MINISTRY OF DEFENCE

The Strategy for Defence

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Defence is at a turning point. We are at a crucial stage in our intervention in Afghanistan, and must succeed in other operations. The 2010 Strategic Defence and Security Review has given us a new vision for our armed forces in 2020. Lord Levene's report on Defence Reform is reshaping the way we run our business. We are more realistic about what we can afford. The Strategy for Defence sets out how this vision can be achieved.

This is a period of Transformation – Defence in a decade's time will look very different from today. We will have achieved modern, capable forces – Future Force 2020 – supporting our adaptable strategic posture. We will have forged an organisation that has weeded out indecision, red-tape and waste. We will have balanced the books and created a sustainable legacy of affordability for those who lead and manage Defence after us.

None of this will be easy; some of it will be extremely difficult. We know that we are asking a lot of our people and, in return, we pledge ourselves to doing things differently. We will tell it like it is, face up to tough decisions and fight our people's - and their families' - corner. And it will be our people who, above all, will judge whether we have delivered the Strategy for Defence, and made Defence Transformation a reality.

The Strategic Defence and Security Review (SDSR) gave the Government the opportunity to address the balance between our levels of national policy ambition, available resources and real world commitments. It is centred on the National Security Strategy (NSS), which sets out the principal risks to our security and the National Security Tasks we need to fulfil to meet them both at home and overseas. SDSR in turn concluded that we should assume an adaptable strategic posture, which for Defence means that we will remain ready to use armed force where necessary to protect our national interests, but we will be more selective in its use and focus our armed forces more on tackling risks before they escalate, and on exerting UK influence, as part of a better coordinated overall national security response. We will maintain our ability to act alone where we cannot expect others to help, but we will also work more with our allies and partners to share the burden of securing international stability and ensure that collective resources can go further. We will invest in programmes that provide flexibility and advanced capabilities, and reduce legacy capabilities less suited to the future operational context. We must have uppermost in our minds that the core business of our armed forces is to fight and to win across the spectrum of operations. It is this capability that defines Defence's unique contribution to the nation and underpins our ability to influence.

The adaptable posture requires Defence to undertake the following **Military Tasks** (MTs):

- **MT 1: Providing strategic intelligence.**
- **MT 2: Providing nuclear deterrence.**
- **MT 3: Defending the United Kingdom and its Overseas Territories.**
- **MT 4: Supporting the civil emergency organisations in times of crisis.**
- **MT 5: Providing a Defence contribution to UK influence.**
- **MT 6: Defending our interests by projecting power strategically and through expeditionary operations.**
- **MT 7: Providing security for stabilisation.**

The MTs are in a sequence that describes how Defence contributes to the NSS, and do not prescribe specific responses to a given set of circumstances; they assume the need to build and maintain alliances and partnerships, principally through NATO.

SDSR determined the affordable force structure that met the requirements of the adaptable posture – we call this Future Force 2020 (FF20). To achieve FF20, the Treasury has agreed that the MOD can plan on the defence equipment and equipment support budget increasing by 1% a year in real terms between 2015/16 and 2020/21; the MOD's non-equipment spending will be subject to decisions in future Spending Reviews. We must continue to plan prudently for the future, and leave our successors a legacy of affordability so that Defence is never again in the precarious financial position that SDSR and recent Planning Rounds have had to address.

At the same time, the Defence Reform Unit's Review of how we are structured and managed proposes a new Departmental structure that is simpler and more cost-effective, with clear alignment of responsibility, authority and accountability, and a mechanism for achieving a more sustainable long-term financial position. Taken together with SDSR implementation and the search for further efficiencies, it sparks a

period of Defence Transformation which is the biggest enterprise of its kind in Defence for three decades and which can help us break the cycle of unfulfilled expectations and half-implemented change. Successful Transformation is therefore the highest priority after current operations.

Against this backdrop, the Strategy for Defence directs the following **seven priorities** for the Department:

- **1 - To succeed in Afghanistan** – the main effort for the MOD. Our armed forces are working to deliver HMG's 'Enduring Aim' and to set the conditions for a political settlement that will underpin sustainable and irreversible security so that the terrorist threat to UK national security from Afghanistan no longer requires the deployment of UK combat forces. UK armed forces and MOD civilians are engaged in counter-insurgency and Counter-Terrorism (CT) operations, and in institutional training and capacity building of the Afghan National Security Forces (ANSF) in support of three 'minimum objectives' for 2015 which will improve our chances of securing the Enduring Aim:
  - Significant progress towards a sustainable political settlement.
  - A viable Afghan state stabilised sufficiently to challenge international terrorism and extremism within its borders.

- ANSF sufficiently capable to manage any residual insurgency.

- By 2015, the UK will have reduced force levels significantly and our forces will no longer be in a combat role as we move to a long-term defence relationship focused on institutional training, capacity-building and CT activity.

- **2 - To continue to fulfil our standing commitments,** including strategic intelligence, the strategic nuclear deterrent, defence against direct threats to the UK and its Overseas Territories (including Chemical, Biological, Radiological and Nuclear (CBRN)), CT and Military Aid to the Civil Authorities. Carrying out these roles is essential to our security and supports key British interests around the world. Specifically, we will prioritise the following:

  - Strategic intelligence.

  - Sustainment and assurance of Continuous At-Sea Deterrence.

  - Explosive Ordnance Disposal.

  - Support to UK CT operations (including CBRN).

  - Protecting UK territorial integrity (including reducing the threat of an attack by another state or proxy using CBRN weapons).

  - Maintenance of our commitment to the Falkland Islands, protection of the other Permanent Joint Operating Bases and defence of other Overseas Territories as appropriate.

  - Establishment of the Defence Cyber Operations Group.

  - Our contribution to the development of a National Space Security Policy.

  - Near-term, Defence's contribution to the security aspects of the London 2012 Olympics.

- **3 - To succeed in other operations** we are required to undertake by providing a Defence contribution to UK influence, by defending our interests by projecting power strategically and through expeditionary operations, and by providing security for stabilisation and by building capacity overseas to meet the threat from terrorism upstream. This will mean:

  - Supporting the NATO-led enforcement of United Nations Security Council Resolutions on Libya.

  - Responding to external threats and natural disasters, including terrorism, in a manner consistent with HMG's CT strategy (CONTEST), and assisting with the building of resilience in the UK.

- Promoting regional stability and reducing the risk of conflict and terrorism by providing upstream support to conflict prevention, containment and deterrence and stabilisation activities.

- Making a Defence contribution to UK influence by directing non-committed capacity overseas in priority countries for Defence engagement, security sector reform and capability building activities.

- Strengthening our key Defence partnerships by building constructive bilateral relationships, in particular reinforcing our relationship with the US and intensifying that with France.

- Strengthening multinational relationships, in particular NATO, ensuring that it is able to deliver a robust and credible response to existing and new security challenges; and that we can meet our obligations to our NATO Allies.

- **4 - To promote defence exports** consistent with export control criteria, as part of a defence diplomacy programme

to strengthen British influence and help support British industry and jobs. We will:

- Reinvigorate our relationships with international partners.
- While recognising sovereignty and security of supply issues, enhance the 'exportability' of our equipment from the concept stage for new equipment projects.

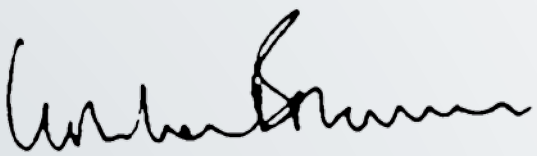
- **5 - To implement the SDSR** by restructuring our armed forces and their capabilities; rebuilding the Armed Forces Covenant; and developing a New Employment Model.
- **6 - To implement the Defence Reform Unit's Review,** which will identify ways of creating a simpler and more effective organisation and determine how the MOD can deliver significant reductions in running costs.
- **7 - To deliver Defence in the most effective, efficient and sustainable way** by meeting benchmarking, efficiency and Government sustainable development targets, building on the Defence Reform Unit's Review.

Against the backdrop of these seven priorities, and in the period to 2020, **we will**:

- Retain and develop high quality and highly motivated people, while facing up to difficult choices in reducing both military and civilian personnel.
- Invest in our reserve forces over the next 10 years to enhance their capability and increase their trained strength.
- Build progressively on the residual contingency held in the force structure (what we are calling the Transitional Intervention Capability) to regenerate our ability to meet the demands of emerging crises while delivering the capability required for current operations and the inescapable elements of our standing commitments.
- Take tough, timely decisions in the Defence interest, particularly those necessary to ensure financial control and an affordable Defence programme, so that we can plan for the future on a stable footing.
- Where it is cost-effective to do so, disinvest in all capabilities and materiel holdings that do not contribute to: current operations; the non-discretionary elements of our standing commitments; the generation of contingent intervention capability; and, in the longer-term, the regeneration of capability to achieve FF20.

- In taking forward each of the Strategy for Defence priorities, we have a duty of care to minimise risks to the lives of our armed forces personnel, and if they are wounded to ensure the provision of high quality healthcare, wherever they are serving, even while on patrol or in contact. Investment decisions that impact on capability provision for current and future operations must minimise the risk of our not being able to deploy a force that is adequately trained, equipped and sustained. Any risk to safety and health should be As Low As Reasonably Practicable and must be tolerable. There is also a comparable duty of care towards civilian personnel deployed on operations.

In summary, the Strategy for Defence is about supporting the National Security Strategy: to use all our national capabilities to build Britain's prosperity, extend our nation's influence in the world and strengthen our national security. Everyone in Defence has a role to play, and we should all ensure that what we are doing delivers or directly supports the Strategy for Defence. The transformed Department, the future capabilities of our armed forces and the legacy of affordability depend on it.



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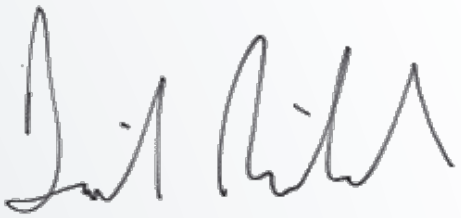

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October 2011

Detailed, classified direction on the implementation of SfD is provided separately to those responsible for delivery, including planning, programming and finance staffs, in Defence Strategic Direction 2011 and Defence Plan 2011.

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Published by the Ministry of Defence UK

Designed by DMC Secretariat Graphics
Ref - DMC 00307 11/12