF INFORMATION

47. Additional information on Future Operations is available from the following sources:

- Defence White Paper *Delivering Security in a Changing World*, December 2003;
- quarterly SR2002 PSA reports to HM Treasury at [www.mod.uk](http://www.mod.uk);
- SR2004 PSA Technical Notes at [www.mod.uk](http://www.mod.uk);
- NAO Report *Assessing and Reporting Military Readiness*; HC 72 2005-06 dated 15 June 2005;
- UK Defence Statistics 2005.

## ESSAY – Measuring and Reporting Readiness

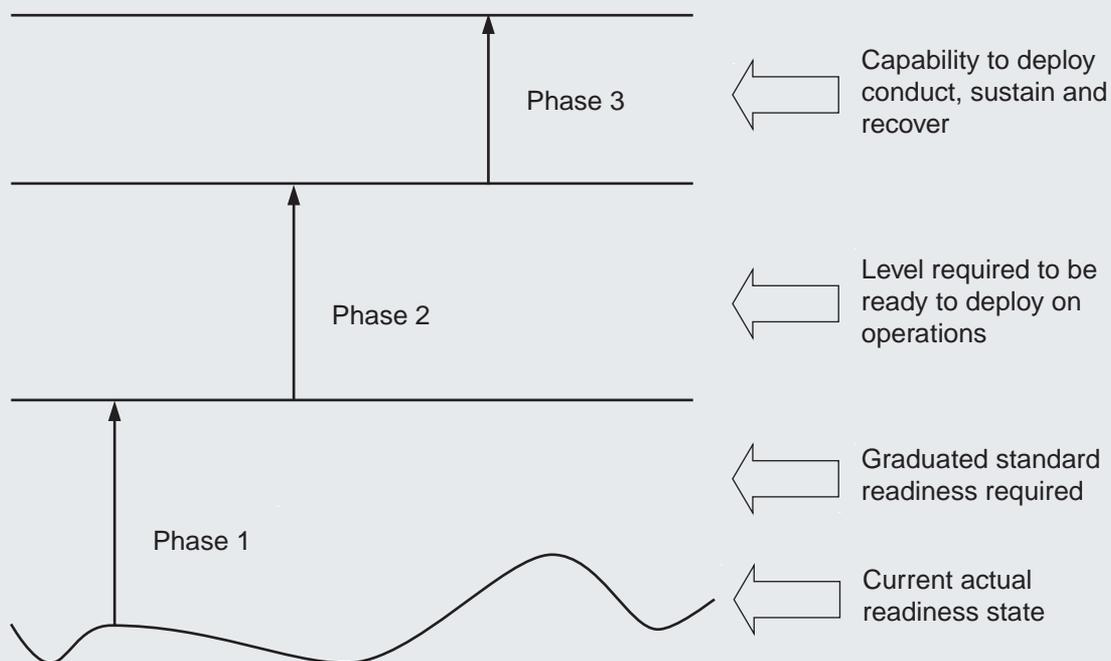
Readiness is the term used to describe the way we hold our military forces at varying levels of preparedness to respond to potential or emerging operations. We measure the readiness of all of our forces to provide us with the ability to determine our future capabilities and adjust our posture to ensure we truly are ready for the tasks of tomorrow. Holding all Force Elements at readiness for all potential contingencies is neither achievable nor desirable. We therefore hold our forces at 'graduated readiness' levels derived from Defence Planning Assumptions. Some are held at short notice to deploy whilst others are given gradually longer notice, to act as reinforcements or to replace units later in an operation. Determining the required readiness of Force Elements, and then assessing whether or not this is being achieved, is extremely complex. As set out in paragraph 40, the NAO recently concluded that the MoD has a good system for reporting readiness levels. The full report, *Assessing and Reporting Military Readiness*, can be found at [www.nao.org.uk](http://www.nao.org.uk).

Every Force Element is funded to achieve a planned level of readiness. Performance against these targets is then used as a measure of whether the Armed Forces are achieving the level of military capability for which they are resourced. Force Elements are deemed to be 'ready' only if they meet the appropriate levels of collective performance, manning and equipment for the required state of readiness and have sufficient logistic support to maintain that state for a period thereafter. Force Elements on operations are deemed 'ready' provided they met the level of military capability for which they are resourced prior to their deployment.

The system we have in place to measure the readiness of our Force Elements periodically reviews their levels of readiness against a number of specific criteria. Assessments are also made of their ability to deploy, be sustained and then recover from operations against the broader 'levels of effort' assumed in Defence Planning Assumptions. These assessments form part of the Department's quarterly performance report, which is reviewed in detail by the Defence Management Board (DMB).

This quarterly reporting system identifies our ability to undertake future operations across three phases of readiness. The first phase is establishing the readiness of Force Elements in relation to their graduated peacetime readiness states, as described above. These are the 'readiness' states of Force Elements that the Front Line Commanders-in-Chief are tasked to deliver. The second phase provides an assessment of the ability of those Force Elements to get ready to deploy, should they be needed, on operations. The third phase looks at the ability to actually deploy to theatre, conduct, sustain and recover from operations. The relationship between these phases and their measures is illustrated at Figure 7.

Figure 7: Measures of Readiness





For ease of presentation readiness performance is categorised using a 'traffic light' system. Under this, broadly speaking:

- green indicates full achievement of the readiness required;
- yellow indicates minor weaknesses that would in practice be unlikely to prevent delivering the relevant force element within the required time;
- amber indicates serious weaknesses that would in practice make delivering the relevant force element within the required time difficult but not impossible; and
- red indicates critical weaknesses that would in practice make delivering the relevant Force Element within the required timescale almost impossible.

In considering the overall level of readiness of the Armed Forces the DMB pays particular attention to those Force Elements reporting Amber or Red.

Under the 2002 Spending Review Public Service Agreement (PSA) the MoD has reported the percentage of all Force Elements reporting no critical (red) weaknesses against standard readiness requirements, even though this is a more demanding target than the one agreed for high readiness forces alone, since it gives a better picture of the ability of the Armed Forces to cope with a high level of continuing operational activity. In recognition of the importance of this area of performance, and to bring PSA reporting in line with the MoD's internal reporting arrangements, readiness reporting against the 2004 Spending Review PSA will cover the proportion of force elements reporting neither serious nor critical (amber or red) weaknesses.

## POLICY

**Objective: Provide defence policy that matches new threats and instabilities.**

### **Public Service Agreement Targets (SR2002 MoD Targets 2 and 5):**

Improve the effectiveness of the UK contribution to conflict prevention and management as demonstrated by a reduction in the number of people whose lives are affected by violent conflict and a reduction in potential sources of future conflict, where the UK can make a significant contribution (Joint target with DfID and FCO);

Strengthen European Security through an enlarged and modernised NATO, an effective EU crisis management capacity and enhanced European defence capabilities (Joint target with FCO).

### **Performance Measures and Assessment:**

Shaping NATO, EU and UN capabilities in line with wider UK interests

- **NATO Response Force achieved Initial Operating Capability. UK provided NRF's Maritime component command;**
- **Expanded NATO commitment to Afghanistan, including deployment of elements of NATO Response force in support of Presidential elections;**
- **Establishment of NATO training mission for Iraq;**
- **Continuing progress in transforming NATO;**
- **EUFOR mission to Bosnia launched under UK command;**
- **European Defence Agency established with UK Chief Executive;**
- **Agreement of EU rapid response battlegroup concept complementary to NATO Response Force, with UK Battlegroup covering first rotation;**
- **EU civil/military planning cell established;**
- **Continued support of UN peacekeeping operations and capabilities.**

Effective Defence Policy on Conflict Prevention

- **Widespread support to Security Sector Reform;**
- **Provision of training to Iraqi Security Forces and new Afghan National Army;**
- **Provision of international training in Europe and Africa in military peace support operations;**
- **Establishment of interdepartmental Post Conflict Reconstruction Unit.**

Effective Defence participation in the Government's long term strategy for countering terrorism and the proliferation of chemical, biological, radiological and nuclear weapons

- **Provision of training to build the counter terrorist capacity of other nations;**
- **Continued work with UK civil authorities on handling consequences of any attack and enhancing UK resilience;**
- **Continued contribution to UK arms control and export control policy and implementation, including work on verification of nuclear disarmament, assistance to destruction of Russian chemical weapons, and development of international guidelines for export controls on Man Portable Air Defence Systems;**
- **Continued work with US and NATO on strategic and theatre ballistic missile defence.**



## NATO, EUROPEAN DEFENCE AND THE UNITED NATIONS

48. The maintenance of the transatlantic relationship and the security and stability of Europe remain fundamental to our security and defence policy. Our security and national prosperity also depend upon international stability, freedom and economic development. In support of these the United Kingdom works to act as a force for good within the international community. We are a permanent member of the UN Security Council, and a leading contributor to the NATO Alliance and to European security and defence. Working with the Foreign and Commonwealth Office, we made good progress during the year in further developing effective international and collective security arrangements through NATO, the European Union and the United Nations. Following up the analysis in the December 2003 Defence White Paper the Department constructed a thorough examination of its capabilities and overheads in order to ensure we have the right capabilities to meet the challenges we face. A Command Paper, *Delivering Security in a Changing World: Future Capabilities* was published in July 2004 setting out the conclusions and force structure changes emerging from that examination (a more detailed discussion is set out in the essay on page 114).

### North Atlantic Treaty Organisation

49. NATO remains the foundation of its members' collective defence, and this remains its primary mission. But Nato's focus is increasingly beyond its traditional Euro-Atlantic area of interest to meet the increasingly diverse and less predictable challenges it now faces. These challenges are driving an overhaul of its approach. Since 2001 NATO has transformed its force and command structures, established the NATO Response Force (NRF), set priorities for new capabilities, initiated widespread reform, taken in seven new members and developed effective partnerships, including with the European Union.

50. The UK has strongly supported the developing NRF, which reached Initial Operational Capability in October 2004. We provided the NRF's Maritime Component Command from July 2004 to June 2005, and will commit forces to future rotations of the NRF. We provided forces to Operation Active Endeavour, a maritime counter-terrorism operation in the Mediterranean, and we deployed four Tornado F3 aircraft to Lithuania in support of NATO's air policing obligations to its new members. Some 850 UK military personnel were deployed on NATO operations during the year.

51. We played a full part in setting the agenda for the NATO Summit at Istanbul in June 2004, at which the seven new members – Estonia, Latvia, Lithuania, Romania, Bulgaria, Slovakia and Slovenia – participated for the first time. The decisions taken there reflect the broadening nature of NATO's horizons. They covered the expansion of the role of the International Security Assistance Force in Afghanistan through the establishment of Provisional Reconstruction Teams (PRTs) and enhanced support for the Afghan Presidential elections in October 2004 (including first deployment of elements of the NRF set out in paragraph 14); the establishment of the NATO Training Mission for Iraq; a reinvigorated partnership with the seven nations<sup>1</sup> taking part in the Alliance's Mediterranean Dialogue; and increased links with the wider Middle East through the Istanbul Cooperation Initiative.

52. Good progress has been made in transforming the Alliance's capabilities since the Prague Summit in 2002. This was reinforced at Istanbul. But NATO still needs to do more to meet evolving security challenges. The UK therefore fully supports the programme to modernise the central administration and management of the Alliance which was launched by the Secretary General at Nice in February 2005. This forms an important part of a wider transformation effort, which includes the development of Comprehensive Political Guidance for NATO's planning staffs and much-needed work to improve force generation and usability, to ensure that NATO can deliver the right forces in a timely and effective manner.

### European Security and Defence Policy

53. In December 2004 the EUFOR mission took over the stabilisation task in Bosnia from NATO's successful SFOR mission. This marked important progress under the European Security and Defence Policy (ESDP), confirming that the "Berlin Plus arrangements", under which the EU is able to use NATO capabilities and assets, work effectively. Twenty-two EU member states are participating, as well as eleven non-EU partners. The UK is providing the command for the first year. Some 1,100 UK military personnel were deployed on EU operations at the beginning of the year reducing to about 900 at the end of the year.

<sup>1</sup>The seven Mediterranean Dialogue countries are Israel, Jordan, Algeria, Egypt, Mauritania, Morocco and Tunisia.



European Union Force



UN General Assembly (Photo from UN/DPI Photo)

## European Union Force (EUFOR)

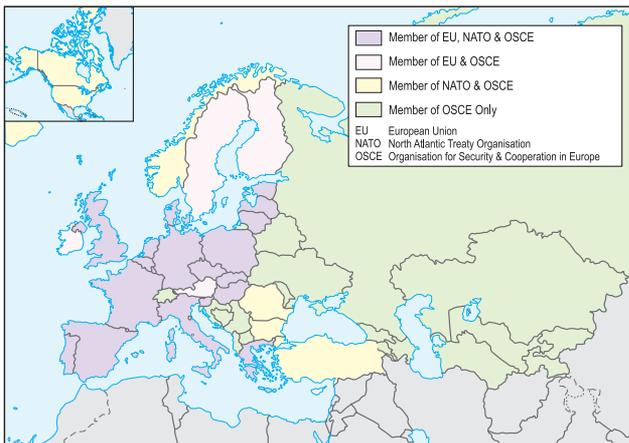
54. We played a major role in setting up the European Defence Agency, in July 2004. This will drive forward military capability improvements under the Headline Goal 2010. Its first Chief Executive is a former MoD civil servant. The EU Battlegroup concept, initiated by the UK, France and Germany, is proving to be a powerful stimulus to the development of rapidly deployable European defence capability. In November 2004, EU member states committed to contribute thirteen Battlegroups, each of around 1,500 troops, for rapid response operations. These are expected to be primarily in support of the UN. The UK played a leading role in delivering this commitment and we continue to advise on implementation in a way that complements the NATO Response Force. A UK Battlegroup was on standby for the first rotation (January-June 2005). We have also committed to providing a further joint Battlegroup with the Netherlands from 2007.

55. Following detailed negotiations with key partners a new Civil/Military Cell is now being established for strategic civil/military planning. This has the capacity to generate an ad hoc Operations Centre to run, in particular, joint civil/military missions for which the EU is particularly well placed to add value through its wide range of instruments. The UK is working closely with new EU Member States and accession candidates to reinforce the open, flexible and militarily robust development of ESDP.

## United Nations

56. As a permanent member of the United Nations Security Council, the UK has a particular responsibility to support the UN's efforts to prevent conflict and to take effective measures to restore and maintain international peace and security. We have supported the UN through the deployment of military personnel on UN missions – the largest single contribution being to UNFICYP in Cyprus – and also met requests for short-term deployments to the UN Department of Peacekeeping Operations in New York, and to UN missions, to assist with operational planning capability and doctrine development. Some 450 UK military personnel were deployed on UN operations at the start of the year, reducing to some 310 at the end of the year. In addition, MoD has worked closely with FCO and DfID to support and reform the UN through training of peacekeepers and funding of UN projects through the Global Conflict Prevention Pool. In Spring 2005, MoD began its analysis of the UN Secretary General's "In Larger Freedom" report on UN reform, and the "Zeid report" on a strategy to eliminate sexual exploitation and abuse in UN peacekeeping operations.

Figure 8: NATO EU and OSCE Member Countries



Defence Geographic Centre, GDS5 1195, Edition 11 July 2003 10101 QP2182200  
For independence & responsibility OSCE needs to be seen as neutral representing the views of the UK Government on boundaries or political status.  
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## CONFLICT PREVENTION AND DEFENCE DIPLOMACY

57. In the Strategic Defence Review New Chapter in 2002 we recognised that, working closely with other Government Departments, we need to consider and address the underlying causes of conflict. This includes addressing the underlying causes of international terrorism to which the United Kingdom as an open society with wide international interests and engagement is exposed. We are well placed to help less developed states build a society in which conflict and terrorism are less likely to emerge. Where prevention has failed and we have engaged in coercive or destructive activities, we should be prepared to assist in post-conflict recovery, to help create the conditions for stability, thereby reducing the likelihood of conflict or a state supporting or harbouring terrorists in the future.

58. The MoD, FCO and DfID work together to deliver joined up UK policy-making, action planning and activity to prevent conflict and dispel hostility. Through Defence Relations work in support of the UK's long-term security objectives, the Armed Forces contribute to sustaining the security of the UK and overseas territories and strengthening international peace, stability and security. This not only covers work directly in support of military operations and wider British interests, but also includes the Defence contribution to the Government's Global and Africa Conflict Prevention Pools since their creation in April 2001 (for coverage see Figure 9). These deliver joined up UK policy-making, action planning and activity to prevent conflict and dispel hostility. Each Pool has a dedicated budget. The main Defence contribution to the Pools has been supporting Security Sector Reform and helping other States building their capacity to carry out Peace Support Operations.

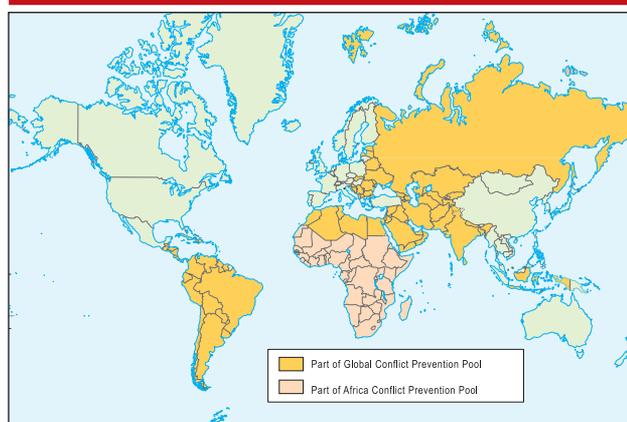
59. During the year the Security Sector Development Advisory Team (formerly the Defence Advisory Team) has supported and advised on Security Sector Reform in Iraq, Uganda, Ukraine, Jamaica, Indonesia and elsewhere. The team addresses the Security Sector in the round, including Police, Justice and Intelligence issues. By training other states' armed forces we can also transfer our military skills to enable them eventually to be self-sufficient. We have supported the development and training both of the Iraqi Security Forces and the new Afghan National Army, including helping train the Afghan Army's Non Commissioned Officers. In Africa, through the Pools we have supported a range of peace building programmes including in Burundi, Angola and Nigeria, and helped in disarmament, demobilisation and re-integration of former combatants in Sudan and the Democratic Republic of Congo.



The Mine Action Training Centre in Kenya

60. As well as tackling the causes of conflict, we have worked to strengthen the international community's tools to respond to and manage conflict. During the year, the MoD trained 4,600 foreign officers in the skills needed to carry out military peace support operations, the UK-Dutch collaborative Joint Staff Officers Course in Slovakia opened, and the Peace Support Operations Training Centre in Sarajevo was built, opening in April 2005. £30M has been spent on building African capacity for planning and executing peace support operations, including developing the conflict management capacity of institutions such as the Economic Community of West African States and regional training facilities for African Peacekeepers. In practical terms, the Pan African programme has provided rapid assistance to the African Union mission in Darfur and Western Sudan.

Figure 9: Global and Africa Conflict Prevention Pools



**61.** Together with FCO and DfID, MoD is engaged in the Government's Small Arms and Light Weapons (SALW) within the Global Conflict Prevention Pool. We place a high priority on trying to reduce the number of people whose lives are adversely affected by the proliferation of small arms and light weapons. The focus is on the three critical, inter-related areas of strengthening controls on the supply of SALW, reducing their availability, and addressing the demand for them. This work includes collection, stockpile management and destruction of surplus weapons, with a particular focus on Man Portable Air Defence Systems (i.e. small surface to air missiles such as Stinger), which pose a significant threat to military and civilian aircraft in terrorist hands.

### Post-Conflict Reconstruction

**62.** The Post Conflict Reconstruction Unit is an interdepartmental (FCO, MoD and DfID led) organisation set up to bridge a gap in the UK's national ability to plan, develop and deliver effective and co-ordinated post conflict stabilisation activity. This can cover many phases of the conflict cycle, from immediate stabilisation to longer-term social and economic redevelopment. It is thus a key element of FCO diplomacy, MoD campaign planning and DfID developmental work. The Unit reached an initial operating capability in April 2005, and will grow to a full complement of about 40 by mid 2006. Its remit is to ensure the timely deployment of UK civilian experts to assist in key stabilisation activity, mainly, but not exclusively, to locations where UK military forces are or have been committed. This involves the development and maintenance of a database of 300-400 mainly civilian experts and requires close linkages with associated UK military and humanitarian planning, and wider co-ordination with the international community.

### International Humanitarian Law

**63.** We have also continued to contribute to international consideration of conflict-related humanitarian concerns. Negotiations on the new legally binding Protocol V (to the Geneva Convention) on Explosive Remnants of War (ERW) were successfully concluded in November 2003. The Protocol contains new provisions that will offer significant humanitarian benefit to those in areas affected by ERW, making clearance of unexploded ordnance quicker and more effective. The UK fully supports the aims of Protocol V and intends to ratify it by the end of 2005.

## COUNTER TERRORISM POLICY

**64.** Conflict prevention, peace support operations and defence diplomacy can all assist in prevention by tackling conditions in which extremism and terrorism develops. But the Armed Forces also play an important role in pursuing terrorists who threaten the UK and its interests and those who support them. While there is no specific military solution, the Armed Forces make a significant contribution, particularly overseas, drawing on their unique set of capabilities to perform a variety of specialised tasks as part of the Government's overall efforts. In cooperation with our allies, especially the United States of America, we have also continued to take forward the crucial task of building the counter terrorist capacity of other nations through training in a wide range of activities including combat skills, VIP protection, bomb disposal and coastguard operations.

### Civil Emergency Response

**65.** The Armed Forces also remain able, through long standing and well practised arrangements, to respond to requests from the UK civil authorities for help in protecting the public and preparing to handle the consequences of any attack. The MoD continued to work closely with the civil authorities on ways to enhance the UK's resilience to disruptive challenges. We were fully engaged in development of the Civil Contingencies Act and are working closely with others to establish emergency response frameworks at local and regional level. In particular, our network of Joint Regional Liaison Officers has continued to provide advice and planning expertise to local authorities and emergency response organisations. We also published, in December 2004, a comprehensive guide to the MoD's contribution to resilience in the UK, including details of our approach to military aid. This can be found at [www.mod.uk](http://www.mod.uk)

### Counter Proliferation and Arms Control

**66.** International terrorism and the potential proliferation of chemical, biological, and nuclear weapons represent the most direct threats to our peace and security. We need to counter the efforts of terrorists or the regimes that harbour them to acquire such weapons. International efforts on counter-proliferation, arms control, and effective export controls play a major role in this. In parallel, a robust national deterrence policy and the maintenance of effective defensive capabilities against such weapons and their means of delivery also reduce the probability of them being used against us, by preventing their use having decisive effect, and thereby reducing the incentive for their acquisition. Effective deterrence and defence also provide for



the possibility that, despite all of our efforts, such weapons may be used against us. The MoD continued to make a major contribution to the UK's counter proliferation and arms control work during 2004-05.

### **Nuclear Arms Control**

**67.** The Nuclear Non Proliferation Treaty (NPT) continues to play an important role in curbing the spread of nuclear weapons and capabilities. Working with the FCO and the DTI in the run up to the NPT Review Conference in May 2005 we developed and promoted non-proliferation proposals to strengthen the nuclear non-proliferation regime, particularly by tightening the controls against possible illicit use of civilian nuclear technology to develop military programmes and against the spread of sensitive nuclear technology to those who are not compliant with their non-proliferation obligations. These are gaining widespread international currency, and although the NPT Review Conference was unable to reach any conclusion on these issues, we will use other opportunities to advance this work. As a Nuclear Weapon State the UK is fully compliant with our own disarmament obligations under the NPT. The MoD and the Atomic Weapon Establishment presented well-received reports on UK studies into verification of nuclear disarmament in 2004 and at the NPT Review Conference.

**68.** North Korea's claim that it has nuclear weapons remains of paramount concern. We have continued to support the six party talks between North Korea, its neighbours and the US, as the best way forward. We remain concerned about Iran's non-compliance with its nuclear safeguards obligations, as reported by the International Atomic Energy Agency, and the possibility it was pursuing a covert military nuclear programme. The UK, along with France, Germany and the EU, has been negotiating with Iran in an attempt to produce a diplomatic solution.

### **Biological Arms Control**

**69.** The MoD continued to contribute to the 3-year programme of work to strengthen the Biological and Toxin Weapons Convention. The MoD, including in particular the Defence Science and Technology Laboratory (Dstl), is a key source of expertise for the UK's contribution to this work. During 2004, the work programme was focused on enhancing the international capability to respond to, investigate and mitigate the effects of alleged use of biological weapons as well as strengthening national and international mechanisms for surveillance, detection and diagnosis of infectious diseases. During 2005, the work is chaired by the UK and is focused on the content, promulgation and adoption of Codes of Conduct for scientists.

### **Chemical Arms Control**

**70.** The MoD continued to take a leading role in the UK's contribution to the implementation of the Chemical Weapons Convention, with Dstl again providing the essential technical expertise. In addition, as part of the UK's contribution to the Global Partnership against the spread of weapons and materials of mass destruction, the MoD made substantial progress in supporting Russia's programme to destroy its stockpiles of chemical weapons. The MoD assistance programme has developed into an important element of a major international effort, in close partnership with Canada, the US and other donors. In November 2004, we completed the UK's second project – the procurement of equipment for the key electricity substation at the Shchuch'ye chemical weapons destruction facility – ahead of schedule and on budget, at a cost of over £7M. The project was jointly funded by UK, Norway, the EU and the Czech Republic. In January a contract was placed for procurement of a high temperature furnace for decontaminating chemical weapon casings. During the year, additional financial contributions through the UK programme were made by Canada, New Zealand, the Czech Republic, the Netherlands, Ireland, and Norway. The MoD is preparing to implement further projects in support of the Shchuch'ye facility in 2005-06 and beyond, using funding from the UK, Canada and other donors. Further details of the MoD assistance programme and Global Partnership are available at [www.dti.gov.uk/energy/nuclear/fsu/mod.shtml](http://www.dti.gov.uk/energy/nuclear/fsu/mod.shtml).

### **Conventional Arms Control**

**71.** UK conventional arms control activities continued to contribute to conflict prevention and stability across the Organisation for Security and Co-operation in Europe (OSCE) area through inspections, evaluations and confidence and security building measures. Under the terms of three key treaties (Conventional Armed Forces in Europe (CFE), Vienna Document 1999, and Open Skies), the UK received 10 inbound inspections or evaluations (including 5 on British Forces Germany), and conducted 15 outbound inspections or evaluations on non-NATO signatories. The UK is bringing back into service its Open Skies Andover C Mk1 observation aircraft which are being first deployed on a joint Open Skies mission with the Russian Federation over Georgia in August 2005. The adapted CFE Treaty, which moves from a bloc-based treaty to a state-based treaty, will come into force once the Russian Federation meets its Istanbul 1999 commitment to withdraw its forces from Georgia and Moldova. Details of UK holdings declared under the CFE Treaty are published in *Defence Statistics 2005* available at [www.mod.uk](http://www.mod.uk).

## Export Controls

72. The MoD works to support the FCO in developing international export control arrangements to reduce the threat to the UK from international terrorism and the proliferation of chemical, biological, radiological and nuclear weapons. In particular we work with other Governments' Defence Departments to support the Government's position in multilateral export control fora. These include export control regimes and arrangements covering equipment, materials and technology related to chemical and biological weapons, missile and UAV systems, nuclear technology and conventional weapons as well as dual use equipment, materials and technology relating to these areas. For example, within the Wassenaar Arrangement, which is the only multilateral export control regime governing conventional weapons, the MoD (as part of a UK delegation) played a vital role in developing guidelines to control and tighten security over Man Portable Air Defence Systems (MANPADS). These have become the gold standard for export controls on MANPADS and the principles have been adopted by the G8 and OSCE. The MoD also works with other states on safe stockpile and security management practices and actual destruction work.

73. We also have a significant role in supporting national implementation of export controls by the Department of Trade and Industry through reviewing domestic export licence applications from British industry. The MoD considers the potential effect of any proposed export on the defence and security interests of the UK and its allies, and the risk that the goods might be diverted to an undesirable end-user. The Government publishes details of the performance achieved in processing licence applications in its Annual Report on United Kingdom Strategic Export Controls, the most recent of which was published in May 2004.

## Proliferation Security Initiative

74. In May 2003, President Bush launched the Proliferation Security Initiative (PSI). Through this initiative nations are striving to establish a more co-ordinated and effective basis to impede and stop states and non-state actors from illicit trafficking in WMD and delivery systems. The UK has continued to take a leading role in the development of the PSI at the operational level, in particular driving forward elements of the significant exercise programme. To date, the MoD has hosted and chaired two of the nine Operational Expert Meetings, led an air-interception Command Post Exercise, and is preparing to lead a major maritime interdiction exercise in late 2005.

## DETERRENCE AND DEFENCE

### Deterrence

75. Events have emphasised that attacks resulting in severe casualties or grave damage may come from many directions and use many methods. We seek to deter any use of weapons of mass destruction against us, our interests, or our Allies, but also any other attacks that cause (or intend) mass casualties or grave damage to the economy, the environment, government or the fabric of society. The UK's nuclear weapons have a continuing use as a means of deterring major strategic military threats, and a continuing role in guaranteeing the ultimate security of the UK. But we also want it to be clear, particularly to the leaders of states of concern and terrorist organisations, that all our forces play a part in deterrence, and that we have a broad range of responses available to defend ourselves. We have made clear that our responses will be proportionate and in accordance with our international legal obligations.

### Chemical, Biological, Radiological and Nuclear Defence

76. The nature of the threat from Chemical and Biological Warfare (CBW) has evolved from the Cold War potential of mass attack on the battlefield with classic agents to a more unpredictable situation that encompasses a wider range of threats and hazards. The UK has comprehensive programmes to take CBW defence capability beyond that of the Cold War 'survive to fight' approach. Strong and productive relationships on CBW issues have been developed with NATO, the EU and, bilaterally, with close Allies – especially the US. The UK plays an influential role in NATO's Senior Defence Group on Proliferation, which considers NATO-wide policy on a wide range of Chemical, Biological, Radiological and Nuclear (CBRN) topics and seeks to develop joint CBW capability across the Alliance. This influence will be extended in 2005-06 when the UK assumes command of the fully operable NATO multilateral CBRN Defence Battalion, which draws capability from participating allies.



## Missile Defence

77. We have continued to monitor the developing threat from all ballistic missiles, and also the technology available for countering such threats, dividing responsibility for Missile Defence into strategic and theatre categories. Whilst we assess there is no immediate prospect of the UK being attacked by such weapons, we have established a close relationship with the US to examine how their missile defence system will work when it becomes operational and how it might be extended to cover US friends and allies. We are supporting the upgrade of RAF Fylingdales to provide Missile Defence capabilities for the USA.

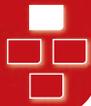
78. We are also working with NATO to examine the threats and potential responses from a European perspective. We look forward to Alliance discussions during 2005-06 on the results of a NATO Feasibility Study into Missile Defence for NATO territory and population centres. NATO has announced its intention to invest in the infrastructure for an Active Layered Theatre Ballistic Missile Defence capability against shorter-range ballistic missiles which could threaten deployed forces. This would be fully integrated with NATO's Air Command and Control System and, although no active national capability is involved, the UK is closely engaged.

## FURTHER SOURCES OF INFORMATION

79. Additional information on Defence Policy is available from the following sources:

- Strategic Defence Review: A New Chapter 2002 (Cm5566);
- Defence White Paper *Delivering Security in a Changing World*, December 2003;
- Command Paper *Delivering Security in a Changing World: Future Capabilities* (Cm6269), July 2004;
- quarterly PSA reports to HM Treasury at [www.mod.uk](http://www.mod.uk);
- UK Defence Statistics 2005;
- House of Commons Defence Committee Report 'Future Capabilities' Fourth Report HC 45-i & ii published 17 March 2005;
- House of Commons Defence Committee Report 'Strategic Export Controls: Annual Report for 2002, Licensing Policy and Parliamentary Scrutiny' HC 390 published 18 May 2004;
- House of Lords EU Committee Report 'European Defence Agency' Ninth Report HL 76 published 16 March 2005;
- House of Lords EU Committee Report 'Preventing Proliferation of Weapons of Mass Destruction: The EU Contribution' Thirteenth Report HL 96 published 5 April 2005;
- House of Commons Defence Committee Report 'Strategic Export Controls: HMG's Annual Report for 2003, Licensing Policy and Parliamentary Scrutiny' HC 145 published 24 March 2005;
- FCO Website – Global Conflict Prevention Pools at [www.fco.gov.uk](http://www.fco.gov.uk);
- UN Report 'In Larger Freedom' at <http://www.un.org/largerfreedom/>;
- Zeid Report at [www.un.org](http://www.un.org);
- United Nations Security Council at [www.un.org](http://www.un.org);
- ESDP at [ue.eu.int](http://ue.eu.int);
- factsheet: EU Battlegroups and the EU Civilian Military Cell at [ue.eu.int](http://ue.eu.int);
- factsheet: EU Military Operations in Bosnia and Herzegovina (Operation EUFOR-ALTHEA) at [ue.eu.int](http://ue.eu.int);
- factsheet: The European Defence Agency at [ue.eu.int](http://ue.eu.int);
- background on Berlin+ arrangements at [ue.eu.int](http://ue.eu.int);
- background on NATO Response Force at <http://www.arrc.nato.int/brochure/nrf.htm>;
- the NATO Summit at Istanbul at [www.nato.int](http://www.nato.int);
- the NATO Summit at Prague at [www.nato.int](http://www.nato.int);
- NATO ministerial communiqués at [www.nato.int/docu/comm.htm](http://www.nato.int/docu/comm.htm);
- NATO reference publications at [www.nato.int](http://www.nato.int);
- Bradford Evaluation Report 2004 at [www.dfid.gov.uk](http://www.dfid.gov.uk);

- Government Response to the Bradford Evaluation Report 2004 at <http://www.dfid.gov.uk/aboutdfid/performance/files/ev647ukgovt.pdf>;
- Africa Conflict Prevention Pools Brochure at <http://www.dfid.gov.uk/pubs/files/acppinfodoc.pdf>;
- NAO Report “Joint Targets” to be published;
- The Content of Codes of Conduct Relevant to the BTWC, The Promulgation and Adoption of Codes of Conduct, Report of Seminars Organised by the FCO, UK Examples of Codes of Conduct and Associated Activities Related to Government Science at [www.opbw.org](http://www.opbw.org);
- NPT/CONF.2005/WP.1. Verification of nuclear disarmament: final report on studies into the verification of nuclear warheads and their components: Working paper submitted by the United Kingdom of Great Britain and Northern Ireland at [www.un.org](http://www.un.org);
- Second Annual Report of ‘The G8 Global Partnership: Progress during 2004 on the UK’s programmes to address nuclear, chemical and biological legacies in the Former Soviet Union’. *Published jointly by DTII MoD/ FCO.* Soft copy can be accessed at <http://www.dti.gov.uk/energy/nuclear/fsu/index.shtml>.



## ESSAY – Defence Relations in Sub-Saharan Africa

Defence makes a significant contribution to the Government's conflict prevention aims in sub-Saharan Africa through the Africa Conflict Prevention Pool (ACPP), which is jointly run with the Department for International Development and the Foreign and Commonwealth Office. The ACPP has an annual budget of £60M, almost half of which is spent on building African capacity for planning and executing peace support operations.

This high profile and important work is carried out through the network of Defence Attachés and UK military training teams permanently deployed in Africa, supplemented by further training teams deployed in the region for short periods and some UK-based training. In particular in Sierra Leone in West Africa the UK-led International Military Advisory and Training Team remains committed to building democratically accountable Armed Forces, with 95 Service personnel currently deployed at a cost of approximately £15M a year. This engagement will gradually decrease over the next five years as the competence of the Sierra Leone Armed Forces increases. In the last two years a number of key infrastructure projects have also helped establish a number of regional training centres such as the Kofi Annan International Peacekeeping Training Centre in Ghana and most recently the International Mine Action Training Centre in Kenya. This was opened by the Minister of State for the Armed Forces, Mr Ingram, on 17th February 2005, and builds on previous mine clearance training to Kenya provided by the British Peace Support Team (East Africa). In addition to these training and advisory efforts, a small number of British military officers also serve or have served in recent years in influential staff positions in UN peacekeeping operations in the Democratic Republic of Congo, Ethiopia, Liberia, Sierra Leone and Sudan.

The sum of all these efforts is a significant contribution to the international community's support to local efforts to resolve African conflicts, and to assist the African Union's plans to develop an African Peace and Security Architecture, including the establishment of the African Stand-by Force. In taking forward a broad agenda, UK Defence personnel, military and civilian, regularly participate in meetings with the African Union and African regional organisations. The long-term goal is that Africans should manage and prevent conflict on their continent themselves. This will need continuing external support, including technical support, advice, mentoring and sharing of expertise, for some time. The G8 in particular are addressing these issues and have coordinated their efforts to support this process in a series of Summit meetings (Kananaskis 2002, Evian 2003, Sea Island 2004). The Prime Minister has made Africa a focus during the UK G8 and EU Presidencies in 2005. The international and independent Commission for Africa that he set up in 2004 issued its final report as a contribution to the negotiations preceding the G8 Summit in Gleneagles in July 2005. The MoD was actively engaged in these negotiations and hosted a number of G8 working level meetings.

## WIDER GOVERNMENT

### Objective: Reach out into the wider community

#### Performance Measures and Assessment

##### Young People – Skills and Expectations:

- **Defence Adult Basic Skills Implementation Group established;**
- **Continued support to Outreach programme and Skillforce;**
- **Continued support to Cadet Forces. Over 10,000 Cadets earned BTEC in Public Service vocational qualification during year.**

##### Health – Improving Clinical Support:

- **New guidance published to improve working relationship with Department of Health and National Health Service;**
- **Defence Health Concordat extended to devolved Administrations.**

##### Veterans – Support for Ex-Service Personnel:

- **224 resettlement courses in 2004-05, attended by almost 2,500 Service Leavers, amounting to a total of approximately 25,000 training days;**
- **Early Service Leavers Policy established to ensure structured help in resettling into civilian life for Service personnel leaving with less than 5 years service;**
- **Major commemorative events and programmes linked to the sixtieth anniversary of the end of the Second World War took place in 2004-05;**
- **Continuing programmes to support homeless veterans and veterans in prison, and publication of initial results of research into extent, distribution and causes of ex-Service homelessness;**
- **Faster processing of claims for war pensions and by war widows;**
- **Continuing programme of research into specialist veterans health issues;**
- **Main Depleted Uranium screening programme for veterans of the 1990-1991 Gulf Conflict and Balkans operations launched in September 2004.**





## DEFENCE IN THE WIDER COMMUNITY

**80.** Although the primary role of the Services and the Ministry of Defence is to defend the UK and its interests, Defence makes a significant contribution to the wider UK community, directly and indirectly. We provide employment, directly or indirectly to over 500,000 people in the Armed Forces, as Defence Civilians and in the Defence Industry. Defence contracts worth over £14Bn were awarded last year. In 2004-05 we recruited and trained about 17,500 new Service personnel and returned 23,000 to the civilian economy with a wide range of acquired skills and qualifications (see the Essay on *Defence Training and the wider economy* on page 81), and recruited some 7,100 civilians. Some 230,000 people have a Reserve liability, including over 42,000 volunteer Reserves. Over 239,000 veterans and their dependants receive war pensions amounting to some £1.1Bn every year. We support over 130,000 cadets. The MoD owns or has access to land across the country from the Outer Hebrides to the centre of London, covering an overall area about the size of Cornwall. Military ties and traditions are an important strand in the identity of many local communities.

**81.** In addition to our obligations as an employer and landowner, and the specialist military capabilities routinely provided by the Services to Home Departments, such as search and rescue for the Department for Transport, fisheries protection for the Department for Environment, Food and Rural Affairs, and explosive ordnance disposal for the Home Office (see paragraphs 23-28), Defence also makes a major contribution to the Government's wider domestic agenda. This includes work on conservation and sustainable development (see paragraph 165 and the Essay on *Sustainable Development in Defence* on pages 76-77). A wide range of other initiatives with other Departments and the wider community to take forward the Government's diversity and social responsibility objectives to raise the expectations and achievements of young people, improve clinical support to the Armed Forces and the public, and support and recognise the contribution of Service veterans are reported on below. In recognition of this wider role, key elements of this work were contained in the Public Partnership Agreement between the MoD and the Centre of Government, which can be found at [www.mod.uk](http://www.mod.uk).

## YOUNG PEOPLE: BUILDING SKILLS AND RAISING EXPECTATIONS

### Improving Skills

**82.** We established a Defence Adult Basic Skills Implementation Group, working with the Department for Education and Science (DfES), the Cabinet Office, and the Basic Skills Agency, to coordinate

the development across Defence of basic literacy and numeracy to national Level 2 of all those new entrants who join with these skills below that level. We are also working in conjunction with ICT Fundamental Skills to improve Information and Communications Technology (ICT) skills and give all newly recruited personnel the opportunity to achieve Key Skill Level 1 in the use of ICT. Work also went forward to ensure that the training provided in Defence Training Establishments is accredited where appropriate and to maximise the opportunity for take-up of accredited qualifications.

### Social Inclusion and Personal Development

**83.** Defence activities contribute to the goals of the Government's overall youth strategy. Youth Policy strategies have been published by all three Services. We are working increasingly closely with the Home Office and DfES and have very close links with the Youth Justice Board and the Princes Trust, especially with regard to Early Intervention Programmes aimed at reducing social exclusion, juvenile crime, and socially unacceptable behaviour in young people. Practical contributions in this area included the Outreach programme in London colleges and Skillforce, an agency active in over 120 schools, which transitioned from Departmental ownership during the year. At the policy level we provided input to the Russell Commission, Working with Young People Core Skills Council, The Volunteering Bill working group, and the Government Youth Forum.

### Cadet Forces

**84.** The Cadet Forces remained the largest Defence contribution to promoting the skills and development of young people. These are adventure based youth organisations, who undertake youth activities with a military theme. The MoD's interest and involvement in Cadets and other youth activities is motivated by a desire to foster amongst young people the values and ethos which form an inherent part of the Service culture. The Services have a unique and extremely important role to play in young people's development, not only because of the values, comradeship and traditions they instil, but because of the unique experiences they offer to young people in a safe and controlled way. This is done as part of the Service philosophy of serving society, not for any direct benefit.

**85.** There are four Cadet Forces. Three – the Sea Cadet Corps, the Army Cadet Force and the Air Cadet Organisation – are linked with their parent Service. The fourth, the Combined Cadet Force, is a partnership between the MoD and schools and colleges hosting a Combined Cadet Force unit. There are in total over 130,000 cadets and 20,000 adult volunteers. Their activities are aimed at encouraging the personal development of those

who take part. Results show we are achieving this goal. Over 10,000 cadets participated in a vocational training programme, earning a BTEC in Public Service delivered through the Cadet Vocational Qualifications Office in partnership with the Learning and Skills Council. During the year this scheme was expanded to offer Vocational Qualifications to Adult Volunteers.



An inspection of Sea Cadet Corps in Newcastle

### London 2012 Olympic Games

86. Defence personnel and facilities supported the Department for Culture, Media and Sport in preparation for the International Olympic Committee visit to London in February 2005 to assess the quality of the UK bid to host the 2012 Olympic Games. Defence facilities at Woolwich will be available to support the Games.

### HEALTH: IMPROVING CLINICAL SUPPORT

87. The MoD continued to work with the Department of Health (DH) to improve clinical support to both the Armed Forces and the public. During the year the DH published new guidance developed with Defence assistance on the relationship between the DH, National Health Service (NHS) and the Armed Forces. This guidance will improve the working relationship across the board, enhancing the provision of NHS care to Service personnel and the development of procedures to be adopted to minimise disruption to the NHS in the event of large scale military deployments. Good progress was made towards agreements with NHS Trusts hosting Defence Hospital Units that will enhance the contribution those unit make to their host Trusts. Work has been taken forward on implementation of the Defence Action Plan in line with the November 2004 DH White Paper. Development continued of the Defence Medical Information Capability Programme coherent with the NHS's National Programme for IT.

88. The Concordat between the MoD and DH was extended to the Devolved Administrations. This formally recognises the importance the MoD attaches to working with Health Departments and the NHS in

all parts of the UK. An action plan to manage the delivery of benefits was also agreed.

### VETERANS: SUPPORT FOR EX-SERVICE PERSONNEL

#### Strategy for Veterans

89. The Minister for Veterans is responsible for the Strategy for Veterans and ensuring that veterans' issues are properly understood, appropriately prioritised and effectively addressed. The Strategy works across Government and with the ex-Service charitable sector, and three groups exist to assist the Minister to deliver his responsibilities: the Veterans Task Force, the Veterans Forum, and the Veterans Plenary. This underlines the MoD's essential partnership with the voluntary sector and with other parts of Government on veterans-related matters. The Strategy was reissued in April 2004. It comprises three key elements: improvements in the transition from Service to civilian life, enhancement of the recognition and status of veterans in society, and provision of support to veterans who need it. Significant progress was made in all three areas of work.

#### Transition from Service to civilian life

90. Everyone leaving the Services now receives structured help in resettling into civilian life. An essential element of resettlement is access to training to address skill shortages and improve employment opportunities. Service Leavers undertake training both internally, through facilities provided under the Career Transition Partnership (CTP), and externally through commercial providers. The range of resettlement training undertaken includes IT, managerial, engineering, security and driving courses, the lengths of which typically vary from one to five weeks. During 2004-05, over 224 courses were run by the CTP, attended by almost 2,500 Service Leavers, amounting to a total of approximately 25,000 man-training days. Exact figures are not available for external training, but we estimate that external training amounts to almost 80% of all training which Service Leavers undertake. The Early Service Leavers Policy was introduced in April 2004 to ensure that young Servicemen and women who leave the Services with less than 5 years' service receive a briefing and interview to signpost them to civilian services with the result that everyone leaving the Services now receives structured help in resettling into civilian life. Work also continued on a Mentoring Study to examine ways of giving focused mentoring support post-discharge to the most vulnerable Service leavers. The study is expected to report in part by the end of 2005.

#### Enhancement of the recognition and status of veterans in society

91. The Veterans Challenge Fund was launched

in July 2003 and will provide up to £2M, to be spent by 2006 on an opportunity basis, in support of veterans-related projects. 30 bids for funding were approved in 2004-05. The Challenge Fund continued to receive further bids for start-up funding for such projects.



Old comrades meet

92. Major effort was devoted during the year to the sixtieth anniversaries in 2004 and 2005 of events leading to the end of the Second World War. These are described in more detail in the essay “The 60<sup>th</sup> anniversaries of the end of the Second World War” on pages 49-50.

#### Provision of support to veterans who need it

93. The MoD continued to work with the Office of the Deputy Prime Minister, other Government Departments, ex-Service and other organisations to ensure that support is provided to those veterans who need it. The Minister for Veterans gave evidence in December 2004 to a Commons Select Committee Inquiry on Homelessness on the steps being taken to prevent and tackle ex-Service homelessness, including initial research design to inform future policies. A range of practical initiatives were also taken forward in 2004-05. These included work with the Ex-Service Action Group on Homelessness to develop projects in London, progress on ‘Galleries 2’ to provide move-on housing and support in Aldershot to Service leavers at risk of homelessness, and the formal presentation of plans for the roll-out of ‘Project Compass’ as a nation-wide project to provide focused help to homeless veterans to return to employment and social engagement. In addition the Single Persons Accommodation Centre for Ex-Services, which operates from Catterick, recently set up a satellite office within the Military Corrective Training Centre in Colchester where personnel leaving the Service for disciplinary reasons are given housing advice and referrals are made for those in need. The MoD is also leading a cooperative project with Home Office expert advice to provide prison in-

reach to veterans who are serving prison sentences to assist their rehabilitation and prevent re-offending.

94. The Veterans Agency provides financial compensation for death and disablement arising out of service in the Armed Forces via the War Pensions Scheme and, since April 2005, the Armed Forces Compensation Scheme. Direct welfare support is also provided to war pensioners and war widows by the War Pensioners Welfare Service, operating from locations across the UK and the Irish Republic. The Agency operates a free Veterans Helpline, providing advice and information on all issues affecting veterans, and a website which provides both useful information and links to other organisations which support veterans. £1,110M was paid on war pensions during 2004-05. Average clearance times for war pensions claims reduced by 6.6% and for war widows claims by 12% during the year.

#### Veterans Health Issues

95. The MoD has a continuing duty of care to Service Personnel who suffer ill health where that has been caused by their military service. We continued to support a wide range of programmes into specialist Veterans Health issues, and where appropriate to provide medical assessments through the Medical Assessment Programme, based at St Thomas’ Hospital in London. During 2004-05, the programme saw 4 former Porton Down Volunteers, 34 veterans of the 1990-1991 Gulf Conflict, and 11 veterans of Operations in Iraq since 2003 (Op TELIC).

96. The MoD has continued to take forward work into the ill health reported by some veterans of the 1990-91 Gulf Conflict. We are committed to openness in this issue. Two important papers were published during the year: *The 1990/1991 Gulf Conflict: Health and Personnel Related Lessons Identified* in November 2004, and *Review of Modelling of the Demolitions at Khamisiyah in March 1991 and Implications for UK Personnel* in January 2005. Further results of the independent research programme sponsored by the MoD have also been published. In August 2004, a paper in *Anthropology & Medicine* reported the early findings of an anthropological study of the social construction of “Gulf War Syndrome”. In November 2004, a paper reporting the results of clinical investigations of neuromuscular symptoms in Gulf veterans was published in *Neurology*. Regular publication of mortality data continues to show that Gulf veterans do not suffer any excess mortality compared with a group of similar Service personnel that did not deploy.

97. The programme of research into the physical and psychological health of those involved in Op TELIC since 2003 is underway. Researchers from Kings Centre for Military Health Research have

issued questionnaires to 7,700 personnel who served in the first (warfighting) phase of Op TELIC and to 10,000 serving personnel who did not take part in that phase. Parallel work is being carried out by the Medical Research Council Institute of Environment and Health at Leicester University to compile a database from operational records and other sources of exposures that occurred during Op TELIC. We will also be monitoring the mortality of veterans of the Iraq 2003 conflict compared with a control group and will be publishing figures in due course.

**98.** The main stage of the retrospective Depleted Uranium (DU) screening programme for veterans of the 1990-91 Gulf Conflict and Balkans operations, developed by the independent Depleted Uranium Oversight Board (DUOB), was launched in September 2004. As of July 2005 applications from 339 volunteers had been received. The results will be published on the DUOB website later in the year. The MoD's voluntary biological monitoring programme for DU has continued with over 350 samples now analysed. All except for a few personnel with DU shrapnel wounds have tested negative for DU. The Institute of Occupational Medicine in Edinburgh is carrying out a study to establish normal values in a military population who did not deploy on Op TELIC in order to provide a baseline for comparison, and to provide further reassurance a sub-study of the Kings Centre for Military Health Research's Op TELIC work will examine potential DU exposures across the Op TELIC battlefield. As part of this study urine samples are being collected from a representative range of personnel to be tested for uranium at the Harwell Scientific Laboratory.

**99.** The MoD funded independent epidemiological study continued into cancer incidence and mortality among former Service volunteers who took part in trials at Porton Down. Its findings will be published. We will also publish a comprehensive historical survey of the Service Volunteer Programme. In November 2004 a verdict of unlawful killing was returned at the second inquest into the death of a volunteer taking part in a trial in 1953. The MoD has formally apologised to the volunteer's family and is currently engaged in talks with regard to an appropriate compensation settlement. MoD has successfully applied to the Administrative Court for permission to proceed with a Judicial Review of the verdict as it relates to other issues.

**100.** Formal and well-documented procedures were in place to ensure the health and safety of those participating in the UK Atmospheric Nuclear Weapons Tests and Experimental Programmes from 1952 to 1967. Three studies into cancer incidence and mortality amongst nuclear test veterans have been conducted by the independent National Radiological Protection Board. The latest report, published in 2003, concluded that overall levels of mortality

and cancer incidence in the nuclear weapons test participants have continued to be similar to those in a matched control group, and for overall mortality to be lower than expected from national rates. At the end of 2004, MoD received a Letter of Claim from some 800 veterans of the UK Atmospheric Nuclear Testing Programme seeking compensation from the Government. We are reviewing archives for material relevant to the claim.

### FURTHER SOURCES OF INFORMATION

**101.** Additional information on Wider Government is available from the following sources:

- quarterly PSA reports to HM Treasury at [www.mod.uk](http://www.mod.uk);
- Armed Forces Youth Policy *Armed Forces Overarching Personnel Strategy* at [www.mod.uk](http://www.mod.uk);
- *Defence Health Programme 2003-2007 Part One* at [www.mod.uk](http://www.mod.uk);
- *Department of Health – Ministry of Defence Concordat Delivering our Armed Forces' Health Care Needs* at [www.mod.uk](http://www.mod.uk);
- Veterans Agency Annual Report and Accounts 2004-05 to be published at [www.veteransagency.mod.uk](http://www.veteransagency.mod.uk);
- Veterans Agency Annual Report and Accounts 2003-2004 report at [www.veteransagency.mod.uk](http://www.veteransagency.mod.uk);
- Commemorative Booklets at [www.veteransagency.mod.uk](http://www.veteransagency.mod.uk);
- Homelessness research *Improving the Delivery of Cross Departmental Support and Services for Veterans* at [www.mod.uk](http://www.mod.uk);
- *The 1990/1991 Gulf Conflict: Health and Personnel Related Lessons Identified* at [www.mod.uk](http://www.mod.uk);
- *Review of Modelling of the Demolitions at Khamisiyah in March 1991 and Implications for UK Personnel* at [www.mod.uk](http://www.mod.uk);
- UK Gulf Veterans Mortality Data at [www.dasa.mod.uk](http://www.dasa.mod.uk);
- *The construction of Gulf War Syndrome narratives*. Kilshaw, S. *Anthropology and Medicine*, Vol. 11, No. 2, August 2004;
- *Evaluation of Neuromuscular Symptoms in UK Gulf War Veterans*. Rose et al. *Neurology*, Vol. 63, No. 9, 9 November 2004;
- Depleted Uranium Oversight Board at [www.duob.org.uk](http://www.duob.org.uk);
- National Radiological Protection Board at [www.nrpb.org](http://www.nrpb.org).

## ESSAY – The sixtieth anniversaries of the end of the Second World War

A key element of the Strategy for Veterans is the enhancement of the recognition and status of veterans in society. Major commemorative events linked to the sixtieth anniversaries of the end of the Second World War took place in 2004 and 2005.

The Ministry of Defence arranged the national Commemoration to mark the 60<sup>th</sup> Anniversary of the end of World War II (WWII) on 10 July 2005 in London. These events were attended by The Queen and members of the Royal Family, the Prime Minister and senior parliamentarians together with over 12,000 invited veterans and their carers. Similar events were also held in Cardiff, Edinburgh and at the National Memorial Arboretum in Staffordshire. Thousands of members of the public, many of whom were WWII veterans, attended the commemorative events over the weekend. The events were broadcast on national television by the BBC.

The first Veterans Awareness Week (VAW), which was funded by the MoD's Veterans Policy Unit and implemented by the MoD World War II Team, took place from 4 – 10 July and culminated in the WWII Commemoration. Major VAW events took place in St James's Park in London where the WWII Team had arranged a WWII Living Museum, a Veterans Centre, an exhibition of WWII military vehicles and the projection of wartime images on the façade of Buckingham Palace. There was also an exhibition of WWII art at the Banqueting House in Whitehall.

Over five hundred VAW and WWII events took place around the United Kingdom following a very effective publicity campaign by the MoD, the Veterans Agency and major ex-Service veterans' charities including the Royal British Legion and the Confederation of British Service and Ex-Service Organisations. These events were strongly supported by the Big Lottery Fund and the BBC's People's War, which has developed a major archive of original recordings of WWII veterans' experiences. Although not solely a WWII event, as a result of the very high public profile and similar timing of Commemorations, in many cases VAW events took on a WWII theme. In future years VAW will be aimed at all generations of veterans.

The Big Lottery Fund's 'Veterans Reunited' programme came into full operation in 2004 and provided funds to help all generations of UK residents participate in the Second World War commemorations. It was made up of three parts:

- the £17M 'Heroes Return' scheme which supported veterans wanting to travel to the overseas areas where they saw active service. As at mid June the scheme had awarded over £12M enabling about 31,150 veterans, spouses, carers and widows to return to the places where they saw service.
- the £12.3M 'Home Front Recall' scheme supported activities connected with those people who helped the war effort in Britain by working on farms, in factories, hospitals and mines as well as in the emergency services and the military.



One million poppies dropped on The Mall

- the £10M 'Their Past, Your Future' scheme helped young people in particular to learn from the contribution and experiences of veterans. The scheme has helped to combine education and commemoration in a way which serves veterans, children and local communities across the country. Nine Touring Exhibitions travelled to approximately 70 venues in 12 months, covering every single region and country within the UK. The travelling exhibition explored how the War changed the people and the landscape of the UK forever. At the core of the exhibition were personal stories that looked at how people kept their families safe, how wartime experiences changed people's lives and how people remember those they lost. Trips involving veterans and school children were also completed under the programme including visits to France (Normandy), Italy (Monte Cassino), Poland (Warsaw and Auschwitz), Germany (Berlin), Russia (Murmansk and Moscow), Singapore, New Zealand, Canada, USA, Thailand and Japan. The trips within the UK included Portsmouth and HMS Belfast (D-Day events). As at mid-June 2005 a total of 290 young people had taken part in commemorative visits. The key partner organisations in this scheme were: MoD, Imperial War Museum, Big Lottery Fund, Department for Education and Science Department for Culture Media and Sport.

The MoD has also produced a series of 19 commemorative booklets marking significant events of WWII.

HM Armed Forces Veteran lapel badge has also proved extremely popular among the veterans' community. Over 70,000 badges had been issued at the mid year point and there are plans to issue it to more veterans as resources allow. From February 2005, the badge was also available to the war widows or widowers of veterans who would otherwise have been eligible for the badge and to new Service leavers.