Securing Britain in an Age of Uncertainty: The Strategic Defence and Security Review

HM Government

Securing Britain in an Age of Uncertainty: The Strategic Defence and Security Review

Presented to Parliament by the Prime Minister
by Command of Her Majesty
October 2010

Cm 7948

£19.75

© Crown Copyright 2010

You may re-use this information (not including logos) free of charge in any format or medium, under the terms of the Open Government Licence. To view this licence, visit http://www.nationalarchives.gov.uk/doc/open-government-licence/ or write to the Information Policy Team, The National Archives, Kew, London TW9 4DU, or e-mail: psi@nationalarchives.gsi.gov.uk.

Any enquiries regarding this publication should be sent to us at the Cabinet Office, 70 Whitehall, London SW1A 2AS.

This publication is also available on http://www.official-documents.gov.uk/

ISBN: 9780101794824

Printed in the UK for The Stationery Office Limited on behalf of the Controller of Her Majesty's Stationery Office

ID P002394077 10/10

Printed on paper containing 75% recycled fibre content minimum.

Contents

Foreword 3

Part One: National Security Tasks and Planning Guidelines 9

Part Two: Defence 15

Part Three: The Deterrent 37

Part Four: Wider Security 41

Part Five: Alliances and Partnerships 59

Part Six: Structural Reform and Implementation 65

Glossary 73

Foreword

Foreword

Our country has always had global responsibilities and global ambitions. We have a proud history of standing up for the values we believe in and we should have no less ambition for our country in the decades to come. But we need to be more thoughtful, more strategic and more coordinated in the way we advance our interests and protect our national security.

The difficult legacy we have inherited has necessitated tough decisions to get our economy back on track. Our national security depends on our economic security and vice versa. So bringing the defence budget back to balance is a vital part of how we tackle the deficit and protect this country's national security.

Nevertheless, because of the priority we are placing on our national security, defence and security budgets will contribute to deficit reduction on a lower scale than some other departments. The defence budget will rise in cash terms. It will meet the NATO 2% target throughout the next four years. We expect to continue with the fourth largest military budget in the world.

We are extraordinarily proud of everyone who works tirelessly on our behalf to keep us safe at home and to protect our interests overseas – our Armed Forces, police, intelligence officers, diplomats and many others. As a nation we owe them an immense debt of gratitude. They are a fundamental part of our sense of national identity. And it is vital for the security of future generations that these capabilities are retained. But to retain their effectiveness, they must adapt to face the realities and uncertainties of the 21st Century.

We remain fully committed to succeeding in the difficult mission in Afghanistan, and there will as now be extra resources to meet the full costs of that campaign. We face a severe terrorist threat that has origins at home and overseas. Crucially, as the National Security Strategy sets out, we face an ever more diverse range of security risks.

We must find more effective ways to tackle risks to our national security – taking an integrated approach, both across government and internationally, to identify risks early and treat the causes, rather than having to deal with the consequences. That is why we have established a National Security Council to draw this entire effort together. It is why, given the direct linkages between instability and conflict, our Department for International Development will double its investment in tackling and preventing conflict around the globe, consistent with the international rules for Official Development Assistance. Our approach recognises that when we fail to prevent conflict and are obliged to intervene militarily, it costs far more. And that is why we will expand our ability to deploy military and civilian experts together to support stabilisation efforts and build capacity in other states, as a long-term investment in a more stable world.

We will continue to give the highest priority to tackling the terrorist threat, protecting our operational capabilities, and reforming how we tackle radicalisation, while also reviewing all our counter-terrorism powers to ensure we retain only those that are necessary to protect the public, thereby safeguarding British civil liberties. We will act resolutely against both the threat from Al Qaeda and its affiliates and followers, and against the threat from residual terrorism linked to Northern Ireland.

At home, we must become more resilient both to external threats and to natural disasters, like major flooding and pandemics. We will establish a transformative national programme to protect ourselves in cyber space. Over the last decade the threat to national security and prosperity from cyber attacks has increased exponentially. Over the decades ahead this trend is likely to continue to increase in scale and sophistication, with enormous implications for the nature of modern conflict. We need to be prepared as a country to meet this growing challenge, building on the advanced capabilities we already have.

We have also re-assessed and reformed our approach in a wide range of other areas crucial to UK national security – including civil emergencies, energy security, organised crime, counter proliferation and border security. We will maintain robust intelligence capabilities to contribute across the spectrum of national security activity.

And we will reconfigure our Armed Forces to make them better able to meet the threats of the future.

Our Armed Forces – admired across the world – have been overstretched, deployed too often without appropriate planning, with the wrong equipment, in the wrong numbers and without a clear strategy. In the past, unfunded spending pledges created a fundamental mismatch between aspiration and resources. And there was a failure to face up to the new security realities of the post Cold War world. The Royal Navy was locked into a cycle of ever smaller numbers of ever more expensive ships. We have an Army with scores of tanks in Germany but forced to face the deadly threat of improvised explosive devices in Iraq and Afghanistan in Land Rovers designed for Northern Ireland. And the Royal Air Force has been hampered in its efforts to support our forces overseas because of an ageing and unreliable strategic airlift fleet. This is the result of the failure to take the bold decisions needed to adjust our defence plans to face the realities of our ever-changing world.

This Review has started the process of bringing programmes and resources back into balance, making our Armed Forces among the most versatile in the world.

In terms of the Army, in this age of uncertainty our ground forces will continue to have a vital operational role. That is why we are determined to retain a significant, well-equipped Army. We will continue to be one of very few countries able to deploy a self-sustaining, properly equipped brigade-sized force anywhere around the world and sustain it indefinitely. As the Army is withdrawn from Germany, we will reduce its heavy armour and artillery, although we will retain the ability to regenerate those capabilities if need be. The introduction of new armoured vehicles, enhanced communications equipment and new strategic lift aircraft, will make the Army more mobile and more flexible. It will be better adapted to face current and future threats, with the type of equipment it needs to prevail in today's conflicts.

Battlefield helicopters will be vital for the range of missions set out in the National Security Strategy. We will buy 12 additional heavy lift Chinook helicopters. We will extend the life of the Puma helicopter to ensure that sufficient helicopters are available for our forces in Afghanistan. The Merlin force will be upgraded to enhance its ability to support amphibious operations. Taken together with the continued introduction of the Wildcat helicopters for reconnaissance and command and control purposes, this programme will deliver a properly scaled and balanced helicopter force to support our troops into the future.

Members of the Territorial Army and the other Reserve Forces have performed outstandingly well in Afghanistan, yet again demonstrating their great value. We need to make sure that they are organised to deal with the threats of today, recognising that they were originally geared for a Cold War role. We will want to look carefully at the ways in which some other countries use and structure their reserve forces, and see what lessons we might usefully apply here. So we will conduct a review of our Reserve Forces. It will examine whether they are properly structured to enable us to make the most efficient use of their skills, experience and capabilities in the modern era.

The immense contribution of our highly professional Special Forces is necessarily largely unreported. We are investing more in them to increase their effectiveness even further.

In terms of the Royal Navy, we will complete the construction of two large aircraft carriers. The Government believes it is right for the United Kingdom to retain, in the long term, the capability that only aircraft carriers can provide – the ability to deploy air power from anywhere in the world, without the need for friendly air bases on land. In the short term, there are few circumstances we can envisage where the ability to deploy airpower from the sea will be essential. That is why we have, reluctantly, taken the decision to retire the Harrier aircraft, which has served our country so well. But over the longer term, we cannot assume that bases for land-based aircraft will always be available when and where we need them. That is why we need an operational carrier. But the last Government committed to carriers that would have been unable to work properly with our closest military allies. It will take time to rectify this error, but we are determined to do so. We will fit a catapult to the operational carrier to enable it to fly a version of the Joint Strike Fighter with a longer range and able to carry more weapons. Crucially, that will allow our carrier to operate in tandem with the US and French navies, and for American and French aircraft to operate from our carrier and vice versa. And we will retain the Royal Marine brigade, and an effective amphibious capability.

We are procuring a fleet of the most capable, nuclear powered hunter-killer submarines anywhere in the world. They are able to operate in secret across the world's oceans, fire Tomahawk cruise missiles at targets on land, detect and attack other submarines and ships to keep the sea lanes open, protect the nuclear deterrent and feed strategic intelligence back to the UK and our military forces across the world. We will complete the production of the six Type 45 destroyers at £1 billion a ship, one of the most effective multi-role destroyers in the world. We will embark on a new programme of less expensive, modern frigates, more flexible and better able to take on today's naval tasks of tackling drug trafficking, piracy and counter-terrorism.

We will retain and renew our independent nuclear deterrent – the United Kingdom's ultimate insurance policy in this age of uncertainty. As a result of our value for money review, we will reduce the number of operational launch tubes on the submarines from 12 to eight, and the number of warheads from 48 to 40, in line with our commitment vigorously to pursue multilateral global disarmament. This will help reduce costs by £750 million over the period of the spending review, and by £3.2 billion over the next ten years. 'Initial Gate' – a decision to move ahead with early stages of the work involved – will be approved and the next phase of the project will start by the end of this year. 'Main Gate' – the decision to start building the submarines – is required around 2016. It is right that the United Kingdom should retain a credible, continuous and effective minimum nuclear deterrent for as long as the global security situation makes that necessary.

In terms of the Royal Air Force, by the 2020s it will be based around a fleet of two of the most capable fighter jets anywhere in the world: a modernised Typhoon fleet fully capable of air-to-air and air-to-ground missions; and the Joint Strike Fighter, the world's most advanced multi-role combat jet. The fast jet fleet will be complemented by a growing fleet of Unmanned Air Vehicles in both combat and reconnaissance roles. Our fast jets will be backed up the most modern air-to-air refuelling aircraft, extending their reach and endurance. The strategic air transport fleet will be enhanced with the

introduction of the highly capable A400M transport aircraft. Together with the existing fleet of C17 aircraft, they will allow us to fly our forces wherever they are needed in the world. Our new Rivet Joint aircraft will gather vital intelligence. In this year in which we remember the 70th Anniversary of the Battle of Britain, the RAF has a vital continuing role.

All too often, we focus on military hardware. But we know from our many visits to Afghanistan and to military units around our country, that ultimately it is our people that really make the difference. As a country, we have failed to give them the support they deserve. We are putting that right, even in the very difficult economic circumstances we face. We will renew the military covenant, that vital contract between the Armed Forces, their families, our veterans and the country they sacrifice so much to keep safe. Each and every one of us has a responsibility to do more to support the men and women of our Armed Forces. We must never send our soldiers, sailors and airmen into battle without the right equipment, the right training or the right support. That objective has been a fundamental guiding principle of this Review, and it is one to which this Government will remain absolutely committed.

David Cameron
Prime Minister

Nick Clegg
Deputy Prime Minister

Part One

National Security Tasks and Planning Guidelines

Introduction

1.1 This Strategic Defence and Security Review is long overdue. It is the first time that a UK government has taken decisions on its defence, security, intelligence, resilience, development and foreign affairs capabilities in the round. It sets out the ways and means to deliver the ends set out in the National Security Strategy. It links judgements on where to direct effort and focus the available resources, to choices on which risks and policies to prioritise. It sets a clear target for the national security capabilities the UK will need by 2020, and charts a course for getting there.

1.2 The challenge is to deliver this while heavily engaged in Afghanistan; with inherited national security budgets in overdraft; and in the midst of the biggest financial crisis in a generation. Restoring a strong economy is critical to sustaining the effectiveness of our national security institutions. It is therefore right that those institutions contribute to tackling the deficit. However, we have been clear that savings will not be made at the expense of our core security: national security budgets have been given relative protection in the Spending Review. Operations in Afghanistan will be protected and given priority. A cross-government approach has ensured intelligent pruning of older capabilities less well adapted to high priority current and future risks; and encouraged the design of more integrated, efficient and effective plans in key areas like counter-terrorism, conflict prevention and cyber security. However, the unanticipated scale of the budgetary over-extension has also made painful, short-term measures unavoidable.

1.3 We are committed to undertaking further strategic defence and security reviews every five years. One clear lesson since the last Strategic Defence Review in 1998 is the need more frequently to reassess capabilities against a changing strategic environment. We must avoid the twin mistakes of retaining too much legacy equipment for which there is no requirement, or tying ourselves into unnecessarily ambitious future capabilities. We have therefore identified the forces and capabilities we may need in 2020, but deliberately focussed in this Review on the decisions that need to be taken in the next four years, and left to 2015 those decisions which can better be taken in the light of further experience in Afghanistan and developments in the wider economic situation.

The adaptable posture

1.4 The National Security Strategy sets out two clear objectives: (i) to ensure a secure and resilient UK by protecting our people, economy, infrastructure, territory and ways of life from all major risks that can affect us directly; and (ii) to shape a stable world, by acting to reduce the likelihood of risks affecting the UK or our interests overseas, and applying our instruments of power and influence to shape the global environment and tackle potential risks at source. It also sets out in its National Security Risk Assessment a clear prioritisation of those potential threats we face.

1.5 This provided the basis for the National Security Council to take decisions about the relative importance of different national security capabilities, and choose where to focus new investment and savings. First, it decided an overall

strategic policy framework – the **adaptable posture**. The principal elements are:

i. to respond to the **highest priority risks over the next five years**, we will:

- ensure that our key **counter-terrorist** capabilities are maintained and in some areas enhanced, while still delivering efficiency gains
- develop a transformative programme for **cyber security**, which addresses threats from states, criminals and terrorists, and seizes the opportunities which cyber space provides for our future prosperity and for advancing our security interests
- focus cross-government effort on **natural hazards**, including major flooding and pandemics, and on building corporate and community resilience
- focus and integrate diplomatic, intelligence, defence and other capabilities on **preventing international military crises**, while retaining the ability to respond should they nevertheless materialise.

ii. to respond to the **low probability but very high impact risk** of a large-scale military attack by another state, we will maintain our capacity to deter, including through the nuclear deterrent and by ensuring, in partnership with allies, the ability to regenerate capabilities given sufficient strategic notice. Lower probability does not automatically mean less resource, because some capabilities are inherently more costly than others.

iii. to respond to **growing uncertainty** about longer-term risks and threats, we will pursue an over-arching approach which:

- identifies and manages risks before they materialise in the UK, with a focus on preventing conflicts and building local capacity to deal with problems
- maintains a broad spectrum of defence and other capabilities, able to deter and contain, as well as engage on the ground, developing threats
- ensures those capabilities have in-built flexibility to adjust to changing future requirements
- strengthens mutual dependence with key allies and partners who are willing and able to act, not least to make our collective resources go further and allow nations to focus on their comparative advantages
- coordinates and integrates the approach across government, achieving greater effect by combining defence, development, diplomatic, intelligence and other capabilities.

National Security Tasks and Planning Guidelines

1.6 Based on the adaptable posture, the National Security Council took a second set of decisions on a comprehensive and cross-cutting set of **eight National Security Tasks**, with more detailed **Planning Guidelines** on how they are to be achieved. These will drive detailed decisions by departments over the next five years on how to prioritise resource allocation and capability development. For example, the requirement for the military to undertake **both** stabilisation and intervention missions drives the Defence Planning Assumptions on type, scale and concurrency of operations for which to configure the Armed Forces, set out in Part Two.

1.7 The next three chapters on defence, the deterrent and wider security explain how all government departments will implement these new National Security Tasks and Planning Guidelines. They are followed by chapters on what the implications will be for our alliances and partnerships; and for the structural reforms required to implement these changes.

National security tasks and planning guidelines

We will:

1. Identify and monitor national security risks and opportunities. To deliver this we require:

- a coordinated approach to early warning and horizon scanning
- strategic intelligence on potential threats to national security and opportunities for the UK to act
- coordinated analysis and assessment of the highest priorities
- investment in technologies to support the gathering of communications data vital for national security and law enforcement
- intelligence assets to support the core military, diplomatic and domestic security and resilience requirements set out below, and our economic prosperity.

2. Tackle at root the causes of instability. To deliver this we require:

- an effective international development programme making the optimal contribution to national security within its overall objective of poverty reduction, with the Department for International Development focussing significantly more effort on priority national security and fragile states
- civilian and military stabilisation capabilities that can be deployed early together to help countries avoid crisis or deal with conflict
- targeted programmes in the UK, and in countries posing the greatest threat to the UK, to stop people becoming terrorists.

3. Exert influence to exploit opportunities and manage risks. To deliver this we require:

- a Diplomatic Service that supports our key multilateral and bilateral relationships and the obligations that come from our status as a permanent member of the UN Security Council and a leading member of NATO, the EU and other international organisations
- a Foreign and Commonwealth Office-led global overseas network that focuses on safeguarding the UK's national security, building its prosperity, and supporting UK nationals around the world
- coordinated cross-government effort overseas to build the capacity of priority national security and fragile states to take increasing responsibility for their own stability
- strategic military power projection to enhance security, deter or contain potential threats, and support diplomacy.

4. Enforce domestic law and strengthen international norms to help tackle those who threaten the UK and our interests, including maintenance of underpinning technical expertise in key areas. To deliver this we require:

- law enforcement capability to investigate and where possible bring to justice terrorists and the most seriously harmful organised criminal groups impacting on the UK
- continuous development of the rules-based international system
- stronger multilateral approaches for countering proliferation and securing fissile material and expertise from malicious use
- retention of our chemical, biological, radiological and nuclear science and technology capabilities that contribute to counter-proliferation and our response to the potential use of such materials by terrorist or state actors.

5. Protect the UK and our interests at home, at our border and internationally, to address physical and electronic threats from state and non-state sources. To deliver this we require:

- a minimum effective nuclear deterrent
- secure borders
- security and intelligence services and police counter-terrorism capability to disrupt life-threatening terrorist threats to the UK
- military capabilities to help protect the UK from major terrorist attack
- an independent ability to defend the Overseas Territories militarily
- investment in new and flexible capabilities such as cyber to meet emerging risks and threats.

6. Help resolve conflicts and contribute to stability. Where necessary, intervene overseas, including the legal use of coercive force in support of the UK's vital interests, and to protect our overseas territories and people. To deliver this we require:

- an integrated approach to building stability overseas, bringing together better diplomatic, development, military and other national security tools
- Armed Forces capable of both stabilisation and intervention operations
- a civilian response scaled to support concurrency and scale of military operations
- the military ability to help evacuate UK citizens from crises overseas.

7. Provide resilience for the UK by being prepared for all kinds of emergencies, able to recover from shocks and to maintain essential services. To deliver this we require:

- security and resilience of the infrastructure most critical to keeping the country running (including nuclear facilities) against attack, damage or destruction
- crisis management capabilities able to anticipate and respond to a variety of major domestic emergencies and maintain the business of government
- resilient supply and distribution systems for essential services
- effective, well organised local response to emergencies in the UK, building on the capabilities of local responders, businesses and communities
- enhanced central government and Armed Forces planning, coordination and capabilities to help deal with the most serious emergencies.

8. Work in alliances and partnerships wherever possible to generate stronger responses. To deliver this we require:

- collective security through NATO as the basis for territorial defence of the UK, and stability of our European neighbourhood, as well as an outward-facing EU that promotes security and prosperity
- our contribution to international military coalitions to focus on areas of comparative national advantage valued by key allies, especially the United States, such as our intelligence capabilities and highly capable elite forces
- greater sharing of military capabilities, technologies and programmes, and potentially more specialisation, working with key allies, including France, and based on appropriate formal guarantees where necessary
- a Defence Industrial and Technology policy that seeks to secure the independence of action we need for our Armed Forces, while allowing for increased numbers of off-the-shelf purchases and greater promotion of defence exports.

Part Two

Defence

2.1 The Armed Forces are at the core of our nation's security. They make a vital and unique contribution. Above all, they give us the means to threaten or use force when other levers of power are unable to protect our vital national interests.

Context

2.2 Afghanistan remains the main effort of Defence. We have in the region of 9,500 members of the Armed Forces operating in Afghanistan as part of a UN-mandated, NATO-led mission of 47 nations. They are helping to deliver a stable Afghanistan able to maintain its own security and to prevent Afghan territory from again being used by Al Qaeda or other terrorists as a base from which to plot and launch attacks on the UK and our allies. President Karzai's stated objective is that the Afghan National Security Forces will lead and conduct military operations across Afghanistan by the end of 2014. The international community has the right strategy in place to support that aim. In 2015, the UK will have reduced force levels significantly and our troops will no longer be in a combat role, as we move to a long-term defence relationship focussed on training and capacity-building.

2.3 In the meantime, the Government is fully committed to ensuring that the campaign is properly resourced, funded and equipped. The nature of the campaign will continue to evolve, and we will regularly review the requirement for troops and capabilities. We will ensure that we provide our Armed Forces in Afghanistan with the full range of training and equipment they need and we will not take steps that could affect the confidence and commitment of our people serving there or their families supporting them at home.

2.4 But we are delivering this commitment in the context of inherited defence spending plans that are completely unaffordable. There was an unfunded liability of around £38 billion over the next 10 years. That is more than the entire Defence budget for one year. We must start to tackle this legacy before we can begin to put Defence on a sound and sustainable footing for the future. And Defence must, like other parts of government, contribute to reducing the deficit in order to restore the economy. Section 2.D sets out the major non-front line savings we will make, and contracts we will cancel, in order to protect the front line force structure as far as possible. But unavoidable transition costs mean that the scale of savings to pay off the Ministry of Defence (MOD) overdraft cannot be achieved without some painful measures in the short term.

2.5 We must also confront the legacy of overstretch. Between 2006 and 2009 UK forces were deployed at medium scale in both Iraq and Afghanistan. This exceeded the planning assumptions that had set the size of our forces and placed greater demands both on our people and on their equipment than had been planned for.

2.6 We must therefore give priority over the next decade to recovering capabilities damaged or reduced as a result of this overstretch. This takes time and investment, but is needed to rebuild the strength and restore the capability of our Armed Forces to react effectively to new demands, either while we are in Afghanistan or after our commitment there has ended.

2.7 Not only will we be transforming our military capability while fighting in Afghanistan, we will be

doing so while the strategic context is **uncertain**. The National Security Strategy sets out our analysis of the current priority risks to our national security, the major changes that might affect the opportunities for and threats to the UK in the future, and how we should respond. The future character of conflict is also changing (see box).

Our approach

2.8 Given the scale of the challenges we face and the importance we attach to national security, we will not reduce defence expenditure as much as we are obliged to in other areas of government in order to bring the deficit we inherited under control. Overall, the resources allocated for the next four years will enable us to pursue today's operations and prepare for those of tomorrow. However, they will also require tough decisions which will result in some scaling back in the overall size of the Armed Forces and the reduction of some capabilities that are less critical to today's requirements.

2.9 Strengthening our key defence partnerships is critical to managing those reductions. A partnership approach requires us in turn to:

- focus our planned forces on what we judge will be of greatest utility to our allies as well as the UK
- broadly retain a full spectrum of capabilities, even where we will be reducing their scale or suspending them until new equipment enters service. That ability to partner even in the most challenging circumstances is one of the UK's key attributes and sources of influence

The future character of conflict

Globalisation increases the likelihood of conflict involving non-state and failed-state actors. State-on-state conflict will not disappear, but its character is already changing. Asymmetric tactics such as economic, cyber and proxy actions instead of direct military confrontation will play an increasing part, as both state and non-state adversaries seek an edge over those who overmatch them in conventional military capability. As a result, the differences between state-on-state warfare and irregular conflict are dramatically reducing.

This will add to the pressures on military personnel and the government. It will be more difficult to distinguish our enemies from the civilians, media, non-governmental organisations and allies also present on the battlefield. We must expect intense scrutiny of our operations by a more transparent society, informed by the speed and range of modern global communications.

Our enemies will continue to attack our physical and electronic lines of communication. And the growth of communications technology will increase our enemies' ability to influence, not only all those on the battlefield, but also our own society directly. We must therefore win the battle for information, as well as the battle on the ground.

This environment will place a premium on particular military capabilities, including intelligence, surveillance, target acquisition and reconnaissance (ISTAR). It will demand sophisticated and resilient communications and protected mobility by land, sea and air. It will also mean that our people must continue to be our winning edge. We will need highly capable and motivated personnel with specialist skills, including cultural understanding; strategic communications to influence and persuade; and the agility, training and education to operate effectively in an increasingly complex environment.

- maintain collectively the ability to reconstitute or regenerate capabilities we might need in the future
- invest in key technologies to ensure regeneration at the appropriate technological levels.

Principles

2.10 We will take a new approach to developing and employing the Armed Forces, consistent with the key elements of the adaptable posture set out in Part One.

- We will remain ready to use armed force where necessary to protect our national interests. Our future forces, although smaller than now, will retain their geographical reach and their ability to operate across the spectrum from high-intensity intervention to enduring stabilisation activity.
- But we will be more selective in our use of the Armed Forces, deploying them decisively at the right time but only where key UK national interests are at stake; where we have a clear strategic aim; where the likely political, economic and human costs are in proportion to the likely benefits; where we have a viable exit strategy; and where justifiable under international law.
- The Armed Forces will focus more on tackling risks before they escalate, and on exerting UK influence, as part of a better coordinated overall national security response. This will include:
  - a renewed emphasis on using our conventional forces to deter potential adversaries and reassure our partners, including through military deployments to demonstrate resolve and capability and through joint exercises with partners
  - greater coordination of civilian and military expertise in both conflict prevention and crisis response – our integrated approach to building stability overseas is set out in section 4.B
  - a small permanent capability to enhance cross-government homeland security crisis response; these plans are set out in section 4.D
  - defence diplomatic engagement overseas focussed on where it adds most value within our overall approach, for example to support operational activity or, where appropriate, defence exports; Part Six gives further details.
- 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. This will include: operational cooperation; building the capacity of regional partners to address common security interests such as securing trade and energy supply routes; and deepening relationships with those with whom we can share capabilities, technologies and programmes. These plans are set out in Part Five.
- We will invest in programmes that will provide flexibility and advanced capabilities, and reduce legacy capabilities which we are less likely to need in a world of precision weaponry, and where the battlespace increasingly involves unmanned and cyber operations.
- A full defence and security review at least every five years will provide an additional mechanism to maintain balance between resources, commitments and future requirements as the strategic context develops.

2.11 The Strategic Defence and Security Review will deliver a major restructuring of the Armed Forces in order to generate future military capabilities that will be:

- **high-quality**, in training and equipment, with the logistics, communications and other enablers necessary for the tasks we plan to undertake
- **rigorously prioritised**, based on pragmatic decisions about what we really need to maintain and at what readiness, and the scale on which we wish to operate
- **balanced**, with a broad spectrum of integrated and sophisticated capabilities across the maritime, land and air environments
- **efficient**, using the minimum number of different equipment fleets, providing both quality and effectiveness

- **well-supported,** both in a material and a moral sense by the MOD, by other arms of government, and by the public
- **flexible and adaptable**, to respond to unexpected threats and rapid changes in adversaries' behaviour
- **expeditionary**, able to be deployed at distance from the UK in order to tackle threats before they reach these shores
- **connected**, able to operate with other parts of government, international partners, civilian agencies, and local security forces, authorities and citizens in many parts of the world.

Military Tasks and Defence Planning Assumptions

2.12 Part One of the Strategic Defence and Security Review sets out the new cross-cutting National Security Tasks and Planning Guidelines, which set requirements for the Armed Forces' contribution to standing commitments, and stabilisation and intervention operations.

2.13 Within the overall framework of the National Security Tasks the contribution of the Armed Forces is further defined through Military Tasks, which describe what the Government may ask the Armed Forces to undertake; and through more detailed Defence Planning Assumptions, about the size of the operations we plan to undertake, how often we might undertake them, how far away from permanent bases, with which partners and allies, and how soon we expect to recover from the effort involved. The Assumptions serve as a planning tool to guide us in developing our forces rather than a set of fixed operational plans or a prediction of the precise operations that we will undertake.

2.14 The seven Military Tasks are:

- defending the UK and its Overseas Territories
- providing strategic intelligence
- providing nuclear deterrence
- supporting civil emergency organisations in times of crisis
- defending our interests by projecting power

Operations

For planning purposes, operations are divided into:

- **standing commitments**, which are permanent operations essential to our security or to support key British interests around the world
- **intervention operations**, which are short-term, high-impact military deployments, such as our deployment to Sierra Leone in 2000
- **stabilisation operations**, which are longer-term mainly land-based operations to stabilise and resolve conflict situations primarily in support of reconstruction and development and normally in partnership with others, such as our continuing contribution to coalition operations in Afghanistan.

Operations are further divided into:

- **non-enduring operations**, which last less than six months, typically requiring a force to be deployed and then withdrawn without replacement. Examples might include evacuation of UK citizens (as in Lebanon in 2006) or a counter-terrorist strike operation
- **enduring operations**, which last for more than six months and normally require units to carry out a tour of duty and then be replaced by other similar units.

These descriptions help us to structure and scale our forces, rather than to plan for specific operations. In reality there is considerable overlap between types of operation and our forces must be flexible enough to adapt.

strategically and through expeditionary interventions

- providing a defence contribution to UK influence
- providing security for stabilisation.

2.15 The new Defence Planning Assumptions envisage that the Armed Forces in the future will be sized and shaped to conduct:

- an enduring stabilisation operation at around brigade level (up to 6,500 personnel) with maritime and air support as required, while also conducting:
- one non-enduring complex intervention (up to 2,000 personnel), and
- one non-enduring simple intervention (up to 1,000 personnel);

or alternatively:

- three non-enduring operations if we were not already engaged in an enduring operation;

or:

- for a limited time, and with sufficient warning, committing all our effort to a one-off intervention of up to three brigades, with maritime and air support (around 30,000, two-thirds of the force deployed to Iraq in 2003).

2.16 We set out below the implications of our approach and overall adaptable strategic posture for:

A. the size and shape of the Future Force

B. our people

C. the role of industry

D. how we will carry out the transition

E. how we will manage the risks.

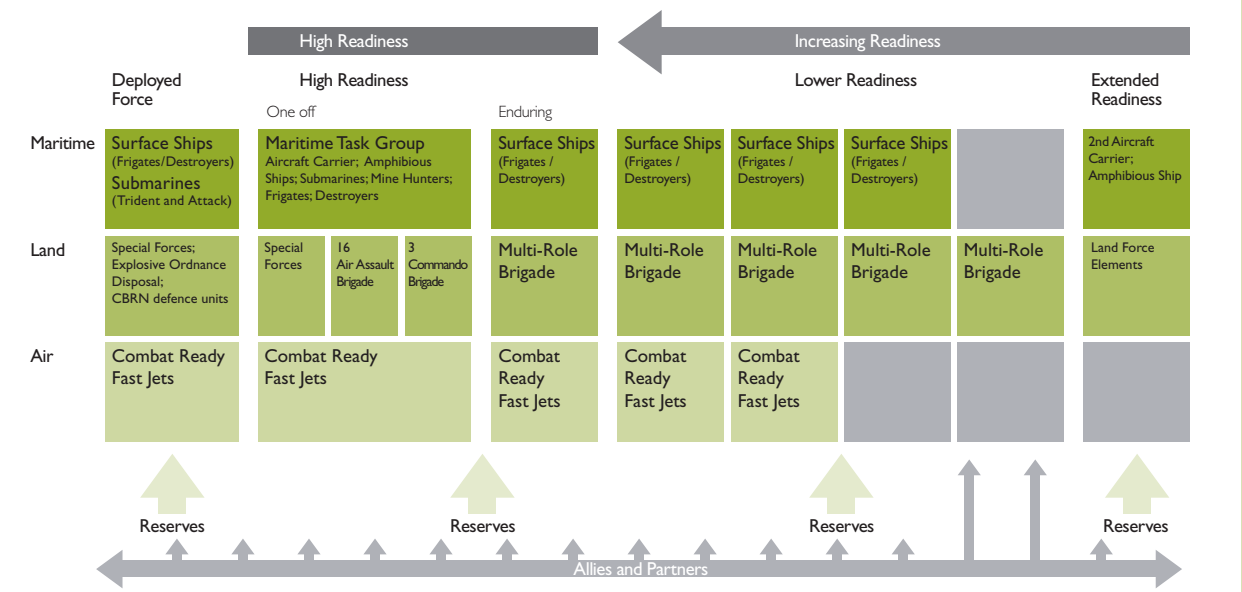
A. Future Force 2020

2.A.1 The planning framework set out above enables us to identify the Armed Forces we will need over the next ten years, and the changes that are required to deliver them. Drawing on the Military Tasks and Planning Assumptions, we have designed an outline force structure which we will aim to deliver for the 2020s.

2.A.2 The Future Force has three broad elements:

- The Deployed Force consists of those forces engaged on operations. Today, this includes the forces deployed in Afghanistan from the High Readiness Force. It also includes those forces which conduct permanent operations essential to our security. These include, for example, the aircraft providing UK air defence, our maritime presence in the South Atlantic and the nuclear deterrent.
- The High Readiness Force allows us to react rapidly to crises. This could include the UK's contribution to a multinational operation. But the forces are held principally to allow us to respond to scenarios in which we act alone to protect our national security interests, for example to conduct hostage rescue or counter-terrorism operations. The force includes a balanced range of highly capable land, air and maritime capabilities able to meet our Defence Planning Assumptions.
- The Lower Readiness Force includes those recently returned from operations which are focussed on recovery and those preparing to enter a period of high readiness. These forces support enduring operations and can provide additional flexibility, including where we have discretion over the scale or duration of our contribution to multinational operations.

Future Force 2020



The future force is structured to give us the ability to deploy highly capable assets quickly when we need to, but also to prepare a greater scale and range of capability if required. The aim is to do so affordably and in a way that minimises demands on our people. Five concepts are central to achieving the optimal effect:

- Readiness. We will hold a small number of our most capable units at high readiness. Doing so imposes additional costs in terms of preparation and training, maintaining equipment ready to go, and having on standby the enablers needed to deploy it rapidly. It places considerable demands on the personnel held at high readiness and their families. The majority of our forces are held at graduated levels of lower readiness, conducting their routine training cycle or recovering from deployment or periods of higher readiness, making fewer demands on our equipment and stocks and under less constant pressure.
- Reconstitution. We will hold some capabilities at what is known as extended readiness. The capabilities will not be available for operations in the short term but will be capable of being reconstituted if we have strategic notice of possible, but low probability, events to which we might have to respond to protect our national security. So for example, we will place elements of our amphibious capability in extended readiness rather than remove them from the force structure entirely.
- Reinforcement. Reserve Forces will contribute to each element of the future force. They provide additional capacity when regular forces are deployed at maximum effort. But they also provide specialists who it would not be practical or cost-effective to maintain within the regular forces and who can be used to augment smaller operational deployments – medical reservists play a vital role in Afghanistan, for example.
- Regeneration. We will maintain the ability to regenerate capabilities that we plan not to hold for the immediate future. This will require plans to maintain technical expertise, keep skills and training going, and work with allies and partners who do hold such capabilities and with whom we can, for example, exchange personnel. We will have the capability to fly fast jets off maritime platforms when the new carrier and Joint Strike Fighter enter service, but the capability will not be maintained when Harrier is retired so we will need a plan to regenerate it.
- Dependency. We rarely deploy alone. We and our NATO Allies consciously depend on each other for particular capabilities. For example, the UK does not have its own theatre missile defence capability, while we have capabilities that are highly valued by coalition partners such as mine counter-measures vessels. Part Five sets out our willingness and intention to deepen operational cooperation and potentially rely more on others when it makes sense to do so. We also depend for some capabilities on the market – for example, we do not hold all the shipping capacity we need since it is more efficient and effective to charter it when we need it.

This flexible approach will allow us more effectively to counter the threats we are most likely to face today while maintaining the ability to respond to different threats in the future.

Naval Forces

2.A.3 In the **maritime environment**, Future Force 2020 will be able to provide: nuclear Continuous At Sea Deterrence; maritime defence of the UK and its South Atlantic Overseas Territories; an enduring presence within priority regions of the world to contribute to conventional deterrence and containment; powerful intervention capabilities from our surface and submarine fleets; the ability to land forces from the sea by helicopter and over-the-beach with protective vehicles and supplies from specialist ships; and the ability to command UK and allied naval forces at up to Task Force level.

2.A.4 Capabilities will include:

- the Trident force and its supporting elements;
- the seven new Astute-class nuclear hunter-killer submarines (SSNs), able to deploy rapidly from the UK to operational areas, fuelled for 25 years and limited in endurance only by the food they can carry. Capable of operating in secret across the world's oceans, they will contribute to the protection of the nuclear deterrent and maritime Task Groups and provide global strategic intelligence and Tomahawk Land Attack Missile strike capability. They are designed to be adaptable throughout their operational lives, with modular systems to reduce the costs of future upgrades;
- carrier-strike based around a single new operational carrier with the second planned to be kept at extended readiness. The carrier will embark Joint Strike Fighters and helicopters (see box overleaf);
- a surface fleet of 19 frigates and destroyers, providing military flexibility across a variety of operations, from full-scale naval warfare, to providing maritime security (for example protecting trade and energy supplies) and projecting UK influence (for example through their visible presence or supporting building the capacity of regional partners). These will include six Type 45 destroyers, a highly capable air defence destroyer whose missile system can protect both naval forces and UK sovereign territory, and the current Type 23 frigates. Both ship types operate the Merlin helicopter and the Type 45 can also operate the Chinook helicopter. As soon as possible after 2020 the Type 23 will be replaced by Type 26 frigates, designed to be easily adapted to change roles and capabilities depending on the strategic circumstances;
- the Royal Marines, whose 3 Commando Brigade will provide one key element of our high readiness Response Force. They will be able to land and sustain a commando group of up to 1,800 personnel from the sea from a helicopter platform and protective vehicles, logistics and command and control support from specialist ships, including landing and command ship. It would allow us to conduct an operation such as Sierra Leone in 2000;
- a maritime helicopter force based around Wildcat and Merlin helicopters, with numbers aligned to the overall size of the future maritime force structure. These will be capable of locating and attacking enemy forces in both anti-submarine and anti-surface warfare;
- 14 mine counter-measures vessels, based on existing Hunt and Sandown class ships with a replacement programme which will also have the flexibility to be used for other roles such as hydrography or offshore patrol. This capability provides a significant level of security and protection of the UK's nuclear deterrent;
- a global oceanographic survey capability and an ice patrol ship;
- a fleet of resupply and refuelling vessels scaled to meet the Royal Navy's requirements;

- maritime strategic transport provided by six roll-on, roll-off ferries;
- maritime intelligence, surveillance, target acquisition and reconnaissance (ISTAR) capabilities based on network enabled warships, submarines and aircraft;
- a streamlined Naval regional structure to command reserve forces and represent the Royal Navy throughout the UK.

2.A.5 We will accordingly:

- decommission HMS Ark Royal immediately;
- reduce by four the number of frigates;
- place at extended readiness a landing and command ship. Either HMS Ocean or HMS Illustrious will be decommissioned following a short study of which provides the most effective helicopter platform capability. A Bay-class amphibious support ship will be decommissioned.

Aircraft carriers

Decisions on defence equipment require judgements on what our Armed Forces will need 20 to 30 years from now. That is particularly true for large warships like carriers and the fast jets that fly off them. The previous Administration ordered two new carriers three times the size of our existing ones. It planned to equip them from a combat air fleet of around 150 fifth generation Joint Strike Fighters. This £20 billion programme was crowding out other important investment in the Armed Forces.

The National Security Council has therefore looked hard at the strategic, industrial and financial aspects of this programme, and has taken a number of difficult but necessary decisions to achieve by the 2020s an adaptable and effective carrier-strike capability in balance with the rest of the Armed Force structure. The key conclusions are:

- **There is a strategic requirement for a future carrier-strike capability**. The Invincible-class carriers were designed principally to meet Cold War threats on the high seas, with short-range jets providing air defence for a naval task group, without the ability to interoperate aircraft with our key allies and whose primary mission was anti-submarine warfare. A Queen Elizabeth-class carrier, operating the most modern combat jets, will give the UK the ability to project military power more than 700 nautical miles over land as well as sea, from anywhere in the world. Both the US and France, for example, have used this freedom of manoeuvre to deliver combat airpower in Afghanistan from secure carrier bases in the Arabian Gulf and Indian Ocean. This capability will give the UK long term **political** flexibility to act without depending, at times of regional tension, on agreement from other countries to use of their bases for any mission we want to undertake. It will also give us in-built **military** flexibility to adapt our approach over the 50 years of the carrier's working life. In particular, it provides options for a coercive response to crises, as a complement or alternative to ground engagements. It contributes to an overall Force Structure geared towards helping deter or contain threats from relatively well-equipped regional powers, as well as dealing with insurgencies and non-state actors in failing states.

- **We will need to operate only one aircraft carrier**. We cannot now foresee circumstances in which the UK would require the **scale** of strike capability previously planned. We are unlikely to face adversaries in large-scale air combat. We are far more likely to engage in precision operations, which may need to overcome sophisticated air defence capabilities. The single carrier will therefore routinely have 12 fast jets embarked for operations while retaining the capacity to deploy up to the 36 previously planned, providing combat and intelligence capability much greater than the existing Harriers. It will be able to carry a wide range of helicopters, including up to 12 Chinook or Merlin transports and eight Apache attack helicopters. The precise mix of aircraft will depend on the mission, allowing the carrier to support a broad range of operations including landing a Royal Marines Commando Group, or a Special Forces Squadron conducting a counter-terrorism strike, assisting with humanitarian crises or the evacuation of UK nationals.
- **A single carrier needs to be fully effective**. As currently designed, the Queen Elizabeth will not be fully interoperable with key allies, since their naval jets could not land on it. Pursuit of closer partnership is a core strategic principle for the Strategic Defence and Security Review because it is clear that the UK will in most circumstances act militarily as part of a wider coalition. **We will therefore install catapult and arrestor gear.** This will delay the in-service date of the new carrier from 2016 to around 2020. But it will allow greater interoperability with US and French carriers and naval jets. It provides the basis for developing **joint** Maritime Task Groups in the future. This should both ensure continuous carrier-strike availability, and reduce the overall carrier protection requirements on the rest of the fleet, releasing ships for other naval tasks such as protection of key sea-lanes, or conducting counter- piracy and narcotics operations.
- **The strike needs to be made more capable**. Installing the catapult and arrestor will allow the UK to acquire the carrier-variant of Joint Strike Fighter ready to deploy on the converted carrier instead of the short take-off and vertical landing (STOVL) variant. This version of the jet has a longer range and greater payload: this, not large numbers of aircraft, is the critical requirement for precision strike operations in the future. The UK plans to operate a single model of JSF, instead of different land and naval variants. Overall, the carrier-variant of the JSF will be cheaper, reducing through-life costs by around 25%.
- **The current, limited carrier-strike capability will be retired**. We must face up to the difficult choices put off by the last Government. Over the next five years combat air support to operations in Afghanistan must be the over-riding priority: the Harrier fleet would not be able to provide this and sustain a carrier-strike role at the same time. Even after 2015, short-range Harriers – whether operating from HMS Illustrious or HMS Queen Elizabeth – would provide only a very limited coercive capability. We judge it unlikely that this would be sufficiently useful in the latter half of the decade to be a cost-effective use of defence resources.

This new carrier-strike policy is consistent with the **Strategic Defence and Security Review's overall approach of holding defence capabilities at different levels of readiness appropriate to the strategic context**. It makes strategic sense to focus on developing a more effective and appropriate carrier-strike capability to deal with the uncertain evolution in type and scale of potential threats from various states in the next decade and beyond. To provide further insurance against unpredictable changes in that strategic environment, our current plan is to hold one of the two new carriers at extended readiness. That leaves open options to rotate them, to ensure a continuous UK carrier-strike capability; or to re-generate more quickly a two-carrier strike capability. Alternatively, we might sell one of the carriers, relying on cooperation with a close ally to provide continuous carrier-strike capability. The next strategic defence and security review in 2015 will provide an opportunity to review these options as the future strategic environment develops. Retaining this flexibility of choice is at the core of the Government's adaptable approach.

Land Forces

2.A.6 In the **land environment**, Future Force 2020 will be able to provide: light, specialist forces for short-duration interventions; sufficient multi-role forces to provide flexibility for larger or more complex intervention operations or to undertake enduring stabilisation operations; a contribution to our standing commitments including defending the South Atlantic Overseas Territories and UK tasks such as bomb disposal; and the ability to command UK and coalition forces at up to theatre level.

2.A.7 Capabilities will include:

- five multi-role brigades (see box) each comprising reconnaissance forces, tanks, and armoured, mechanised and light infantry, plus supporting units, keeping one brigade at high readiness available for an intervention operation, and four in support to ensure the ability to sustain an enduring stabilisation operation;
- 16 Air Assault Brigade, a high-readiness, light, short-duration intervention capability, organised and trained for parachute and air assault operations, with its own supporting units;
- precision Guided Multiple Launch Rocket System (GMLRS) rockets that can strike targets up to 70 km away, and Loitering Munitions able to circle over a battlefield for many hours ready for fleeting or opportunity targets;
- a new range of medium weight armoured vehicles, including Terrier engineer vehicles and the Scout reconnaissance vehicles and in due course the Future Rapid Effects System Utility Vehicle (FRES UV) which will be the core of the Army's armoured manoeuvre fleet;
- protected support vehicles, replacing unprotected versions that are no longer suitable, to move logistic supplies around the battlefield;
- heavily armoured vehicles, including Warrior infantry fighting vehicle, AS90 artillery and Titan and Trojan engineer vehicles and Challenger tanks, in smaller numbers than now but sufficient to conduct operations in high-threat situations;
- a range of ISTAR capabilities including: Watchkeeper unmanned aerial vehicles; man-portable and vehicle-fitted electronic warfare equipment; deployable surveillance to protect forward operating bases; and a force protection system to protect against indirect fire such as artillery and mortars;

New multi-role brigades

The Army's five new multi-role brigades will consist of around 6,500 personnel and provide a wide range of capabilities, allowing them to operate successfully across the variety of possible conflicts that could arise over the next decades.

Key to the utility of these multi-role brigades is their building-block structure, allowing greater choice in the size and composition of the force that might be deployed, without having to draw on other elements from the rest of the Army as has been the case in recent times. Small groups from within these brigades, such as an infantry battalion with minimal vehicles and supporting elements, could be deployed quickly to evacuate British nationals such as in Lebanon in 2006. At the other end of the scale and with suitable warning time, the brigades could be combined to generate a larger formation suitable for full scale war.

The multi-role brigades will include: reconnaissance forces to gain information even in high-threat situations; tanks, which continue to provide a unique combination of protection, mobility and firepower; and infantry operating from a range of protected vehicles. The brigades will be self-supporting, having their own artillery, engineer, communications, intelligence, logistics and medical support. Territorial Army personnel will be fully integrated into the new structures, in both specialist roles and reinforcing combat units.

- Army helicopters including: Apache attack helicopters able to provide precision firepower and ISTAR in support of ground forces; and Wildcat helicopters for reconnaissance, command and control, and escort duties;
- the Military Stabilisation Support Group (MSSG) which provides planning teams to support military headquarters, and functional specialists for reconstruction and development in support of civilian stabilisation advisers, especially where the security situation limits the deployment of civilian teams. This will be part of the overall integrated approach to building stability overseas set out in section 4.B;
- a range of capabilities to counter explosive ordnance and IEDs;
- a fully deployable divisional headquarters, with a second headquarters capable of preparing and training subordinate forces for operations which could, with suitable warning, be augmented to deploy in an operational role on an enduring operation;
- Headquarters Allied Rapid Reaction Corps (ARRC) to command multinational forces across a theatre of operations.

2.A.8 We will accordingly:

- significantly reduce our non-deployable regional administrative structure to enhance our focus on front-line capabilities. We will replace our four regional divisional headquarters with a single UK support command, and close at least two of our 10 regional brigade headquarters;
- rationalise our deployable headquarters by reducing the communications and logistics support to Headquarters ARRC to reflect its static rather than mobile role; and convert the second of our operational divisional headquarters to a force preparation role;
- reduce by one the number of deployable brigades, as we restructure towards five multi-role brigades;
- reduce our holdings of Challenger 2 main battle tanks by around 40%. This is consistent with our assessment of likely adversaries and future types of conflict. However, the tank will continue to provide a unique capability in roles from escorting convoys in high-threat IED environments, deterring belligerents, through to warfighting alongside international partners;
- reduce our heavy artillery (AS90 armoured artillery vehicles) by around 35%. Precision ammunition allows us to strike targets with one round rather than using tens of unguided rounds. We can therefore reduce the number of artillery pieces;
- rationalise wider equipment holdings in the light of experience on operations and improved fleet management.

Air Forces

2.A.9 In the **air environment**, Future Force 2020 will be able to provide: air defence of the UK and its South Atlantic Overseas Territories; a credible and capable combat air presence to contribute to conventional deterrence and containment; an expeditionary combat air contribution to enduring land operations; strategic and tactical airlift; and other air power capabilities, including ISTAR, helicopters and RAF Regiment ground units.

2.A.10 Capabilities will include:

- a fast jet fleet of Typhoon and Joint Strike Fighter aircraft (see box overleaf) with around one third at high readiness. These are two of the world's most capable combat aircraft, able to operate in the future high-threat airspace while providing air defence, precision ground attack and combat ISTAR capabilities;
- a modern strategic and tactical airlift fleet based on seven C-17, 22 A400M transport aircraft and up to 14 specially converted Airbus A330 future strategic transport and Tanker aircraft able rapidly to deploy, support and recover our forces and their equipment anywhere in the world and to provide airborne refuelling to maximise the range and endurance of our aircraft. It will replace the ageing TriStar and VC10 fleets; the first aircraft is due to be delivered towards the end of 2011;
- 12 new Chinook helicopters to increase battlefield mobility from land and sea, operating alongside Merlin medium lift helicopters to move personnel and equipment quickly over long distances. This rationalised fleet will be

easier and more cost-effective to support and will deliver significant operational advantages;

- command and control capabilities to direct air operations in the UK and overseas, centred on the deployable Joint Force Air Component Headquarters to command multinational forces across a theatre of operations;
- strategic surveillance and intelligence platforms capable of providing wide-area coverage as part of our broader combat ISTAR capability. These include the E3D Sentry AWACS to provide airborne command, control and surveillance; Rivet Joint signals intelligence aircraft to provide global independent strategic intelligence gathering; and a range of unmanned air systems to complement our strategic ISTAR assets and reduce the risk to our forces of operating over hostile territory;
- the Storm Shadow cruise missile carried by our current and future fast jets – a state of the art capability to strike ground targets at medium to long range;
- advanced air launched weapons to complement the capabilities of Typhoon and Joint Strike Fighter;
- enhancements to our simulated training to produce a more efficient and cost-effective training environment;
- RAF Regiment Force Protection squadrons at high readiness to protect deployed aircraft and personnel in hostile areas;
- chemical, biological, radiological and nuclear (CBRN) detection, identification and monitoring units.

2.A.11 We will accordingly:

- in the transitional period, retain a reduced Tornado fleet, but remove Harrier from service in 2011 as the fast jet force moves to two operational types – Joint Strike Fighter and Typhoon. Retaining the Tornado fleet allows a fast jet contribution to be sustained in Afghanistan and support to concurrent operations which would not have been possible if Harrier was retained instead;

Fast jet fleets

Our fast jet fleet will be made up of two modern and highly capable multi-role combat aircraft, Typhoon and Joint Strike Fighter. This combination will provide the flexibility and strike power to deal with a variety of new and existing threats, while also radically improving cost-effectiveness and efficiency.

Our current fleet of Harrier and Tornado air defence and ground attack aircraft have performed magnificently over the last 30 years, and Tornados currently provide essential support to our forces in Afghanistan and elsewhere. But these aircraft risk becoming outdated as threats continue to become more varied and sophisticated, and maintenance of such veteran fleets will become an increasing challenge. Rationalising our fast jet forces to two advanced and efficient fleets makes operational and economic sense.

We will therefore continue to develop our modern and extremely capable land-based Typhoon fighter, upgrading its ability to attack ground targets, and give it the additional advanced capabilities it needs to maintain its fighting edge over the next 20 years. We will also buy the carrier variant of the Joint Strike Fighter, a state-of the-art aircraft with an exceptionally broad range of capabilities, and an expected service life of several decades. It is specifically designed to operate independently in very challenging environments. It will carry a variety of electronic sensors to build up an unmatched picture of the threats around it, which it will be able to share with other UK and allied air, ground and maritime forces, linking into our future military networks. Joint Strike Fighter is also designed to be more affordable across its operating life, benefitting from an expected production run of more than 3,000 aircraft.

- reduce our planned number of Joint Strike Fighter aircraft. Installing a catapult on the new aircraft carrier will allow us to switch to the more capable carrier variant;
- not bring into service the Nimrod MRA4 maritime patrol aircraft programme. We will depend on other maritime assets to contribute to the tasks previously planned for them;
- withdraw the three variants of the TriStar transport/tanker aircraft from service from 2013 as we transition to the more capable A330;
- reduce the role of the VC-10 transport/tanker aircraft to undertake air-to-air refuelling only, with the target of withdrawing it by 2013 as A330 enters service;
- withdraw the C-130J Hercules tactical transport aircraft from service by 2022, a decade earlier than planned, as we transition to the larger and more capable A400M aircraft;
- withdraw the Sentinel airborne ground surveillance aircraft once it is no longer required to support operations in Afghanistan.

Reserves

2.A.12 Members of the **reserve forces** are performing outstandingly well in Afghanistan. There is a strong case for reviewing whether our reserve forces are properly structured for the type of conflict we envisage undertaking in future so that we make best use of the skills, experience and capabilities of our Reservists whilst at the same time moving towards a more efficient structure. We will therefore undertake a six month study into the future role and structure of the Reserves which will be undertaken by the leadership of the regular and reserve forces. We will maintain the important role of the tri-Service cadet and university units.

Specialist capabilities

2.A.13 Our capabilities in each of the three environments – maritime, land and air – and our ability to integrate them and ensure they operate effectively together depend upon a number of joint enablers. These include command, control and communications (C3), logistics, transport and ISTAR. Preceding sections have set out some of the key elements of Future Force 2020 for each of these, including air transport and ISTAR capabilities. We will invest further in information systems, infrastructure and people that enable the sharing of intelligence within defence and government and with allies and partners. We will also develop our wider information gathering capabilities such as human and open-source intelligence.

2.A.14 We are significantly enhancing our **Special Forces** capability. The Special Forces' reputation is widely acknowledged both in the UK and among those allies and partners with whom we operate. Special Forces contribute to a wide range of intervention operations and provide vital support to stabilisation operations and other commitments. We will maintain the size of our regular Special Forces front line units, and significantly enhance support capabilities.

2.A.15 We will transform our **cyber capabilities** within Defence by establishing a UK Defence Cyber Operations Group as part of the transformative cross-government approach set out in section 4.C. Future conflict will see cyber operations conducted in parallel with more conventional actions in the maritime, land and air environments. The Cyber Operations Group will provide a cadre of experts to support our own and allied cyber operations to secure our vital networks and to guide the development of new cyber capabilities. It will bring together existing expertise from across Defence, including the Armed Forces and our science and technology community. It will ensure we plan, train, exercise and operate in a way which integrates our activities in both cyber and physical space; and be responsible for developing, testing and validating cyber capabilities as a complement to traditional military capabilities. The Cyber Operations Group will work closely with other government departments and industry and help forge strong international alliances to increase resilience and joint operational capabilities.

Overseas bases

We will maintain our network of permanent joint operating bases, including: in Gibraltar; in the Sovereign Base Areas in Cyprus; British Forces South Atlantic Islands, based on the Falkland Islands and Ascension Island and maintaining a regular presence in South Georgia and South Sandwich Islands; and on Diego Garcia in British Indian Ocean Territory. These bases give us and in some cases our allies wide geographical reach and logistic support hubs for deployed forces. They will continue to be central to our ability to deploy military force around the world and respond to changing strategic circumstances.

We will also maintain our training areas in Canada, Kenya and Brunei. These help prepare our forces for operations. They are also concrete manifestations of our close and valued defence relationships with these countries.

The UK currently also has a major military presence in Germany, with 20,000 service personnel and their families based there. For more than 50 years the Federal Government has supported the British military presence providing essential training and operational opportunities as well as basing. The presence of the British military has played an important role in demonstrating Alliance solidarity, and has also been a symbol of steadfast UK-German friendship. But there is no longer any operational requirement for UK forces to be based there, and the current arrangements impose financial costs on the UK, disruption on personnel and their families and opportunity costs in terms of wider Army coherence. We therefore aim to withdraw all forces from Germany by 2020.

Science and technology

2.A.16 We will continue the most essential investment in Science and Technology. It is a key element of our overall capability. Advanced military technology can give us an advantage over potential adversaries, for example developing UAV and surveillance technology to inhibit an enemy's ability to move in secrecy. Rapid development of the technological means to counter evolving threats such as those from IEDs gives us an advantage on the battlefield. We need to balance long-term research focussed on potential future conflicts with the immediate application of expertise on today's battlefields. Our experience in Afghanistan has demonstrated how defence research can be pulled quickly from the laboratory to the battlefield, as well as developing future capabilities and supporting the scientific aspects of our strategy, policy and planning.

2.A.17 With constrained resources, and as technology advances, we must try to maintain an effective balance in our programmes and maintain flexibility to adapt to the unexpected. We will focus investment on developing capabilities and countering threats in key areas, such as autonomous systems, sensors, new materials including nanotechnology, cyber and space. We will maintain a lower level scientific overview of others to anticipate technological shocks and to spot opportunities. We will also maintain our existing policy of close cooperation with the US and our other NATO allies on ballistic missile defences, and we intend to support proposals to expand NATO's role.

B. Our people

2.B.1 But these plans will only be effective if we retain and develop high-quality and highly motivated people. Our military advantage is, and will remain, based on the skills, dedication and professionalism of our personnel. Service men and women accept the right and duty to apply lethal force, and face through combat the risk of death or life-changing injury. This principle sets the Armed Forces apart from other professions.

2.B.2 In reorganising Defence we must properly plan and provide a balance between equipment and people. Our plans for the Armed Forces and MOD civil servants are set out at section 2.D. We recognise that the cumulative impact of the changes in this Review will be difficult for our people and their families.

2.B.3 Honouring the commitments made in our Coalition programme for government and in recognition of the sacrifices our service men and women make, we will rebuild and formalise an Armed Forces Covenant. The Covenant represents a promise of fair treatment, on behalf of the nation, to ensure personnel are valued and respected as individuals and that they and their families will be sustained and rewarded by commensurate terms and conditions of service. We cannot shield the Armed Forces from the consequences of the economic circumstances we face. However, we will make progress where we can.

2.B.4 We have already doubled the operational allowance for those serving in Afghanistan and ensured that their opportunities for rest and recuperation are maximised. We have also taken steps to ensure that those injured, either physically or mentally, receive the best possible care. However, we are clear that the scope of the Covenant needs to address the full range of issues affecting service personnel and their families, not just the specific demands associated with operations. We will therefore pursue a number of measures, including the provision of support for ex-service personnel to study at university and provide university and further education scholarships for the children of service personnel killed on active service since 1990.

2.B.5 In addition, earlier this year we set up the independent Armed Forces Covenant Task Force led by Professor Hew Strachan to identify innovative answers to the most difficult problems facing serving and former service personnel and their families. The Task Force has also examined approaches involving the private and charitable sectors. It has identified and assessed fresh ways of thinking about how the Government and society as a whole can fulfil its obligations to rebuild the military covenant and will report by mid-November.

2.B.6 Central to delivering this pledge is ensuring that the whole of government supports our personnel, both serving and retired, and their families, so that their service is properly recognised rather than a cause of disadvantage. This obligation is not simply a moral imperative, it is fundamental to our ability to recruit and retain sufficient numbers of highly motivated and capable individuals to deliver the Defence requirement.

2.B.7 The current package of Terms and Conditions of Service is costly, complex and does not align sufficiently the requirements of the Services with the reasonable demands of our people and their families. We will update it. For the longer term, we will develop a New Employment Model. This will include a different approach to the provision of accommodation which will better meet future needs for affordable and good quality housing during and after service.

2.B.8 In changing the employment model, we must ensure that service in the Armed Forces remains an attractive choice in a rapidly evolving employment market. The overall package including career structure, pay, allowances and accommodation options needs to be simpler to administer, more cost effective, offer greater choice and encourage greater personal responsibility. It should better balance the demands placed on our people and their families, providing the greater domestic stability which is central to spouses' employment and children's education, while continuing to support mobility where this is essential to Defence requirements.

2.B.9 We must maintain and further develop the medical support provided by the Defence Medical Services and the NHS, and the social care, to ensure the health of our people and treat those who are ill or injured. It is vital that this includes properly planned and supported transition from military to civilian life. The provision of healthcare to Service personnel will be enhanced by an extra £20 million per year. This will be used to pay for additional medical staff and to deliver better mental healthcare facilities.

2.B.10 The Defence Medical Services play a vital role in sustaining the health of our people and their fitness. The confidence instilled by the high standards of medical care delivered on operations is a key component of morale. We must build on the experience and knowledge we have gained at every stage of the patient's journey and in every aspect of the care that must be delivered. At a time of radical reform of the Health Service, we will work very closely with our colleagues in the NHS who lead the delivery of secondary care for personnel in the UK.

2.B.11 We also welcome Dr Andrew Murrison's report, 'Fighting Fit: a Mental Health Plan for Service Personnel and Veterans', and strongly endorse its key themes and recommendations. We will be taking forward work on Dr Murrison's proposals and are putting into place two of his key recommendations immediately: a dedicated 24 hour support line for veterans and 30 additional mental health nurses in Mental Health Trusts to ensure that the right support is provided to veterans. We believe these measures and his other recommendations will make a significant contribution to honouring the Armed Forces Covenant by providing additional support to both serving personnel and veterans with mental health issues.

2.B.12 We will continue to look at options for improving training across the Services. This will include how to make the best use of the investment already made at St Athan.

2.B.13 MOD civil servants play a critical role in defence. They support Ministers in determining policy and strategy; in managing the resources allocated by Parliament; and in maintaining our key cross-government and international relationships. They also perform a range of vital roles in front line support to operations, from manning the Royal Fleet Auxiliary and providing fire safety, to scientific knowledge, contracts expertise, logistics support, intelligence capabilities and policy advice.

C. Industry

2.C.1 We will ensure that our Armed Forces are provided with the equipment and support they require when they need it in the UK and on operations. At the same time, we expect defence expenditure to demonstrate value for money. Our relationship with industry is crucial to achieving both objectives. But MOD spending also has a broader economic impact – MOD spent nearly £19 billion in 2009 with UK suppliers and it has been estimated that some 300,000 UK jobs are supported by defence spending and exports. Industrial policy provides the link between these key issues.

2.C.2 We will therefore publish a Green Paper by the end of this year, setting out our intended approach to industrial policy and to the closely related issue of technology policy. Following consultation in the early part of next year, we will publish a White Paper that formalises Defence Industrial and Technology policy for the five years until the next strategic review. This will set the strategic context and give industry clarity and confidence about our future plans by updating, in the light of the Strategic Defence and Security Review, our approach to the industrial sectors that support key military capabilities. The choices we have made about the future structure of the UK Armed Forces will result in changes to our equipment and support requirements and therefore to what MOD will be buying from industry.

2.C.3 We will aim to use open competition on the global market for many of our major acquisitions, but we will take other approaches where this is appropriate or necessary. We will continue to ensure that private sector skills and technologies are protected where these are essential to maintaining sovereignty in the use of our Armed Forces. But as set out in Part Five, we will also seek opportunities for international collaboration, for example where common requirements or complementary technological capabilities will enhance efficiency or effectiveness.

2.C.4 We will aim to support the small and medium-sized enterprises that are a vital source of innovation and flexibility. We will also promote defence exports to secure economic and security benefits (see Part Six), including by designing new equipment with exportability in mind.

D. Transition

2.D.1 The decisions set out in this Review will require a major and challenging programme of change, made more difficult by the financial and operational context. We will carry out this transition responsibly, ensuring that our operations in Afghanistan are prioritised, maintaining at all times forces capable of responding to crises and retaining as far as possible the ability to regenerate

capabilities should they be required. Over the Spending Review period we will:

- make no changes to Army or Royal Marines combat units involved in Afghanistan operations
- extend the life of the Puma helicopter to continue its operational contribution
- postpone planned changes in other key capabilities, such as the RAF's Sentinel ground surveillance aircraft for as long as they are required to support the forces on the ground
- ensure we maintain at all times our ability to undertake our essential permanent tasks such as defence of the UK and our Overseas Territories
- maintain our ability to support our operations across all parts of MOD, for example the teams responsible for acquiring equipment as urgent operational requirements in our equipment organisation.

2.D.2 Equally, where it makes sense to do so, we will accelerate change, bringing forward the withdrawal of legacy capabilities and expediting modernisation programmes. We will consciously accept capability gaps in the interim where we judge we can bear the risk.

The resource challenge of transition

2.D.3 The legacy of over-commitment in the Defence programme amounted to around £38 billion. Some £20 billion of this is related to unaffordable plans for new equipment and support. Cancelling or changing major contracts to tackle this problem itself creates further liabilities. Negotiation with industry will reduce these as much as possible, but they will still make the short-term financial challenge greater.

2.D.4 In addition, there are systemic pressures in the two key blocks of Defence expenditure – equipment and personnel. On the basis of experience in the UK and internationally, if we continue to search for a technological edge, including improved protection for our personnel, we can expect the cost of successive generations of equipment to continue to rise. On average, military pay is increasing at between 1 and 2% above the rate of inflation. This is not unique to Defence – the increases are in line with average UK earnings – but it needs to be properly recognised in our plans. Pension contributions, allowances and the costs of accommodation are also increasing at rates above inflation. We have incorporated a more realistic assessment of financial risk in these areas during the Spending Review which will place the budget on a more sustainable footing than in the past. But we will need to remain alert to these issues and take action where necessary.

2.D.5 This legacy of unaffordability, and these systemic pressures, mean that a major focus of work in the Strategic Defence and Security Review has been to eliminate over-commitment, to the greatest extent possible by reducing running costs to allow resources to be focussed on the front line. This has identified new non-front line savings of at least £4.3 billion over the Spending Review period. The key areas are:

- reductions in the civilian workforce and non-front line service personnel (see below)
- rationalisation of the defence estate including the sale of surplus land and buildings and associated running cost reductions (see below) and running cost savings across the estate of up to £350 million per year including a revised approach to the way in which we manage and deliver infrastructure services across the estate
- sales of assets such as the Defence Support Group and the Marchwood Sea Mounting Centre and the Defence stake in the telecommunications spectrum, should generate in excess of £500 million over the Spending Review period
- efficiencies and improvements in military training, including the increased use of simulators for air-crew and Army live firing
- saving significant amounts from contract re-negotiations with defence industry
- cutting over £300 million per year by 2014/15 of service and civilian personnel allowances
- reductions in our spend on commodities, including substantial savings on food, energy and professional services

- reductions in spend on media and communications
- overall, this represents a 25% reduction in non-frontline organisations such as headquarters, support roles and organisations such as Defence Equipment and Support, saving at least £2 billion per year by 2014/15.

Personnel transition

2.D.6 We plan to make total reductions of around 17,000 **service personnel** by 2015:

- the **Royal Navy** will decrease by around 5,000 personnel to a total of c.30,000
- the **Army** by around 7,000 to c.95,000
- the **RAF** by around 5,000 personnel to c.33,000.

2.D.7 We are undertaking detailed work to identify the timing of these changes. While some service manpower reductions will be managed through natural turnover, some will need to leave through redundancy. We must continue to recruit in many areas even as reductions in numbers progress, avoiding the mistakes of the past that have led to critical skills shortages in some roles, and maintaining a coherent mix of trained and experienced personnel for the future. We will ensure that those who leave are treated fairly.

2.D.8 These adjustments can be achieved without impacting on operations in Afghanistan. Further work is required to determine the numbers of personnel that will be required to man the 2020 Force Structure. The Defence Reform Review, the review of Reserve Forces, further efficiency measures and changes in the policy context will all need to be taken into account at the next Strategic Defence and Security Review, which will set out detailed plans for the five years beyond 2015. In contrast to the position we inherited, our long-term planning will ensure we are able to fully man and equip the deployable force structure to achieve the Defence Planning Assumptions described in paragraph 2.16. We will also, for now, assume that by 2020 we will require a Royal Navy of 29,000 personnel, an Army of 94,000 and an RAF of 31,500.

2.D.9 The **MOD Civil Service** will decrease by 25,000 to 60,000 by 2015, as the requirement for civilian support decreases in line with the development of new force structures, restructuring of defence capabilities, rationalisation of the defence estate and realisation of other non-front line savings. These significant reductions will be managed through natural turnover and a near freeze on external recruitment; an early release programme will also be required. Detailed proposals to deliver the changes, while retaining key Defence skills, will be brought forward in consultation with the Department's trades union.

Bases

2.D.10 For generations, up and down the country, many communities have given outstanding support to the Armed Forces. Nowhere is this truer than in Portsmouth and Devonport. Although the measures set out in this White Paper will require some changes at both locations, we will have a continuing requirement to sustain both bases. In the longer-term, the two new carriers will be based in Portsmouth.

2.D.11 The rationalisation in Army command structures and the reductions in, for example, tanks and heavy artillery will eliminate the requirement for some locations and reduce the infrastructure required at others. Our current estate is widely dispersed across the UK in a manner which owes more to history than to its efficient use. This dispersal creates costs and reduces stability for service personnel. We therefore intend to use the opportunity of these major changes to develop a more coherent and cost-effective solution.

2.D.12 In particular, we aim to accelerate the re-basing of our forces from Germany, ending the legacy UK Armed Forces presence. There are currently 20,000 personnel in Germany, many accompanied by families, and the basing arrangements impose significant disruption to personnel, opportunity costs in terms of wider Army coherence, and financial costs on the Department (for example, through health, education and allowances). We therefore aim to return half our personnel in Germany to the UK by 2015 and the remainder by 2020.

2.D.13 The withdrawal of Nimrod MRA4 and Harrier, as well as the reduction in size of the Tornado fleet, will mean that Kinloss and two other bases will no longer be required by the RAF. However, we have not made decisions on the future use of any of these bases. It is likely that some of the estate vacated as a result of the changes announced in this White Paper will be used by units returning from Germany or retained for other purposes.

2.D.14 Our final decisions on the defence estate that we will need in 2020 will be taken on the basis of detailed investment appraisals and wider impact assessments. We plan to be as open as we can be and to take decisions as quickly as possible in order to minimise uncertainty for the communities affected. Our aim will be that our Armed Forces will continue to be based in a way which is sensitive to economic and social pressures and the needs of defence, our people and their families.

Efficiency and defence reform

2.D.15 We have, in parallel with the Strategic Defence and Security Review, started a further full and fundamental review of how the Ministry of Defence is run and how we can reform the Armed Forces in order to deliver Defence capability and generate and sustain military operations as efficiently as possible.

2.D.16 Defence has made substantial cost savings in recent years and will be required to make more. However there is a need to go much further to ensure that every pound spent maximises our capability. The Secretary of State for Defence announced the launch of the Defence Reform Review on 13 August. The work will be overseen by a Defence Reform Unit, a steering group of senior experts with extensive public and private sector experience, chaired by the independent and very experienced Lord Levene.

2.D.17 The purpose of the Defence Reform Review is two-fold. First, it will identify ways of creating a simpler and more effective Defence organisation, which is better able to deal with current and future challenges. Equally importantly, it will contribute to the Department's delivery of significant reductions in the running costs of Defence. The Defence Reform Review will take account of the decisions in the Strategic Defence and Security Review on force structures and capabilities, and considerable previous work within the Department to identify ways of bearing down on costs, seek improved value for money and greater efficiency in every aspect of Defence, particularly in the supporting areas.

2.D.18 The scope of the Defence Reform Review will be wide-ranging. In developing a new, more cost-effective model for the management of Defence, it will examine closely all the major areas of Defence: policy, strategy and finance; the Armed Forces, with a particular focus on non front-line elements; and acquisition, commercial, estates and corporate services. The Defence Reform Review will also look at a range of cross-cutting issues, such as whether the current senior rank structure across the Services is appropriate.

2.D.19 We will also review how the Armed Forces undertake the tasks of force generation and sustainability. We need to challenge some of the fundamental assumptions which drive force generation, such as tour lengths and intervals, taking into account the varying pressures on our personnel resulting from widely varying missions to see if we can update our practices and produce greater efficiency. The Single Service Chiefs will begin this review immediately, with a view to completing their work by the spring of 2011.

E. Risk

2.E.1 We have assessed the risks associated with this transition. We recognise that we will be undertaking major change, while conducting a challenging operation. The cumulative impact will impose major strains upon personnel and organisations. Some gaps in capabilities will create temporary risks and vulnerabilities, particularly where we are withdrawing one capability in advance of its successor's entry into service. And the future is uncertain, so we might need to react to the unexpected. We will manage these risks by:

- ensuring that our operations in Afghanistan are prioritised (as set out in section 2.D.1);
- maintaining our military **strategic intelligence** capability. We must be able to identify new and emerging military risks as part of our overall

approach to intelligence set out in Parts Four and Six;

- ensuring that we have **adaptable** capabilities in the maritime, land and air domains, and in our strategic enablers, contributing to a widest possible range of military scenarios;
- deepening **partnerships** so that we can manage risks and do more together when threats emerge – our focus will be on initiatives that will generate tangible operational benefits or real cost savings, not on cooperation for its own sake;
- preserving the ability to **reconstitute** our levels of military capability in areas which are currently low priority, such as heavy armour – tanks – should international circumstances change. This means both holding in reserve certain sorts of equipment not needed for current operations and – importantly – maintaining core levels of training and experience among our personnel. This would provide us with the potential for expansion in the future;
- maintaining a minimum effective **strategic deterrent** against the most extreme future threats that might emerge. Part Three sets this out in full.

Part Three

The Deterrent

3.1 The National Security Tasks and Planning Guidelines set out the need for a minimum effective nuclear deterrent as the ultimate means to deter the most extreme threats. In parallel with the Strategic Defence and Security Review we have conducted a review of our nuclear declaratory policy, and scrutinised Trident replacement to ensure value for money, including the scope for further reductions in the scale of our nuclear weapons capability. The conclusions are set out below.

The strategic context

3.2 No state currently has both the intent and the capability to threaten the independence or integrity of the UK. But we cannot dismiss the possibility that a major direct nuclear threat to the UK might re-emerge – a state's intent in relation to the use or threat of use of its capabilities could change relatively quickly, and while we will continue to work internationally to enhance mutual trust and security, we cannot rule out a major shift in the international security situation which would put us under grave threat.

3.3 Despite the success of the Treaty on the Non Proliferation of Nuclear Weapons (NPT) over the last 40 years in limiting the number of states with nuclear capabilities, large arsenals remain and the risk of nuclear proliferation continues. We cannot discount the possibility that the number of states armed with nuclear weapons might increase. Equally there is a risk that some countries might in future seek to sponsor nuclear terrorism. We must not allow such states to threaten our national security or to deter us and the international community from taking the action required to maintain regional and global security.

3.4 It is also important to recognise that the UK's nuclear deterrent supports collective security through NATO for the Euro-Atlantic area; nuclear deterrence plays an important part in NATO's overall strategy and the UK's nuclear forces make a substantial contribution.

Nuclear weapons policy

3.5 At the beginning of this Parliament, the Foreign Secretary announced a review of our nuclear declaratory policy to ensure that it is appropriate to the political and security context in 2010 and beyond. The UK has long been clear that we would only consider using our nuclear weapons in extreme circumstances of self defence, including the defence of our NATO Allies, and we remain deliberately ambiguous about precisely when, how and at what scale we would contemplate their use.

3.6 As a responsible nuclear weapon state and party to the NPT, the UK also remains committed to the long term goal of a world without nuclear weapons. We will continue to work to control proliferation and to make progress on multilateral disarmament, to build trust and confidence between nuclear and non-nuclear weapon states, and to take tangible steps towards a safer and more stable world where countries with nuclear weapons feel able to relinquish them.

3.7 We are now able to give an assurance that the UK will not use or threaten to use nuclear weapons against non-nuclear weapon states parties to the NPT. In giving this assurance, we emphasise the need for universal adherence to and compliance with the NPT, and note that this

assurance would not apply to any state in material breach of those non-proliferation obligations. We also note that while there is currently no direct threat to the UK or its vital interests from states developing capabilities in other weapons of mass destruction, for example chemical and biological, we reserve the right to review this assurance if the future threat, development and proliferation of these weapons make it necessary.

Value for money

3.8 In December 2006, the previous Government published *The Future of the United Kingdom's Nuclear Deterrent* White Paper (Cm6994). In March 2007 Parliament voted to retain a minimum nuclear deterrent based on the current Trident missile delivery system. Under the previous Government, work started on a programme to replace the current Vanguard class submarines when they leave service in the late 2020s. In May this year the Coalition programme for government stated that 'we will maintain Britain's nuclear deterrent, and have agreed that the renewal of Trident will be scrutinised to ensure value for money. Liberal Democrats will continue to make the case for alternatives'. The value for money review has now been completed.

3.9 The Government will maintain a continuous submarine-based deterrent and begin the work of replacing its existing submarines. We will therefore proceed with the renewal of Trident and the submarine replacement programme, incorporating the savings and changes set out below. The first investment decision (Initial Gate) will be approved, and the next phase of the project commenced, by the end of this year.

3.10 The review has concluded that the overall cost of the submarine and warhead replacement programmes and associated infrastructure remains within the £20 billion cost estimate foreseen in 2006 at 2006 prices. To drive value for money we will:

- defer decisions on a replacement to the current warhead
- reduce the cost of the replacement submarine missile compartment
- extend the life of the current Vanguard class submarines and re-profile the programme to build replacement submarines
- consequently, take the second investment decision (Main Gate) finalising the detailed acquisition plans, design and number of submarines around 2016
- work with British industry to improve efficiency and optimise to expected demand its capacity to build and support submarines.

As a result of our reassessment of the minimum necessary requirements for credible deterrence we will:

- reduce the number of warheads onboard each submarine from 48 to 40
- reduce our requirement for operationally available warheads from fewer than 160 to no more than 120
- reduce our overall nuclear weapon stockpile to no more than 180
- reduce the number of operational missiles on each submarine.

The overall impact of the changes identified by the value for money review will be to reduce costs by £3.2 billion, saving approximately £1.2 billion and deferring spending of up to £2 billion from the next 10 years; we expect some of the deferred spend ultimately to be translated into real savings in later years. These savings do not alter in any way the nature and credibility of the nuclear deterrent, including maintenance of Continuous At Sea Deterrence. Further detail is set out below.

Scale

3.11 The Government has concluded that we can meet the minimum requirement of an effective and credible level of deterrence with a smaller nuclear weapons capability. We will therefore cut the maximum number of nuclear warheads onboard each deployed submarine from 48 to 40. Together with improved stockpile management, that will reduce our requirement for operationally available warheads from fewer than 160 to no more than 120. We will also reduce the number of operational missiles on the Vanguard class

submarines to no more than eight. These changes will start to take effect over the next few years. This will enable us to reduce our overall nuclear warhead stockpile ceiling from not more than 225 to not more than 180 by the mid 2020s.

Replacement warheads

3.12 Since 2006, work has been progressing in order to determine the optimum life of the existing warhead stockpile and the range of replacement options. Under the 1958 UK-US Agreement for Cooperation on the Uses of Atomic Energy for Mutual Defence Purposes (the 'Mutual Defence Agreement') we have agreed on the future of the Trident D5 delivery system and determined that a replacement warhead is not required until at least the late 2030s. Decisions on replacing the warhead will not therefore be required in this Parliament. This will defer £500 million of spending from the next 10 years. We have also reached agreement with the US over the size of the missile tubes in the new submarines; this has enabled us to reduce the cost of the submarine missile compartment by up to £250 million.

Submarines

3.13 We have reviewed the scope to extend the life of the existing Vanguard class submarines and have concluded that, with sufficient investment, we can safely operate them into the late 2020s and early 2030s. This affords us the opportunity to adjust the build programme of the replacement submarines to match, reducing cost in the short-term with the aim of delivering the first new submarine in 2028. Later this year detailed design work on the new class of submarines will begin. This will provide the information needed in order to determine whether maintaining continuous at sea deterrence would require four submarines, or a fleet of only three. A decision on submarine numbers would be required at the Main Gate point of our acquisition programme, around 2016.

3.14 We have also determined that the next generation of submarines can be configured with only eight operational missile tubes, rather than the 16 on the current Vanguard class. Together with the US, we will now proceed with a common design for the missile compartment that provides that capacity.

Industry and infrastructure

3.15 The value for money work has also examined the organisations and infrastructure that support our deterrent to ensure that they are as efficient as possible. We have identified a number of areas where spending can be reduced and in some cases deferred in order to minimise expenditure. As a result, we have agreed to defer and potentially to remove over £1 billion of future spending on infrastructure over the next 10 years.

3.16 Across the whole of the nuclear defence programme we will be working closely with our industrial suppliers to improve commercial arrangements and efficiency. Under this Submarine Enterprise Performance Programme we expect to deliver substantial savings of at least £900 million over the next 10 years.

Part Four

Wider Security

4.1 The National Security Risk Assessment set out a wide range of risks. The National Security Council has enabled the Government to ensure that all parts of government are integrated in dealing with security issues.

4.2 The Risk Assessment identified wider security risks we should give greatest priority to, based upon their relative likelihood and impact. These include three of the four Tier One risks (terrorism, cyber security and civil emergencies in the form of natural hazards or accidents) as well as other important issues:

A. Terrorism
B. Instability and conflict overseas
C. Cyber security
D. Civil emergencies
E. Energy security
F. Organised crime
G. Border security
H. Counter proliferation and arms control.

4.3 In the following sections, we set out how we will put in place the adaptable approach to implementing our new set of National Security Tasks and Planning Guidelines (see Part One) to tackle these risks. In each case, we focus on the specific changes the Government will be introducing, and how these can be achieved within the available resources.

A. Terrorism

4.A.1 Terrorism is a Tier One risk in the National Security Risk Assessment. The most significant terrorist threat to the UK and its interests overseas comes from the Al Qaeda senior leadership based in the border areas of Afghanistan and Pakistan, and their affiliates and supporters. The current threat to the UK from international terrorism is judged to be Severe, meaning that an attack in this country is highly likely. The threat is becoming more diverse as groups affiliated to and inspired by Al Qaeda develop more autonomy in directing operations. As such we are likely to see a more unpredictable picture in the future, potentially with more frequent, albeit less sophisticated attacks.

4.A.2 The threat from residual terrorism linked to Northern Ireland is a growing concern. There is a calculated campaign of violence from small dissident republican groups. Despite continuing political progress, their activities have increased in the last 18 months and the security situation is unlikely to improve in the short term. There have been 37 attacks this year, compared with 22 in all of 2009. The ongoing recruitment of experienced terrorists and a younger generation will contribute to a continued high level of threat in Northern Ireland, as well as in Great Britain where the threat level was recently raised from Moderate to Substantial, meaning that an attack is a strong possibility.

4.A.3 While we cannot eliminate terrorism, we can reduce the risk to the UK and our interests overseas. The National Security Tasks and Guidelines in Part One set out an approach that tackles terrorism at every stage and integrates our domestic and overseas work: pursuing terrorists through assessed intelligence, investigations and disruptions in the UK and overseas; preventing people from becoming terrorists; and protecting critical national infrastructure and crowded places. In the event of an attack we can ensure we are prepared by having robust crisis management measures in place.

4.A.4 Following a rigorous analysis of our current approach, this section sets out the specific changes we will make to our counter-terrorism work. We will continue to give high priority to counter-terrorism compared to other areas of national security, and public policy more generally. We will therefore ensure that our key counter-terrorism capabilities are maintained and in some areas enhanced. We will:

- continue to prioritise the counter-terrorism elements of policing. We will maintain core capabilities in counter-terrorism policing which are crucial to countering the threat from terrorism, while introducing efficiency savings. These efficiency savings will be achieved by greater prioritisation of policing efforts, the reorganisation of headquarters and wider police reform. The Home Office has worked closely with the police to ensure that resources can be adapted to changing demands and, where appropriate, to identify areas for savings;
- continue to invest in a range of covert intelligence capabilities to enable us to identify, investigate and disrupt terrorist activity at the earliest possible stage. The intelligence community will work together to achieve this, including the Security Service leading investigations in the UK, the Secret Intelligence Service (SIS) using its global network to provide insights into terrorist activity overseas and the Government Communications Headquarters (GCHQ) bringing its technical and analytical capabilities to bear;
- deliver a safe and secure Olympic and Paralympic Games in 2012. We have been able to identify some efficiency savings that will ensure that this programme is as cost-effective as possible;
- continue to support the devolved institutions of Northern Ireland, which are endorsed by the people of Northern Ireland. Alongside our objective for wider social, economic and political progress in Northern Ireland we will pursue and develop a strategy to tackle the threat from terrorism. We will work with the devolved administration and the Irish Government to defeat the terrorists who threaten stability and prosperity. We will publish any changes to the threat assessment in the interests of transparency and to encourage vigilance.

4.A.5 We have identified areas in which we need to adapt our strategy for countering international terrorism (CONTEST) in order that our approach is proportionate, focussed and effective. We will:

- review our most sensitive and controversial counter-terrorism and security powers and, where possible and consistent with protecting the public, provide a correction in favour of liberty. This is being undertaken as part of a broader programme of work to enhance our civil liberties. We expect to amend some of the powers which have been developed since 9/11 where doing so will make them more effective and less intrusive;
- reform the counter-radicalisation workstream of the CONTEST strategy. We will review this area, with a view to separating it much more clearly than before from general communities policy. The Department for Communities and Local Government will work to encourage a more integrated society, separate from CONTEST, while the Office for Security and Counter-Terrorism (based in the Home Office) will be responsible for a more focussed Prevent Strategy. The Foreign and Commonwealth Office (FCO) will continue to focus on counter-ideology and counter-radicalisation overseas, in regions that pose the greatest threat to the UK;
- enhance the firearms capabilities of police armed response units this year, and support their work with specialist military units to

Implications of the Strategic Defence and Security Review for intelligence

Our adaptable approach to national security will require that our intelligence capabilities continue to support our core military, diplomatic, security and domestic resilience requirements and our economic prosperity, boosting our ability to meet objectives in all of the National Security Tasks and Planning Guidelines. We need to maintain flexible capabilities to respond to changing pressures and priorities.

The UK's intelligence community includes the three security and intelligence agencies – the Government Communications Headquarters (GCHQ), the Secret Intelligence Service (SIS) and the Security Service – as well as Defence Intelligence (DI), the Joint Intelligence Committee (JIC), the Joint Terrorism Analysis Centre (JTAC) and intelligence staff in other government departments, all operating within a strict legal and oversight framework.

As a result of the decisions taken in the Strategic Defence and Security Review, the intelligence agencies will be able to continue to invest in counter-terrorism capabilities as well as other key national security objectives like countering proliferation. It also provides a sufficient technical platform for the cyber security programme. To allow us to focus on these highest priorities at a time of constrained responses, as well as meeting the challenge of keeping pace with technological developments, and the specific requirements of Olympic security, we will increase the pace of the programme of savings achieved through joint working within the UK intelligence community and reduce effort in some areas deemed lower priority by the National Security Council and the Joint Intelligence Committee.

Our intelligence capabilities will support the increased emphasis on **identifying threats and opportunities early**, shaping developments and preventing threats from emerging. Operating flexibly, we will:

- focus intelligence collection and assessment on providing strategic insight and understanding, to inform policy and decision-making
- provide early indications and warnings of the intentions of hostile or potentially hostile state and non-state actors, and insights into their capabilities
- work to identify the scope and scale of terrorist and weapons proliferation networks, which can inform efforts to disrupt them, including work with allies to interdict illegal shipments
- carry out investigations into terrorist activity, from early attempts to radicalise through to detailed attack planning
- maintain our ability to provide timely technical assessments of emerging weapons systems and technologies, to inform defence planning and the defence equipment programme.

While the focus will be on prevention, the intelligence community will also maintain its ability to **respond to more developed threats**. We will:

- retain the ability to collect and assess strategic and tactical intelligence to inform immediate policy decisions
- provide intelligence support to military and police operations
- improve our intelligence support to crisis management, e.g. in hostage situations
- maintain integrated intelligence support to the diplomatic and military effort in Afghanistan and the wider region.

Intelligence **relationships with overseas partners**, based on shared security interests, will continue to be mutually beneficial. We will:

- continue to develop our most significant bilateral intelligence relationship with the US, and the 'Five Eyes' cooperation with the US, Australia, Canada and New Zealand
- further expand our relationships with other partners with whom we have shared security interests, through joint operations and intelligence exchange, both in Europe and more widely
- share all-source intelligence assessments, terrorism threat assessments and security advice with and through multi-national organisations, including NATO and EU member states
- work with newer intelligence partners to help them to develop their capacity and skills, to improve our combined effort.

increase the effectiveness of the response in the event of a terrorist firearms attack in the UK. We will train a greater number of police officers to be able to respond to an attack, enhance training for existing firearms officers, increase the number of armed response vehicles and introduce measures to improve joint working between police, fire and ambulance services to deal with the particular challenges of evacuating casualties during a firearms incident;

- put in place new measures to reduce the vulnerability of the UK to terrorist use of new kinds of unconventional materials. We will do this through improved protection and preparedness measures, including the deployment of improved detection capabilities and investment in medical counter-measures;
- introduce a programme to preserve the ability of the security, intelligence and law enforcement agencies to obtain communication data and to intercept communications within the appropriate legal framework. This programme is required to keep up with changing technology and to maintain capabilities that are vital to the work these agencies do to protect the public. Communications data provides evidence in court to secure convictions of those engaged in activities that cause serious harm. It has played a role in every major Security Service counter-terrorism operation and in 95% of all serious organised crime investigations. We will legislate to put in place the necessary regulations and safeguards to ensure that our response to this technology challenge is compatible with the Government's approach to information storage and civil liberties.

B. Instability and conflict overseas

4.B.1 Recent experience has shown that instability and conflict overseas can pose risks to the UK, including by creating environments in which terrorists and organised crime groups can recruit for, plan and direct their global operations. Groups operating in countries like Somalia and Yemen represent a direct and growing terrorist threat to the UK; criminal gangs use West Africa for smuggling goods into the UK; and conflicts overseas disrupt our trade and energy supplies. A lack of effective government, weak security and poverty can all cause instability and will be exacerbated in the future by competition for resources, growing populations and climate change.

4.B.2 A key principle of our adaptable approach (set out in Part One) is to tackle threats at source. We must focus on those fragile and conflict-affected countries where the risks are high, our interests are most at stake and where we know we can have an impact. To help bring enduring stability to such countries, we will increase significantly our support to conflict prevention and poverty reduction. We will deliver this support through an **integrated approach** that brings together our diplomatic, development, defence and intelligence resources. Specifically, we will:

- provide clearer direction with a greater focus on results through the new Building Stability Overseas Strategy to be published in spring 2011;
- enhance the UK's system of early warning for countries at risk of instability to ensure that our response is timely, appropriate and informed by the UK national interest;
- increase Official Development Assistance (ODA) to 0.7% of Gross National Income (GNI) by 2013. The main objective of ODA is, and will continue to be, the economic development and welfare of developing countries, with all UK ODA remaining fully consistent with OECD rules. By using 30% of ODA to support fragile and conflict-affected states and tackle the drivers of instability we will help some of the poorest countries in the world address the root causes of their problems, build more responsible and accountable governments and strengthen security and justice overseas;
- direct more non-operational defence engagement overseas towards conflict prevention, security sector reform and capability building in priority countries, including through: establishing new training teams; running joint exercises; attaching senior civilian policy advisers to foreign defence

ministries, and increasing our arms control engagement so as to promote regional stabilisation and reduce the risk of conflict;

- create a larger Conflict Pool by increasing funding from £229 million in 2010/11 to around £300 million by 2014/15. This will enable us to plan our conflict prevention work several years ahead, and to deliver more cross-government support to long-term conflict prevention and stabilisation programmes, for example in security sector reform, justice and institution building;

Supporting fragile states

The needs of fragile and conflict-affected states are among the greatest. None has met a single Millennium Development Goal. They also present significant challenges to delivering aid effectively. Instability, weak government and poor security all impede a country's development.

We have learned important lessons about what works best in these environments: we must address the root causes of conflict and fragility; support an inclusive political system which builds a closer society; and strengthen the Government's ability to deliver security, justice and economic opportunity. That requires marshalling our development programmes, alongside our diplomatic effort and defence engagement. And we know that we must be prepared to innovate.

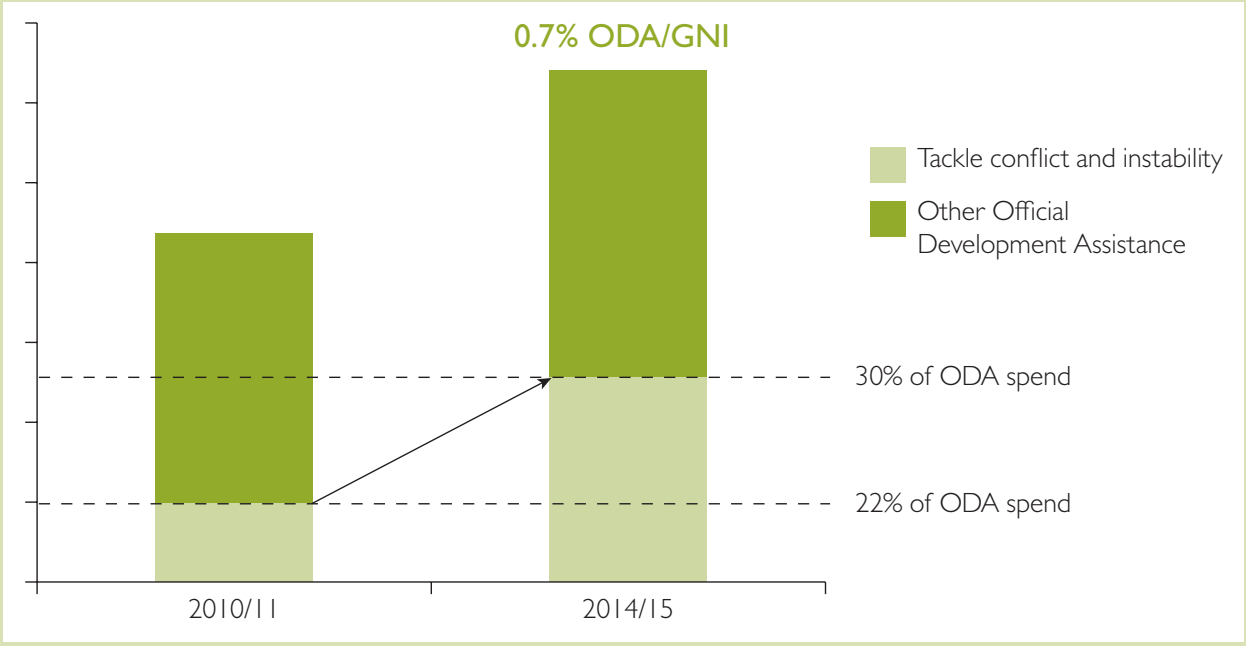
We are putting this into practice in Afghanistan. The UK-led Provincial Reconstruction Team in Helmand Province brings together all relevant UK departments, including DFID, FCO and MOD, in support of the Afghan Government. After 30 years of war, local government had effectively collapsed so Helmandis had no access to clean water, basic healthcare, education or justice. Building on the improved security provided by international and, increasingly, Afghan forces the Provincial Reconstruction Team has helped: rebuild schools, roads, water and electricity supplies; support new district governors in 11 of Helmand's 14 districts; and establish four elected community councils.

Early interventions can reduce the likelihood of prolonged instability and suffering and prevent the need for a more expensive solution. In 2001, the Ohrid Framework Agreement brought to an end the armed conflict between the ethnic Albanian National Liberation Army (NLA) and Macedonian security forces. NATO then deployed a short, 30-day mission to help embed the peace by monitoring the disarmament of the NLA and destroying their weapons. It has been estimated that early intervention by the international community cost £0.3 billion but saved an estimated £14.7 billion had the conflict escalated.

Similarly, in 2007, Kenya's election triggered widespread violence for two months. The UK led international support for the peace process which sought to address this. The Conflict Pool provided rapid funding for Kofi Annan's successful mediation and for essential electoral reforms. At the same time DFID, FCO and MOD implemented a jointly planned programme of support. This recently culminated in a peaceful referendum on constitutional change with the potential to deliver much improved governance.

Official Development Assistance

This year, approximately £1.9 billion, around a fifth of UK ODA, will support fragile and conflict-affected states, and tackle the relevant drivers of instability. This includes large, long term development programmes through to targeted, ODA-eligible projects to prevent or deal with conflict, drugs, crime and human rights abuses in developing countries. Such spending supports both poverty reduction and UK national security. Increasing it to 30% of ODA means we could double the amount spent on such activities by 2014/15.



- expand the remit of the joint Stabilisation Unit so that it can draw on our 1,000-strong pool of civilian experts from across the public, private and voluntary sectors to help prevent conflict and instability as well as support the UK's response to crises when they occur. As part of this, we will examine how best the Stabilisation Unit can be positioned to support NSC priorities;
- bring military and civilian expertise together in new Stabilisation Response Teams. These joint teams, with expertise tailored to the operational environment, will be brought together when needed to deploy at short notice anywhere in the world where an integrated UK response is needed. The teams will further expand Stabilisation Unit capability to work in both conflict prevention and crisis response. So from April 2011, the Government will have an enhanced capability to support a range of activities: from assessing an emergent crisis, to building government capacity through to post-conflict stabilisation;
- ensure that the Armed Forces' advisory, operational, influencing and training capabilities are better coordinated in support of the overall integrated approach and Stabilisation Response Teams in particular;
- share facilities in priority locations, with Ambassadors and High Commissioners leading in-country coordination, to maximise our overseas presence and enhance joint working. For example, in Afghanistan, representatives of the FCO, DFID, MOD and Home Office are already co-located and work to common goals driven by the National Security Council;
- accelerate our response time by cutting bureaucracy. Instead of three separate structures dealing with conflict, peacekeeping and stabilisation, we will establish a single, cross-government board to deal with conflict overseas. This will help shape the overall approach to conflict issues, while giving lead responsibility for delivering results to our posts overseas. By giving posts greater control over

their resources they will have more flexibility to respond quickly to unfolding events.

C. Cyber security

4.C.1 The risks emanating from cyber space (including the internet, wider telecommunications networks and computer systems) are one of the four Tier One risks to national security (set out in the National Security Strategy). These risks include hostile attacks upon the UK from other states, potential shortcomings in the UK's cyber infrastructure, and the actions of cyber terrorists and criminals (see box below). But cyber space also creates opportunities for the UK Government and British businesses, which will derive benefits from the protection that effective cyber security measures bring to the UK economy. These threats and opportunities are likely to increase significantly over the next five to 10 years, as our dependence on cyber space deepens.

4.C.2 The rapidly changing nature of these threats and opportunities to the UK demonstrates the need for a flexible cyber security response, in line with the principles of our adaptable posture and the National Security Tasks and Planning Guidelines. That response must be led by government, but in doing so we must leverage the knowledge and resources of the private sector – including those parts of the private sector that own and operate large elements of the critical cyber infrastructure.

4.C.3 The Government will introduce a transformative national cyber security programme to close the gap between the requirements of a modern digital economy and the rapidly growing risks associated with cyber space. The National Cyber Security Programme will be supported by £650 million of new investment over the next four years, working to one national programme of activity with supporting strategies in other departments. Successful delivery of this transformative programme also depends on the critical role that the private sector has to play; our relationship with them must reflect a genuine partnership where policy is co-designed so that a credible national response can be delivered. Through this programme, we will:

- overhaul the UK's approach to tackling cyber crime. We will create a single point of contact where the public and businesses can report cyber crime. We will also introduce a new programme of skill development, to ensure that those involved in combating cyber crime have the knowledge required to identify, understand and tackle the threat. And the Home Office will publish a new National Cyber Crime Strategy in late autumn 2010, drawing on expertise across government;
- address deficiencies in the UK's ability to detect and defend itself against cyber attack – whether from terrorists, states, or other hostile actors. This will include (i) improving our ability to deliver cyber products and services; and (ii) enhancing our investment in national intelligence capabilities, focussing on the UK's centre for cyber security operations at GCHQ, working in cooperation with other government departments and agencies. These two elements provide the foundation for all our activities in cyber space, including safeguarding sensitive government and military communications;
- create a new organisation, the UK Defence Cyber Operations Group, to mainstream cyber security throughout the MOD and ensure the coherent integration of cyber activities across the spectrum of defence operations. This will give MOD a significantly more focussed approach to cyber, by ensuring the resilience of our vital networks and by placing cyber at the heart of defence operations, doctrine and training. We will also work to develop, test and validate the use of cyber capabilities as a potentially more effective and affordable way of achieving our national security objectives;
- address shortcomings in the critical cyber infrastructure upon which the UK as a whole depends, both to tackle immediate weaknesses in security and to ensure that we maintain access to a trusted industrial base. This programme of work will focus on ensuring that online public services are secure, and that additional support is given to key UK industries and those critical networks owned and operated by private companies (for example within the energy sector). Partnership with industry will be key to ensuring value for money. In addition, strategic leadership and regulatory oversight will be

provided by a new Cyber Infrastructure Team within the Department for Business, Innovation and Skills (BIS);

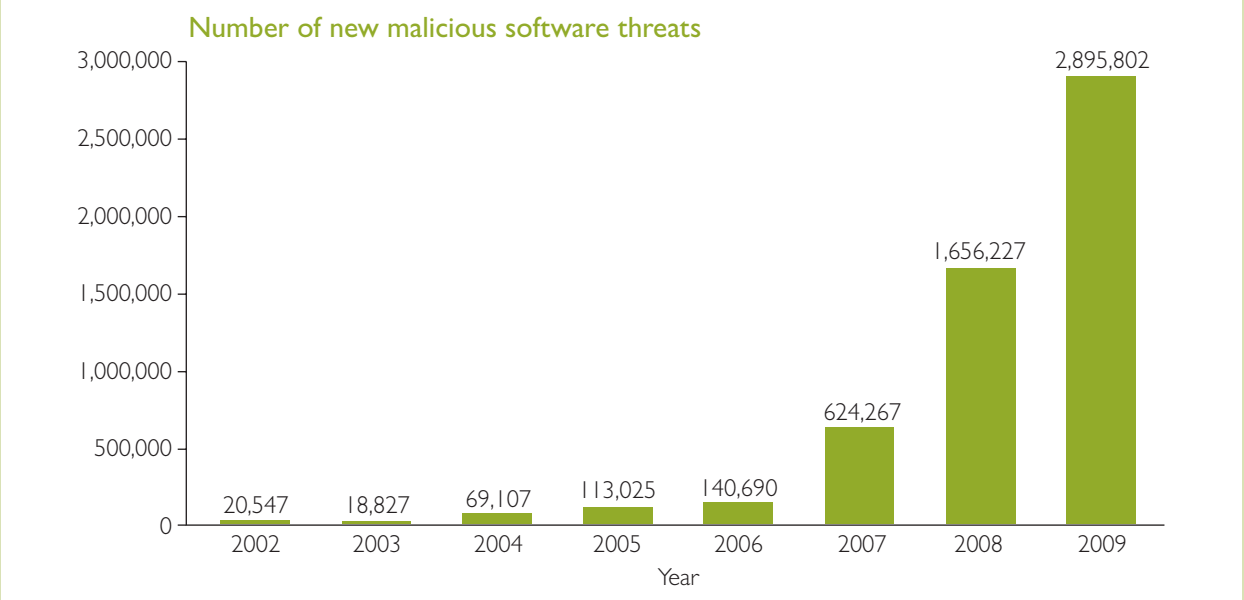
- sponsor long-term cyber security research, working closely with the Research Councils, the private sector and others to build and maintain excellence in this area;
- introduce a new programme of cyber security education and skills in order to foster a more preventative approach to cyber security throughout the UK. Simple, common sense security measures available to ordinary citizens and businesses would make a major difference if used widely. This programme will focus on awareness-raising to help encourage safe and secure online behaviour among the UK public (for example, through increased investment in Get Safe Online), as well as securing growth in skills for the future;
- continue to build our cyber security alliances, including through the already strong relationship with the US and the establishment of new relationships with like-minded nations. We are working on a comprehensive UK-US Memorandum of Understanding to enable us to share information and plan and conduct operations jointly in the cyber domain (see Part Five). We will also undertake capacity building with partner countries to ensure that, where we have key national interests at stake, minimum standards of cyber security are being met. We will continue to engage constructively in international political and technical fora to shape standards and norms in a way that protects our vital interests in cyber space;

The threat from cyber crime

A third of the world's population now uses the internet, which has become a pervasive aspect of global commerce, communications and entertainment. But as global dependence on cyber space continues to grow, so have the opportunities for criminals to take advantage of shortcomings in cyber security.

While it is impossible to put a precise figure on the direct and indirect financial losses caused by cyber criminals, we do know that the problem is growing progressively worse. For example, we know that:

- criminal groups have already registered over 9,500 Olympic Games-related web addresses
- there was a 14% increase in online banking losses between 2008 and 2009
- 51% of all the malicious software threats that have ever been identified were identified in 2009 (see graph below showing the rise of this expanding form of cyber crime).



- establish a programme management office within the Office of Cyber Security and Information Assurance (in the Cabinet Office) to oversee, priortise and coordinate the centralised funding and implementation of this transformative National Cyber Security Programme;
- bring together the specific changes highlighted above in a new Cyber Security Strategy, to be published in spring 2011.

D. Civil emergencies

4.D.1 Civil emergencies, including natural disasters, major accidents and malicious acts, can threaten serious damage to the welfare of British citizens or the environment. Two of the risks of greatest concern are terrorism and cyber crime (discussed in more detail in the sections above). But the highest risk category includes a severe influenza pandemic and major coastal or tidal flooding which, if they were to occur, would have a significant impact on the UK, threatening the lives of citizens and damaging the economy. Risks related to all kinds of civil emergency are likely to remain at similar levels to now over the next five years, but the longer term prospects are that the likelihood and impact of some natural hazards will increase with changes in the climate.

4.D.2 The National Security Tasks and Planning Guidelines set out a cross-government approach to tackling civil emergencies, from horizon scanning to the identification of emerging risks, crisis management capabilities and the enhancement of the local and national response to emergencies. It also sets out a range of requirements that fall principally to the private sector. In line with this approach, we will be introducing a number of changes. Specifically, we will:

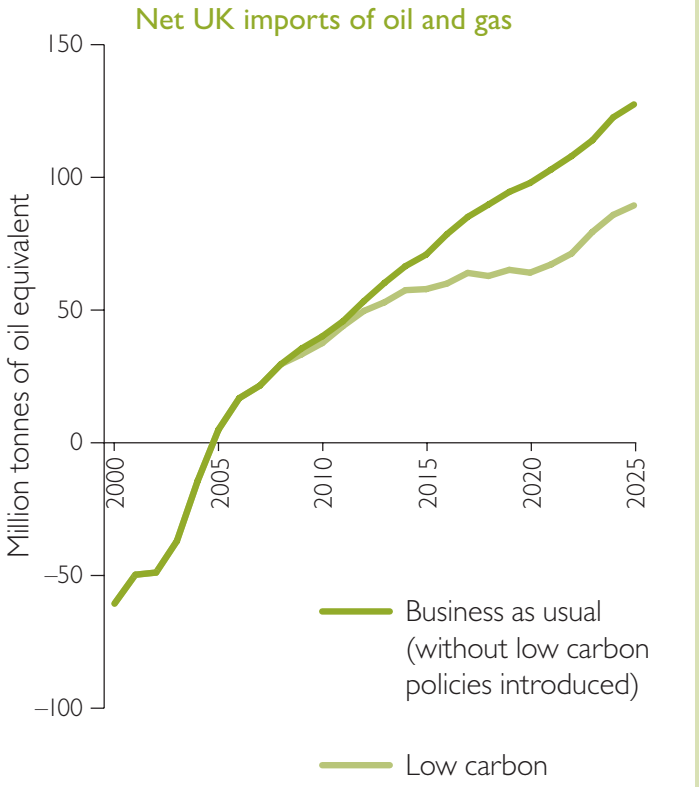
- change the relative focus of our civil emergencies work, so that we are better prepared for the highest priority risks to the UK. The top three civil emergency risks are: terrorist attacks using unconventional materials (see section 4.A above); major tidal or coastal flooding; and a severe influenza pandemic;
- reinforce measures to improve preparedness for these top three priority risks. We will continue our extensive programme to improve flood preparedness, including through an enhanced water rescue capability and building on the new National Flood Emergency Framework published in July 2010. We will test our preparedness through a major exercise ('Exercise Watermark') in March 2011. In relation to an influenza pandemic, we will review plans over the next year, which will include new measures identified as necessary following last year's H1N1 swine flu pandemic;
- develop the work of the National Resilience Capabilities programme to build generic capabilities to deal with a wide range of high likelihood and medium impact risks in the National Risk Assessment, and continue to focus attention within the programme on meeting realistic targets for key priority capabilities;
- focus on building community resilience to civil emergencies, in recognition of the fact that individuals, community and voluntary sector groups and local businesses are better placed than government to understand and respond to the needs of the local community before, during and after an emergency. This will be part of the Government's broader Big Society agenda. It will see the introduction of a new strategic national framework and a range of public information products. These will empower communities and local practitioners to work more effectively together;
- support small and medium-sized enterprises, which may suffer disproportionately from civil emergencies and have a potentially significant contribution to make to the resilience of communities and essential services, to improve their business continuity by introducing a new corporate resilience programme;
- establish a new Infrastructure Security and Resilience Advisory Council, which will significantly enhance cooperation between public sector bodies and private sector providers of national infrastructure (for example in the water, telecommunications, and civil nuclear industries) and improve their resilience to all kinds of hazard and threat, particularly with regard to cyber attacks;

- enhance arrangements for response and crisis management. We will strengthen the Crisis Management Capability within the Cabinet Office (see Part Six). We will also continue to improve the capability and capacity of local responders to handle emergencies, including by clarifying their duties under the Civil Contingencies Act, improving resilient telecommunications and the ability of the emergency services to work together during emergencies. We will increase the information available to help those who want to improve their ability to respond to emergencies. We will also develop arrangements for warning and informing members of the public in an emergency: for this we will evaluate options for improved national public alert systems for use in major emergencies.

E. Energy security

4.E.1 The UK faces a range of risks related to our ability to access secure, diverse and affordable supplies of energy, which are essential to economic stability and growth. These include political instability in key energy countries, insufficient investment in states that supply energy, and imperfections in the functioning of global and UK markets. As the box below suggests, these risks are likely to intensify over the coming years, due to our growing dependence on imports of fossil fuels at the same time that global demand and competition for energy is increasing.

The UK's increased reliance on imports of oil and gas



Falling UK production of oil and gas, coupled with sustained demand, will make us increasingly reliant on fossil fuel imports. Without low carbon policies ('business as usual' on the graph), net oil and gas imports will rise rapidly. Our low carbon policies can help us reduce this demand and encourage other countries to do the same, but as the graph shows, we will still need to import considerably more in the future than we do at present. This is why we need to deepen engagement with energy producers, both bilaterally and in multilateral forums, to encourage investment in necessary transitional oil and gas, enhance price stability, promote low carbon growth and improve the reliability of energy supplies. The latter will involve ensuring that business and political conditions support key infrastructure projects, including pipelines to bring gas from the Caspian region to the EU, and the North Sea Electricity Grid to allow greater electricity trading with northern European countries. Ensuring our imports are from a diverse range of sources can increase resilience by reducing the risk of any single disruption significantly affecting UK supplies.

4.E.2 The National Security Tasks and Planning Guidelines provide for resilient supply and distribution systems across all sectors of critical national infrastructure, but because of the relative importance of energy security, this section focuses principally on the specific changes that we will introduce in this area. In particular, we will:

- give energy a higher priority in UK foreign policy. We will reprioritise bilateral diplomatic relationships, giving key supplier states a stronger focus. We will strengthen our support for UK companies working overseas to increase the availability of energy supplies and to take advantage of business opportunities. We will also work with states and groupings of countries that use the most energy – for example, US, China, India, Russia and the EU – in support of actions that reduce their oil and gas demand;
- work with the EU, the International Energy Agency and other international institutions to take forward UK priorities, such as improving energy infrastructure, promoting effective energy market mechanisms, encouraging energy efficiency and the deployment of low carbon technologies. A particular priority for progressing these objectives will be the forthcoming EU Energy Strategy for Europe. We will also work to enhance oil price stability – which will improve affordability for UK consumers – by influencing G20 activity and agreeing a new International Energy Forum Charter to strengthen the dialogue between consumer and producer states;
- work overseas, using diplomatic, military, intelligence and economic activity to mitigate disruption to the transit of energy supplies, including by utilising the early warning capabilities within the new National Maritime Information Centre to monitor maritime supply lines and critical national infrastructure (see section 4.G below). We will take a risk-based approach to the prioritisation of projects that support the protection of partner countries' infrastructure and networks;
- put in place measures to improve the functioning of domestic energy markets. The Office for Gas and Electricity Markets (Ofgem) will be given new powers to enable them to collect commercial plans over winter, when energy demand peaks. We will also give Ofgem, in the forthcoming Energy Bill, the power to sharpen commercial incentives for energy supply companies to meet their contractual supply obligations in a gas supply emergency; remove unnecessary obstacles to investment in nuclear power, such as planning barriers, so that energy companies can come forward to build new nuclear power stations without public subsidy;
- introduce measures to promote low carbon energy and energy efficiency, including through a new 'Green Deal' to reduce household energy demand and the establishment of a 'smart grid' which will improve the interaction between generators and consumers of electricity to deliver more sustainable, diverse and secure supplies;
- establish stronger measures to ensure the resilience of energy infrastructure. The Home Office, MOD and the Department for Energy and Climate Change (DECC) will produce a policing strategy for critical national infrastructure, which will explore the potential benefits of aligning policing at these locations, including civil nuclear sites. DECC will report to the National Security Council on the management of civil nuclear material stocks and will provide both a comprehensive assessment of the risks and threats to safety and security at civil nuclear sites as well as proposals for future actions the Government may take. The Nuclear Decommissioning Authority will continue to take forward the clean up and decommissioning of the civil nuclear legacy sites;
- reform Whitehall processes to ensure we act efficiently and effectively to address energy security concerns and ensure a stronger cross-departmental approach (as set out in Part Six). This will include the Secretary of State for Energy and Climate Change taking lead responsibility for energy security on the National Security Council. He will be supported in this task by the International Energy Committee, jointly chaired by DECC and FCO;
- strengthen the delivery of energy security objectives by more robust reporting and monitoring, including by putting in place a

transparent set of energy security indicators in which the Government and its partners can have confidence;

- improve the Government's ability to consider and tackle the range of risks associated with other resources, such as key mineral components important for particular industries (e.g. rare earth metals which are crucial for some low carbon technologies), water and food. These risks may arise as a result of competiton for resources among or within other countries, but nevertheless impact on the UK's national security. This will involve improving the Government's ability to understand and respond to the national security impacts of climate change, which may exacerbate existing security threats. The FCO, reporting to the National Security Council, will take responsibility for coordinating work relating to these security impacts of climate change and resource competition (see Part Six).

F. Organised crime

4.F.1 Organised criminal activity poses a significant and persistent threat to the UK public and economy. At present, there are around 38,000 individuals involved in organised crime affecting the UK, costing the economy and society between £20 billion and £40 billion per annum. It is likely that the threat from organised crime will increase over the next five years, in particular as new technologies make it easier for criminals to hide or disguise their communications and exploit new opportunities.

4.F.2 The National Security Tasks and Planning Guidelines set out the high level cross-departmental core requirements for addressing organised crime, including through the provision of law enforcement capabilities targeting the most harmful organised criminal groups.

4.F.3 In order to fulfil these requirements, we will need to change our overarching approach to tackling organised crime. There will be a particular need to ensure that the resource allocated to tackling organised crime is used as efficiently and effectively as possible. The changes that will help to put in place this new approach, which will be driven by the revised UK Threat Assessment, are set out below and will be brought together in the forthcoming Organised Crime Strategy. Specifically, we will:

- establish a powerful new National Crime Agency (NCA) which will lead the operational fight against organised crime, addressing one of the main problems with current arrangements: the absence of a national tasking and coordinating structure. The NCA will build a more comprehensive picture of actionable intelligence and provide effective national tasking and coordination of police assets, and will ensure more law enforcement activity takes place against more organised criminals, at reduced cost, by prioritising available resources in a more efficient and effective manner. It will also strengthen border policing arrangements (see following section). Our ambition is for the NCA to come fully into being in 2013, although some key elements of its functions may be operational before then. The Home Office has established a programme which will work with partners to develop proposals on the NCA's jurisdiction, scope and governance arrangements;
- create a body with a specific function to fight economic crime, to strengthen the response to organised fraud against individuals and businesses. This will help prevent fraud, by tackling the criminal activity itself. It will also allow us to maximise our ability to disrupt the fraudsters, seizing or freezing their profits and using all civil and criminal justice tools at our disposal;
- explore the potential synergies between our organised crime and counter terrorism policing business support and operational capabilities. The aim will be to maximise the effectiveness and efficiency of our overall effort and spend against organised crime and terrorism, without diluting the focus on either. The Home Office will also undertake an analysis of the potential overlap between organised crime and terrorism in some key strategic areas including fragile and failing states and with regard to money laundering activities;
- increase the effectiveness of our asset recovery mechanisms, improving our ability to recover assets held abroad, and resolve blockages in the criminal justice system. We will also explore more targeted and efficient use of asset denial

which is a significantly more cost effective way of depriving criminals of access to their finances;

- introduce a new system for prioritising and planning where we target organised crime overseas, to ensure that when we do act, we focus on those criminal groups which are having the greatest impact on the UK. This will be conducted through stronger strategic prioritisation and coordination centrally. We will ensure that our diplomatic posts coordinate the overseas responses at a strategic level, and we will maximise the efficiency and effectiveness of our operational assets overseas, by aligning and concentrating our existing overseas liaison assets against commonly agreed requirements. We will also better align overseas organised crime-fighting capacity building with development programmes on governance and security.

G. Border security

4.G.1 The UK's border is the gateway for travel and trade. Last year, more than 220 million people and 450 million tonnes of freight passed through our ports and airports. But individuals, groups and states also move resources and people illicitly for the purposes of criminal, terrorist and other hostile acts. The projected increase in cross border passenger journeys (up 70% by 2030), freight volumes and the use of ever-more sophisticated technologies by those with malicious intent is likely to raise these risks in the future. That is why border security is identified as an important national security concern within the National Security Risk Assessment and why we have a comprehensive border protection framework provided by the UK Border Agency, police and other agencies.

4.G.2 To address these risks, the National Security Tasks and Planning Guidelines set out the cross-departmental requirements, including a specific requirement for the border agencies to protect the UK by strengthening border security. Many other Tasks and Guidelines, in particular those relating to organised crime and terrorism, are also dependent on effective border security and regulatory controls.

The e-Borders programme

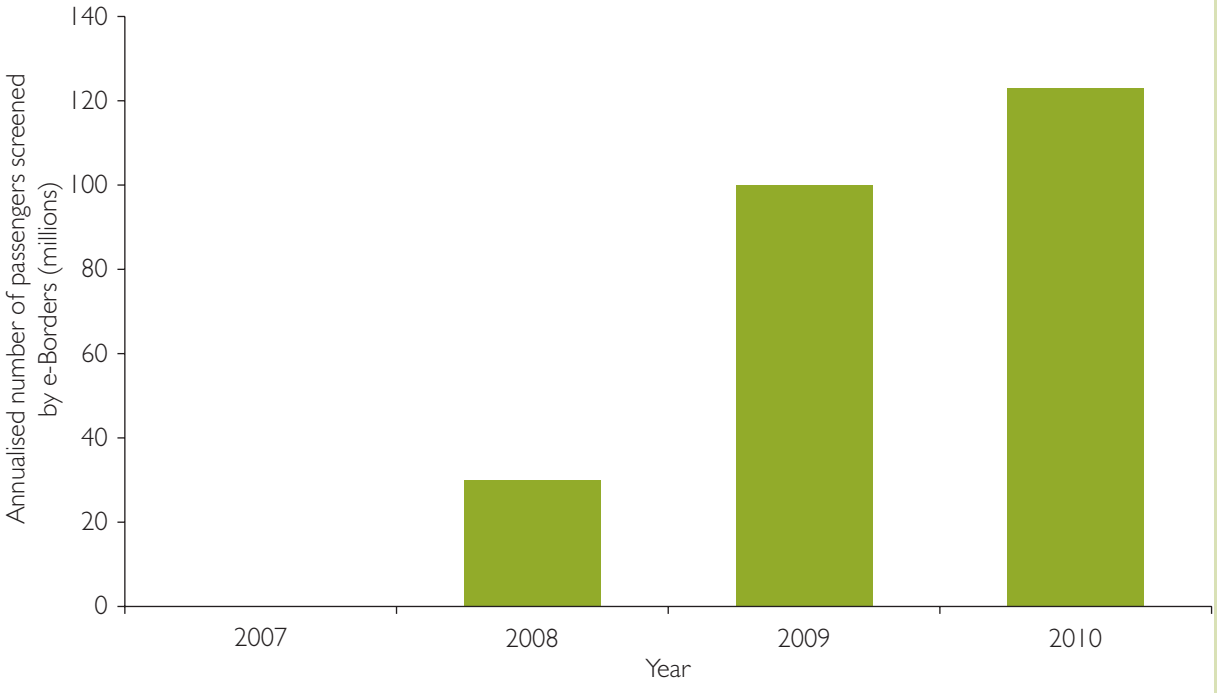
e-Borders is a system which electronically collects and checks individual passenger details against UK police, security and immigration watch lists. It is a key element of our strategy to deliver robust border controls and it supports our national counter-terrorism strategy. It helps to reduce the threat of terrorist attacks, to disrupt cross border crime and to prevent abuses of the immigration system. e-Borders enables the UK Border Agency, police and other agencies to target and identify in advance persons of interest entering or leaving the UK and plan interventions. It currently analyses the details of over 123 million passengers travelling into and out of the UK every year (see graph overleaf). The e-Borders system has provided the capability to undertake checks electronically both earlier and against more comprehensive watchlists than was previously possible. This has led to more than 7,200 arrests for crimes including murder, rape and assault. It has also helped track individuals connected to counter-terrorist investigations; led to fake British passports being impounded; the seizure of illegal drugs and illicit tobacco; the identification of smugglers and people traffickers; and immigration offenders refused entry or deported.

The effectiveness of the programme is best shown in its application to specific cases. Last year a British man was wanted by the police after fleeing to Thailand because, while employed as a tax advisor, he had transferred over £1.8 million from the account of an elderly care home resident over a five year period. He attempted to return to the UK in July and was identified by e-Borders. The police were alerted and the man was arrested on his arrival, convicted and sentenced to seven and a half years' imprisonment.

4.G.3 In order to meet these Tasks and Guidelines, we will make a number of changes to ensure that our future activities are efficient and cost-effective. That means introducing new technologies to automate high volume processes; making structural changes to reduce operating costs and reduce duplication; and, where appropriate, making use of the private sector. We will also focus our efforts on where we can act most efficiently and effectively to secure our borders – which might mean taking action overseas, in our territorial airspace or waters, at the UK's physical border or within the UK itself. Specifically, we will:

- establish a Border Police Command within the new National Crime Agency (see section 4.F), which will enable us to develop and execute a single, coherent strategy for border security. The Border Police Command will also coordinate multi-agency tasking, which will strengthen border policing arrangements, improve immigration controls and help in the response to organised crime;
- prioritise activity overseas to tackle threats before they reach us through capacity building in law enforcement in high risk countries and by closer working between those agencies responsible for security and safety. This means better aligning the work of a range of organisations, including the UK Border Agency, Serious Organised Crime Agency, HM Revenue and Customs, Department for Transport, Ministry of Defence and Foreign and Commonwealth Office, on intelligence and operational activities abroad and, where appropriate, with foreign governments to ensure a stronger and more interoperable approach to border security;
- strengthen our visa process by widening the checks carried out on visa applicants and their sponsors against information held by government departments in the UK and in other countries. We will also make changes to pre-departure checks to identify better the people who pose a terrorist threat and prevent them flying to or from UK;

Levels of passenger screening by e-Borders in advance of travel*



* Information used by e-Borders has been checked at the border for many years. e-Borders enables this information to be checked against watchlists in advance of travel to help reduce the threat of terrorism, crime and immigration abuse, and facilitate legitimate travel and trade.

- use technological improvements to address border security risks better. We will modernise our ability to use biometrics to protect our borders by developing a faster, more accurate, more resilient system; e-Borders is a key element of our overarching strategy as it enables us to target the most harmful individuals (see box) and supports the development of our biometric capability and our ability to undertake effective exit checks as passengers leave the UK. We are committed to enhancing e-Borders capabilities to ensure that we can progress this project in a timely and cost-effective way;
- work for an EU Passenger Name Record Directive to provide an unambiguous EU legal framework for the collection of passenger data, which will enable the UK to share passenger data for journeys between EU member states as well as travel to and from the EU from other countries. Passenger Name Records, together with Advance Passenger Information, provide details of travellers as part of an early warning system for the border agencies and police before they travel;
- create a multi-agency National Maritime Information Centre (NMIC), which will – for the first time – provide the UK with a comprehensive picture of potential threats to UK maritime security, in UK national waters. It will then build links with international partners to allow the UK to develop a global maritime picture. Among other benefits, the NMIC will provide the Government with a single picture of maritime activity, bringing together intelligence and monitoring carried out by the UK Border Agency, Coastguard, Police, Royal Navy, Foreign and Commonwealth Office, Marine Management Organisation and other agencies. It will be set up at a cost of £450,000;
- adopt a stronger and more focussed cross-departmental approach to improving aviation security. This will involve modernising the regulatory regime and looking at ways in which policing, passenger screening and border controls might be better integrated, to drive up security standards and improve the passenger experience. To assist this, we will also fund work under the INSTINCT programme to identify and help develop innovative ways of managing secure transit through airports. We will publish proposals for consultation shortly on changes to the regulatory regime. The threat to transport security overall continues to evolve, and it is essential that we work closely with industry to continually improve the security systems needed to respond to changes in the threats we face.

H. Counter proliferation and arms control

4.H.1 The National Security Risk Assessment identifies the range of risks faced by the UK from hostile acts by terrorists or states. There are a number of capabilities – weapons of mass destruction, emerging technologies with potential military application, and the systems used to deploy them – which could dramatically increase these risks should they reach the wrong hands. Direct threats to the UK include an attack by a terrorist group, or a state, using chemical, biological, radiological or nuclear (CBRN) weapons. Further away from our shores, the proliferation of these capabilities can create instability overseas and increase regional tensions, with potentially serious consequences for UK national security. This problem is one that transcends national boundaries and is likely to worsen with the spread of technology over the coming years.

4.H.2 The National Security Tasks and Guidelines in Part One set out our approach to addressing these threats to UK national security, including through the retention of critical capabilities at the national level, and by proactively seeking to strengthen multilateral initiatives to counter proliferation and secure fissile material and expertise from malicious use. To implement these requirements, we will introduce a number of changes to government policy. Specifically, we will:

- strengthen central government direction over our strategic counter proliferation priorities. This will be supported by the establishment of a new committee, chaired by the Cabinet Office, reporting to the National Security Council. The committee will ensure that UK counter proliferation priorities are reflected in our wider relationships with international partners;

- introduce a new common fund – the Critical Capabilities Pool – that will be overseen by the new committee and will bring together the cross-government activities that underpin our strategic priorities. This will ensure that the UK retains the skills and abilities it needs to tackle proliferation risks at home and overseas, and improve the transparency, accountability and efficiency with which our resources are managed;
- work to strengthen international commitments to non-proliferation treaties such as the Nuclear Non-Proliferation Treaty, the Biological and Toxin Weapons Convention and the Chemical Weapons Convention. We will continue to support the international bodies that monitor and verify compliance against these commitments, such as the International Atomic Energy Agency (IAEA) and the Organisation for the Prohibition of Chemical Weapons (OPCW);
- refocus critical programmes for building security capacity overseas (such as the G8 Global Partnership-led Global Threat Reduction Programme) on the areas that represent the most serious risks to the UK: prioritising the security of nuclear, biological and chemical materials and expertise;
- support international negotiations on an Arms Trade Treaty to ensure that defence trade is undertaken in a responsible manner, and to ensure the UK meets its obligations in its own export activity.

Part Five

Alliances and Partnerships

5.1 Alliances and partnerships will remain a fundamental part of our approach to defence and security. Internationally, we rarely act alone. Maintaining and building constructive and reciprocal bilateral relationships across all aspects of national security can enhance capability and maximise efficiency. And supporting the development of major multilateral institutions and instruments can underpin a more robust rules-based international system and reflect the changing balance of global power.

5.2 There are five priorities for our international engagement that we have identified as essential to our future security. They cut across each of the policy areas outlined in the preceding chapters. These are:

- our pre-eminent defence and security relationship with the US
- new models of practical bilateral defence and security cooperation with a range of allies and partners
- an effective and reformed United Nations
- NATO as the bedrock of our defence
- an outward-facing European Union that promotes security and prosperity.

This section looks at our overall approach to bilateral and multilateral partnerships but has a strong emphasis on these five priorities.

Bilateral cooperation

5.3 We intend to intensify our bilateral defence and security relationships with a range of key partners and on a range of security issues. These will include countries who are close allies; emerging economic powers; key regional states with whom we might wish to act to address common security interests; countries who supply us with energy and other natural resources; and states at risk of failure whose capacity we can help to build. We will work with them to manage risks, adapt to new challenges, and exploit opportunities. This will include greater diplomatic cooperation, for example coordination and co-location of overseas missions, and shared development effort, to combine specialist regional expertise and increase joint funding of programmes.

5.4 We will focus particularly on building **new models of practical bilateral cooperation** with those countries whose defence and security posture is closest to our own or with whom we cooperate in multinational operations. Should we need to conduct major operations overseas, it is most likely that we will do so with others – Sierra Leone in 2000 is the only significant operation we have conducted alone since the Falklands Conflict in 1982. If, in the context of multilateral operations, we agree with other nations that we will rely on them to provide particular capabilities or conduct particular military roles or missions, and they will likewise rely on us, then we will be ready to underpin this understanding with legally binding mutual guarantees.

5.5 We will also seek deepened relationships with those with whom we can share capabilities, technologies and programmes, ensuring that collective resources can go further. We will generally favour bilateral equipment collaboration or off-the-shelf purchase, because such arrangements are potentially more straightforward

and more fruitful than complex multilateral agreements, which have delivered mixed results for us in the past. The criteria for equipment cooperation will include the existence of common requirements, complementary technological capabilities, affordability for both participant nations, and enhanced export potential or industrial advantage.

5.6 We will reinforce our pre-eminent security and defence relationship with the **US**. It remains deeply-rooted, broadly-based, strategically important and mutually supportive. The US completed a Quadrennial Defence Review and a first ever Homeland Security Review earlier this year; we share its analysis of the security context. As part of our on-going commitment to working with our US colleagues at all levels, we will strengthen our joint efforts in priority areas, including counter-terrorism, cyber, resilience, counter-proliferation, and partner capacity building as well as on current operations. Specifically, as elements of continuing comprehensive engagement, we will:

- enhance our strategic counter-terrorism relationships, including by sharing access to key capabilities to enable better border security, transport security, further improving watch list data sharing for aviation security; working together in third countries to address the shared threat and increasing the amount of joint funding of science and technology programmes
- enhance our cooperation on cyber security through our existing close defence and intelligence relationships. We are currently developing a new comprehensive Cyber Operations Memorandum of Understanding which will develop, promote and support a shared vision for cyber space and prioritise our work together. It will specifically aim to allow us better to share information, intelligence and capabilities to enable joint planning and the conduct of operations in the cyber domain
- establish a senior level organised crime contact group, to tackle the serious threat of organised crime by sharing experiences and innovative solutions, and identifying areas for cooperation in regions and countries of mutual interest. The first meeting will be hosted in London in November 2010 and will be chaired jointly by the Home Secretary and the US Deputy National Security Advisor for Homeland Security and Counter Terrorism
- strengthen cooperation in our approaches to the most serious resilience risks, including through shared assessments and, where appropriate, joint programmes
- enhance the vital intelligence contribution to the bilateral relationship
- intensify our efforts to set the international agenda on nuclear non-proliferation and broader arms control, working together closely both multilaterally and bilaterally. For example, the UK has led support for President Obama's goal of a global lock-down of vulnerable nuclear material, including by inviting an International Atomic Energy Agency peer review of Sellafield – the first nuclear weapons state to do so
- work together on conflict prevention to secure the maximum benefits from our joint efforts
- maintain military capabilities that provide maximum mutual benefit, for example Special Forces
- maintain our nuclear relationship based on the 1958 Mutual Defence Agreement, which enables close collaboration and information exchange
- continue our commitment to the Joint Strike Fighter programme.

5.7 We will also intensify our security and defence relationship with **France**. The UK and France are active members of NATO, the EU and the UN Security Council, are Nuclear Weapon States, and have similar national security interests. Our Armed Forces are of comparable size and capability and it is clear that France will remain one of the UK's main strategic partners. We already draw operational and financial benefit from close cooperation between our forces and defence communities and we will strengthen the relationship at all levels, and where possible, develop future military capabilities in complementary, cost-efficient ways. We expect the next UK/France Summit to develop ideas for closer cooperation in a number of areas, including:

- aligning elements of our armed forces in order to provide high readiness joint formations for future operations, including improved interoperability, information sharing, and logistics cooperation
- developing joint military doctrine and training programmes relating for example to non-combatant evacuation operations, and responses to counter-improvised explosive devices
- extending bilateral cooperation on the acquisition of equipment and technologies, for example in the areas of complex weapons, and increasing significantly our investment in joint projects, including unmanned aerial systems
- aligning wherever possible our logisitics arrangements; including providing spares and support to the new A400M transport aircraft
- working together to develop a stronger, globally competitive defence industrial and technology base
- enhancing joint working on emerging security concerns such as cyber security, where we will work together to understand and defend against potential threats.

5.8 We will also look to increase bilateral cooperation with a wide range of other countries. Our shared interests are most intense with our NATO and EU partners (including European allies such as Germany, Italy, the Netherlands and Spain with whom we have a history of close equipment or other defence cooperation). We are developing deepened bilateral security partnerships with Turkey, India, Japan, the Gulf Cooperation Council states and others; we share crucial security interests with Pakistan; and we are building up our political and security dialogue with China, with Russia, and with fast growing economies like Brazil and Indonesia. And we will maintain our long-standing intelligence partnership with the US, Australia, Canada and New Zealand.

Multilateral engagement

5.9 The UK enjoys a central position in key multilateral institutions such as the UN Security Council and the international financial institutions, and is a leading member of the European Union, NATO, G8, G20, and the Commonwealth. We make significant contributions to international organisations like the Organisation for Security and Cooperation in Europe (OSCE) and implementation bodies such as the International Atomic Energy Agency. We also support regional organisations such as the African Union and the Association of South East Asian Nations.

5.10 We will seek to enhance directly the effectiveness of the multilateral institutions most important to the UK's national security interests, and to use effectively our leading role within them. The United Nations is key to the UK's global security and prosperity interests. Through the UN Security Council, it has primary responsibility for international peace and security. Over the next five years, we have set ourselves six priority goals. These are to:

- push for an effective Security Council that is more representative of the world as it is now
- build a broader international consensus in favour of UN budget discipline, better value for money and a reduction in duplication; and seek a more equitable allocation of UN costs among member states
- work with the UN Secretariat, regional organisations and key member states, including the emerging powers and troop and police contributing countries (both current and potential), to ensure that conflict prevention plays a central role in UN efforts to foster global peace and security, alongside more effective peacekeeping and peace-building
- promote reforms to ensure a United Nations which better integrates political, security, development, humanitarian and human rights efforts, including through strengthened UN leadership, so that it can deliver earlier and better
- use our influence to promote better UN coordination with NATO and the EU, including more strategic dialogue and cooperation on planning of operations

- work with allies at the UN to ensure that governance of cyber space develops appropriately, strengthening bodies such as the Internet Governance Foundation and ensuring an appropriate role for the International Telecoms Union.

5.11 The UK is a founding member of the North Atlantic Treaty Organisation (NATO), which has been the bedrock of our defence for over 60 years. Our obligations to our NATO Allies will continue to be among our highest priorities and we will continue to contribute to NATO's operations and its Command and Force Structures, to ensure that the Alliance is able to deliver a robust and credible response to existing and new security challenges. Key to NATO's future will be the agreement and implementation of its new Strategic Concept which will set out its enduring purpose, its fundamental security tasks and guidance to Allies. It will be agreed by Allies at the Lisbon summit in November and should include a renewed commitment to NATO's reform agenda. We will work with Allies to:

- ensure that NATO has the political will and ability to respond to current and future threats to its security wherever they arise, sharing the risks and responsibilities equitably
- successfully complete the mission of the NATO-led International Security Assistance Force in Afghanistan to help build the authority and influence of the Government of Afghanistan and pave the way for reconstruction and effective governance
- continue to support the generation of those skills and capabilities which allow the Allies to work together on operations, including, as appropriate, with non-NATO partners
- recognise the importance of NATO's wider security role in responding to new types of threat such as those from cyber attack, including by supporting a renewed emphasis on consultation under Article IV of the Washington Treaty
- continue to reform NATO, including by improving how its headquarters work, rationalising NATO Agencies, and by developing command and force structures that can better deliver a robust and credible response to current and emerging security challenges
- build more efficient and effective partnerships between NATO, other organisations and states in order to combine civilian and military capabilities more effectively to improve the response to security threats
- in particular, foster better EU-NATO cooperation and ensure that both organisations can call on scarce national military planning and civilian resources; sharing expertise and developing complementary, rather than duplicate, skills and capabilities.

5.12 UK membership of the European Union is a key part of our international engagement and means of promoting security and prosperity in the European neighbourhood. The common security interests of the member states are served when they use their collective weight in the world to promote their shared interests and values including on major foreign policy security concerns. The EU's ability to integrate civilian and military responses coherently will become increasingly important. We will:

- support continued EU enlargement as a proven means of promoting stability across the continent: the EU should honour its commitment to Turkey and the countries of the Balkans so that they can join when they meet the agreed criteria
- work to ensure the EU External Action Service places a particular emphasis on conflict prevention and developing partnerships with the UN and NATO
- support EU missions – whether military or civilian – which are in the UK's national interest, which offer good value for money, have clear objectives and, in the case of military missions, only where it is clear that NATO is not planning to intervene
- continue to support the EU's counter piracy operation Atalanta, including through the contribution of a frigate for a period in early 2011, and provision of the Operational

Headquarters at Northwood until the end of its current mandate in December 2012

- work to persuade other member states to direct effort and resources towards improved national military and civilian capabilities, rather than institution building and bureaucracy
- drive the implementation of the Energy Strategy for Europe 2011-2020, to increase European energy security
- use the EU/US Terrorist Finance Tracking Programme agreement to disrupt funding for terrorist acts
- secure practical results from the EU Drugs Pact, encouraging greater cooperation in source and transit-route countries
- work to ensure that EU civil protection arrangements focus on shared risk assessment and prevention, coordination of mutual assistance, and maximised awareness of critical infrastructure dependencies
- ensure that the new EU budget (the financial perspective 2014-2020) targets funding at key security challenges facing the EU
- make an effective contribution to the European border agency, Frontex.

Part Six

Structural Reform and Implementation

6.1 In order to ensure efficient and effective delivery of our strategic defence and security priorities, we will establish leaner, better coordinated structures and processes. We have already established at the heart of the Government the National Security Council, supported by the new National Security Adviser and National Security Secretariat. This enables prompt, coherent and coordinated decision making on all aspects of our national security.

6.2 The National Security Council has used this Strategic Defence and Security Review to rebalance expenditure within the overall national security funding envelope, and it will continue to do so in future years including, where necessary, in years between Spending Reviews.

Delivery in the UK

6.3 Better coordination in the UK will help us to address threats to the public, institutions and infrastructure, including by establishing:

- an integrated **'all risks approach'** to the consequence management of civil emergencies under the coordination of the Cabinet Office which will ensure that measures to reduce the vulnerability of people and critical assets, and responses to any kind of civil emergency, are fully coordinated
- a strengthened **Crisis Management Capability** within the Cabinet Office. This will bring together civil servants and police in the Cabinet Office with new permanently based Defence specialists. This strengthened Crisis Management Capability will significantly enhance the Government's ability to prepare, plan, and manage its response to domestic security crises, both centrally and locally
- a **National Crime Agency** to lead the fight against organised crime and protect our borders by harnessing and building on the intelligence, analytical and enforcement capabilities of the existing Serious Organised Crime Agency and the Child Exploitation and Online Protection Centre, and better connecting these capabilities within the police service, HM Revenue and Customs and the UK Border Agency
- a **Border Police Command** supported by a **National Border Security Group** to enhance our capability to tackle threats at the border, coupled with a new multi-agency **National Maritime Information Centre** to provide, for the first time, a complete picture of maritime threats
- a **strengthened Office of Cyber Security** equipped to deliver our transformative National Cyber Security Programme
- a **National Space Security Policy** which will coherently address all aspects, both military and civil, of the UK's dependence on space; assure access to space; help mitigate risks to critical national infrastructure; focus future investment and research on national priorities, opportunities, and sovereign capability requirements; and encourage co-operation with UK industry and with international partners. Examples of these risks include the potential effects of interference, cyber attack, physical damage, and electromagnetic pulse (whether natural or deliberate) on satellites or their ground stations critical to our security and the economy.

- an extention to the remit of existing climate change governance structures to include management of the national security risks posed by the **global impact of climate change** and **global competition for resources**.

Delivery overseas

6.4 We will better coordinate our activity overseas to ensure that it is consistent and aligns fully diplomatic, development, economic, defence and intelligence engagement, underpinned by appropriate resourcing. We will put more emphasis on identifying and addressing potential risks before they manifest themselves on our shores or develop into wider threats to our security, and take an integrated approach to building stability overseas, as set out in section 4.B. We will also improve coordination and focus by:

- producing **integrated strategies** through a Foreign and Commonwealth Office-led process for key countries and regions. The highest priority strategies will be agreed by the National Security Council in order to ensure that they are supported by all relevant government departments, reflect agreed priorities, and are appropriately resourced
- prioritising our **economic interests**. The FCO, Department for Business Innovation and Skills (BIS) and UK Trade and Investment (UKTI) will drive this agenda with government departments at home and abroad to support commercial activity and embed a more commercial culture throughout our overseas posts. The UKTI-FCO Joint Commercial Task Force will work with industry to identify top commercial priorities, integrate these into country and regional strategies, and use our overseas network to help realise our national economic and industrial objectives
- working with the MOD and Home Office, specifically to promote **defence and security exports** for good commercial reasons and where this will build the capacity of our partners and allies, increase interoperability, potentially reduce our own defence acquisition costs, and maximise UK industry's comparative advantage in key technologies, skills and know-how, in accordance with export controls and without risking the proliferation of sensitive technologies critical to the UK's military edge
- focussing, within our overall approach to **defence engagement**, on supporting current operations and standing commitments, including by prioritising key allies, countries that provide us with access, basing and over-flight privileges; and on where defence activity can add most value, for example in countries where the military plays a prominent role in national policy-making.

Central coordination and strategy

6.5 Strategic all-source assessment, horizon-scanning and early warning are integral parts of the work of several government departments and should feed directly into policy-making, into the annual domestic National Risk Assessment and into the biennial strategic National Security Risk Assessment review process. We need to ensure that the National Security Council has timely, relevant and independent insight to inform its decisions, and that assessment capabilities are coordinated to support cross-cutting strategic policy work. In order to achieve this:

- **priorities** will be agreed annually by the National Security Council
- these priorities will be used to produce specific requirements for **strategic all-source assessment**, taking into account assessment capacity and expected volumes of information to be collected. Oversight arrangements will be established to drive performance against these requirements; to deliver improved coordination of prioritisation and allocation of resources across the full range of all-source assessment bodies and functions; and to realise efficiency savings. Cross-departmental cooperation will be further strengthened by closer collaborative working and a common framework for analytical skills and training to promote analytical career development
- the assessment function will remain **independent** from policy making and the Joint Intelligence Committee (JIC) will continue to have a senior, full-time, Chair, independent of both the intelligence agencies and policy customers

The Foreign and Commonwealth Office and the UK's overseas network

As part of an adaptable posture, the UK will continue to need an active foreign policy and strong representation abroad. A genuine understanding of what is happening overseas requires people on the ground. And effective influencing – of governments, countries and organisations – requires face to face contact.

The National Security Council therefore agreed to maintain a global diplomatic network but with a sharper focus on promoting our national security and prosperity. The aim is to protect UK interests, addressing risks before they become threats, meeting new challenges as they emerge, and embracing new opportunities, while doing better with less. We also recognise that we cannot achieve long-term security and prosperity unless we uphold and promote our values in our international relationships. To achieve this, the FCO will:

- operate according to a **new, more focussed, mandate:** to safeguard the UK's national security, build its prosperity, and support UK nationals around the world
- maximise the economic opportunities provided by the network with a **new emphasis on commercial diplomacy** including more effort on creating exports and investment; opening markets; ensuring access to resources and promoting sustainable global growth
- improve **coordination of all UK work overseas** under the leadership of the Ambassador or High Commissioner representing the UK Government as a whole, and create a simpler mechanism to allow other government departments to co-locate with the FCO overseas to increase efficiency
- **focus resources** on those countries most important to our security and prosperity including by establishing stronger bilateral relationships with a range of key partners such as India and China and on supporting fragile states such as Afghanistan, Somalia and Yemen
- continue to provide global coverage in a cost effective way by increasing efficiency and developing new, **more flexible forms of diplomacy** including regional coverage from central hubs, deploying mobile consuls across borders to reinforce our missions during serious consular incidents or in response to seasonal tourist patterns, rapid deployment teams for reaching crises quickly, and extending use of digital media to reach and influence more audiences
- continue to support the **BBC World Service** and **British Council** which play unique roles in promoting our values, culture and commitment to human rights and democracy.

- existing centres of excellence within departments will be developed further to meet the needs of the broader national security community in a cost effective and sustainable manner, starting with a **virtual hub for counter-proliferation technical assessment** based in the MOD, which will join up proliferation expertise from across the community and wider government
- an annual mandate for cross-Whitehall **horizon scanning**, based on the National Security Council-agreed priorities, will ensure focus on key areas of concern while allowing scope for consideration of new, emerging issues. The Cabinet Office horizon scanning staff, working in the strategy team of the National Security Secretariat, will be responsible for coordinating this work and producing reports for the National Security Council
- **early warning** will continue to be a key role of the Cabinet Office and departments, using all-source analysis to advise the National Security Council of emerging issues with implications for UK interests, including through a biannual report specifically on Countries at Risk of Instability, and

reports from the Joint Intelligence Organisation on other issues. The National Security Council will consider those issues of greatest concern to UK interests and prioritise policy responses.

The National Security Council will consider the highest priority issues raised through these areas of work. The value of the reports produced will be reflected in feedback and in the setting of priorities for subsequent years.

6.6 We will also strengthen central direction of strategy and communications:

- A number of departments have **Strategy Units** which support the development of forward-looking defence and security policy, including by engaging with thinkers outside government. We will coordinate their work programmes better and improve collaboration through the creation of a more formal strategic thinking network overseen by the National Security Adviser
- **Strategic Communications** are important for our national security because they can positively change behaviours and attitudes to the benefit of the UK, and counteract the influence of dangerous individuals, groups and states. We will produce a National Security Communications Strategy which will, for the first time, set out how the UK will use strategic communications to deliver national security objectives. The National Security Council will further consider the infrastructure and governance arrangements required for marshalling and aligning the full range of communciations resources across and beyond government.

6.7 The National Security Council will provide focus and overall strategic direction to the **science and technology** capability contributing to national security, so that decisions by individual departments and agencies take account of the needs of Government as a whole and make best use of available resources. This capability will support horizon scanning and risk assessment; underpin work on crisis prevention and response; and maintain our technological edge and flexibility. It will also enable us to engage successfully with key strategic partners on science and technology issues.

Implementation

6.8 Lead ministers, accountable to the National Security Council, will take responsibility for coordinating priority areas of work to deliver the national security tasks. They will work with all departments with a stake in the issue. Lead ministers will be supported by officials who will lead work across government and in partnership with others including the private sector, non-governmental organisations (NGOs) and international partners, including by:

- **co-located teams:** suited to priority areas of work needing joined-up expertise to produce strategy and guide implementation, such as counter-terrorism where experts in foreign policy, defence, border security, intelligence and policing are co-located to form the Office for Security and Counter-Terrorism
- **small coordination teams:** for example our approach to resilience to civil emergencies where a Civil Contingencies Secretariat, which is part of the National Security Secretariat in the Cabinet Office, coordinates a strategy for all UK bodies which need to be involved in managing all kinds of civil emergency; and the virtual hub for counter-proliferation technical assessment.

Details of lead ministers, designated officials, and bodies responsible for coordinating work on priority areas across all relevant departments are as follows:

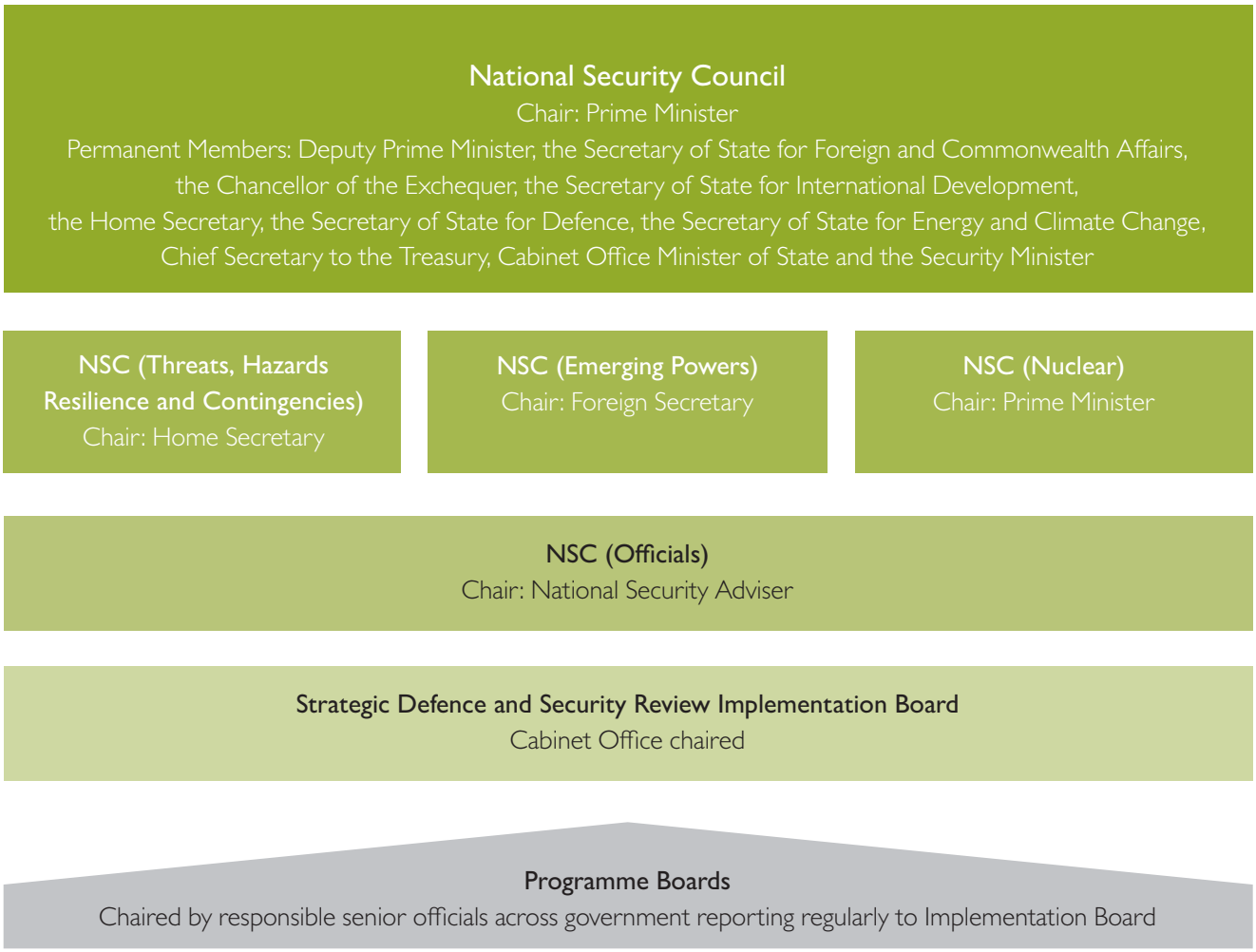
6.9 It will be important to drive and monitor the implementation by lead ministers, officials and departments of Review outcomes, by the following means:

- the implementation process will, where possible, draw on existing programme management functions; this will maximise their effectiveness, efficiency and visibility
- implementation will be driven from the centre by a cross-departmental Implementation Board chaired by the Cabinet Office and attended by lead officials to monitor progress, risks and issues and to identify areas of concern
- six-monthly updates for the Prime Minister and National Security Council
- an annual public statement on overall progress
- regular forums with NGOs, civil society and the private sector led by departments
- as part of the implementation phase, the Government will conduct full impact appraisals to determine effects of all decisions in the Strategic Defence and Security Review on safety, the environment, sustainable development and equality and diversity.

6.10 Through the creation of the National Security Council, we have established a means of ensuring prompt, coherent, coordinated and informed decision-making on all strategic defence and security issues. To ensure these National Security Council decisions are implemented as well as they possibly can be, we have created integrated structures, at home and overseas, coordinated by lead ministers. But it will take time to instil a genuinely integrated approach. This Review marks the beginning, not the end, of a new way of working.

6.11 We will ensure that our approach to national security remains relevant and effective. The National Security Council will continue to meet and take decisions every week, informed by up to date intelligence and assessment of risks and threats. Once every parliament, it will fully refresh this defence and security review, to ensure that the fundamental judgements remain right, that the changes it sets out are affordable and that it provides the right basis on which to deliver security for the UK, its interests and people.

National Security Council structure



Glossary

Glossary

A300	Future strategic transport and tanker aircraft
A400M	Tactical military transport aircraft to replace C130 Hercules
All source intelligence	Intelligence drawn from a range of sources, such as human and electronic
Apache	Army attack helicopter
ARRC	Allied Rapid Reaction Corps
Astute	Next generation conventionally-armed, nuclear-powered, submarine
ASEAN	Association of South East Asian Nations
AU	African Union
AWACS	Airborne Warning and Control System surveillance aircraft
BIS	Department for Business, Innovation and Skills
C17	Long-range military transport aircraft for large or heavy loads
C130	Hercules tactical military transport aircraft
C3	Command, Control and Communication
Carrier Strike	Carriers and their embarked aircraft
CBRN	Used to describe chemical, biological, radiological or nuclear weapons
CCA	Civil Contingencies Act
CCS	Civil Contingencies Secretariat
Challenger 2	Army Main Battle Tank
Chinook	Heavy lift helicopter
Civil Emergency	Event or situation which threatens serious damage to human welfare or the environment in the UK, or war, or terrorism, which threatens the security of the UK
CNI	Critical National Infrastructure
COBR	Cabinet Office Briefing Rooms
Conflict Pool	Joint DFID, FCO and MOD fund to support conflict prevention, security sector reform and stabilisation
CONTEST	UK Counter-Terrorism Strategy

DCLG	Department for Communities and Local Government
DECC	Department of Energy and Climate Change
Defence Engagement	Use of Armed Forces expertise overseas such as in training and exercising with partners
Defence Planning Assumptions	Detailed guidelines to help plan force structures to deliver military tasks
DFID	Department for International Development
EU	European Union
Extended Readiness	Armed Forces units and equipment not immediately deployable
FCO	Foreign and Commonwealth Office
Five Eyes	Australia, Canada, New Zealand, UK and USA intelligence sharing community
FPDA	Five Powers Defence Agreement
Frontex	European Agency for External Border Security
G8	The Group of Eight of the world's leading industrial nations (Canada, France, Germany, Italy, Japan, Russia, UK, US)
G20	The Group of 20 of the world's leading industrial nations
GCC	Gulf Cooperation Council
GCHQ	Government Communications Headquarters
GNI	Gross National Income
H1N1	Strain of the influenza virus, often called 'swine flu'
Harrier	Verticle take-off and landing combat aircraft
IAEA	International Atomic Energy Agency
IEA	International Energy Agency
IED	Improvised Explosive Device
IMF	International Monetary Fund
Initial Gate	First approval point in the Defence acquisition process
INSTINCT	Innovative Science and Technology in Counter-Terrorism programme
Intervention	Short-term, high impact military deployments
ISAF	International Security Assistance Force
ISTAR	Intelligence, Surveillance, Target Acquisition and Reconnaissance
JIC	Joint Intelligence Committee
JSF	Joint Strike Fighter. Future fast jet that can operate from aircraft carriers
JTAC	Joint Terrorism Assessment Centre
Main Gate	Major decision point in the Defence acquisition process at which the cost and capability targets are approved
MDG	Millennium Development Goal
Merlin	Medium lift helicopter

MOD	Ministry of Defence
MRA4	Maritime patrol aircraft (also known as the Nimrod)
MSSG	Military Stabilisation Support Group
Multi-Role Brigade	New, approximately 6,500-strong brigades with a range of capabilities able to operate across a range of scenarios
National Security Planning Guidelines	Detailed guidelines to help structure the National Security architecture to deliver the National Security Tasks
NATO	North Atlantic Treaty Organisation
NCA	National Crime Agency
NMIC	National Maritime Information Centre
NPT	Treaty on the Non-Proliferation of Nuclear Weapons
NRA	National Risk Assessment
NRR	National Risk Register
NSA	National Security Adviser
NSC	National Security Council
NSRA	National Security Risk Assessment
NSS	National Security Strategy
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
Ofgem	Office for Gas and Electricity Markets
OPCW	Organisation for the Prohibition of Chemical Weapons
OSCE	Organisation for Security and Cooperation in Europe
OSCT	Office for Security and Counter Terrorism
P5	Permanent five members of the UN Security Council: China, France, Russia, United Kingdom and the United States
Pandemic	Epidemic of an infectious disease that spreads across a large region
PJHQ	Permanent Joint Headquarters
PRT	Provincial Reconstruction Team
RAF	Royal Air Force
Rivet Joint	Signals intelligence aircraft
Sea King	Medium lift helicopter
Sentinel	Long range surveillance aircraft
SIS	Secret Intelligence Service
SOCA	Serious Organised Crime Agency
Spending Review (2010)	Process for establishing Government spending plans over the four years from 2011/12 to 2014/15
SRT	Stabilisation Response Team

Stabilisation (civilian)	Process of establishing peace and security in fragile and conflict states
Stabilisation (military)	Longer-term, mainly land-based military deployments
Stabilisation Unit	Joint DFID, FCO and MOD unit on civilian stabilisation policy and deployments
Standing Commitments	Permanent operations essential to UK security
STOVL	Short take-off and vertical landing
Strategic Airlift	Long-range transport aircraft
Submarine Enterprise Performance Programme	Agreement between the MOD and key construction companies aimed at driving down costs and increasing efficiency in submarine production
TA	Territorial Army
Tactical Airlift	Air transport used within a theatre of operations
Task Group	Fleet of navy ships that operate together
Tomahawk	Long-range cruise missile
Tornado	Multi-role fast jet in service with the RAF
Trident	Nuclear missile system operated from Vanguard submarines
Tristar	Military transport and air-to-air refuelling aircraft
Type 45 Destroyer	Royal Navy ship designed primarily for air defence
Typhoon	Multi-role fast jet in service with the RAF
UAV	Unmanned Aerial Vehicle
UCAV	Unmanned Combat Aerial Vehicle
UKBA	UK Border Agency
UK Overseas Territory	Territories that fall under UK jurisdiction although not part of the UK
UKTI	United Kingdom Trade and Investment
UN	United Nations
Vanguard	Current type of submarine carrying the nuclear deterrent
VC10	Military transport and air-to-air refuelling aircraft
Warrior	Tracked, armoured personnel carrier
Washington Treaty, NATO	Signed in 1949 establishing NATO in its current form
Watchkeeper	Unmanned Aerial Vehicles with intelligence capability
WTO	World Trade Organisation

Published by TSO (The Stationery Office) and available from:

Online
www.tsoshop.co.uk

Mail, Telephone Fax & E-Mail
TSO
PO Box 29, Norwich, NR3 1GN
Telephone orders/General enquiries 0870 600 5522
Order through the Parliamentary Hotline Lo-Call 0845 7 023474
Fax orders: 0870 600 5533
E-mail: customer.services@tso.co.uk
Textphone: 0870 240 3701

The Parliamentary Bookshop
12 Bridge Street, Parliament Square,
London SW1A 2JX
Telephone orders/ General enquiries: 020 7219 3890
Fax orders: 020 7219 3866
Email: bookshop@parliament.uk
Internet: http://www.bookshop.parliament.uk

TSO@Blackwell and other Accredited Agents

Customers can also order publications from
TSO Ireland
16 Arthur Street, Belfast BT1 4GD
028 9023 8451 Fax 028 9023 5401

ISBN 978-0-10-179482-4

9 780101 794824