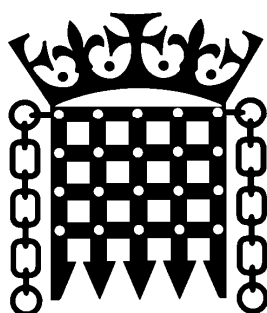


# **Defence Statistics 1995**

**Research Paper 95/98**

**13 October 1995**



The main aim of this paper, which updates research paper 94/102, is to bring together the more commonly used statistics relating to defence expenditure and manpower and to explain some of the problems involved in using such statistics, particularly when making international comparisons.

Readers will also wish to consult Library Research Paper 95/99 *Defence Employment 1993-94* which sets out some statistics on defence employment and manpower.

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**Social & General Statistics Section**

**House of Commons Library**

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## 1 Defence Expenditure

The principal measure of defence expenditure in the United Kingdom is the defence budget, which covers all expenditure on the Ministry of Defence's programme, and is met from five votes within the Supply Estimates (Class I, Votes 1-5).

The defence budget for the years 1979/80 to 1995/96 broken down into expenditure on personnel, equipment and other expenditure is shown in table 1, together with MoD planned defence expenditure to the financial year 1997/98. The figures are given at both outturn prices and constant 1995/96 prices (revalued using the adjusted GDP deflator). The figures at 1995/96 prices should be regarded more as a guide to what that expenditure could have purchased in other sectors of the economy (ie the opportunity cost), rather than as a guide to the volume of defence services/equipment purchased.

Table 2 in this paper analyses the defence budget and personnel deployment according to the New Management Strategy which was introduced on 1 April 1991. This comprises a system of management planning centred on the Departmental Plan which established targets for managers throughout the Department and the armed forces, and a system of budgets which provide managers with a cash allocation with some flexibility in the way in which they use it.

International comparisons of defence expenditure are examined in section 3 of this paper.

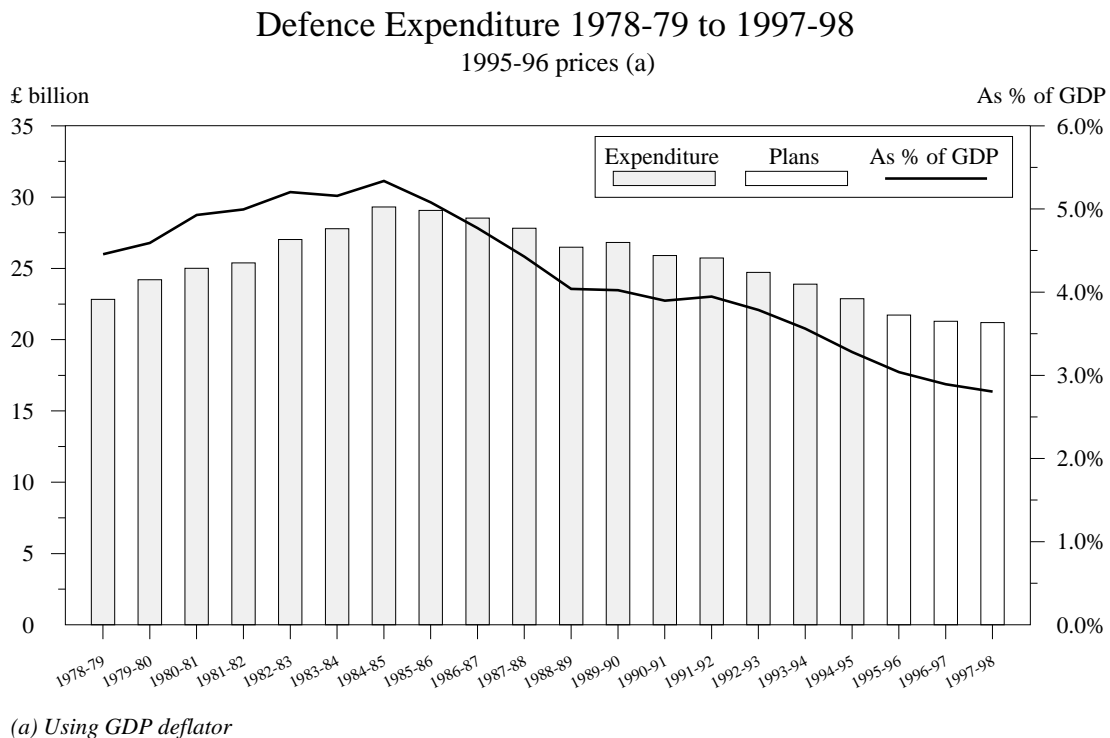


Table 1

## Defence Budget Expenditure

	1979-80	1986-87	1987-88	1988-89	1989-90	1990-91	1991-92	1992-93	1993-94	1994-95	1995-96	1996-97	1997-98
	outturn	outturn	outturn	outturn	outturn	outturn	outturn	outturn	outturn	estimates	estimates	plans	plans
<i>£ billion</i>													
<b>Total Expenditure (outturn/estimates prices) (a)</b>	9.2	18.2	18.9	19.1	20.8	22.3	24.6	23.8	23.4	22.8	21.7	..	..
<b>Government Expenditure on Defence (cash prices)</b>	9.4	18.4	18.9	19.2	20.8	21.7	22.9	22.9	22.8	22.2	21.7	21.9	22.3
<b>Government Expenditure on Defence (1995-96 prices) (b)</b>	24.2	28.5	27.8	26.5	26.8	25.9	25.7	24.7	23.8	22.8	21.7	21.3	21.2
<b>As % of GDP</b>	4.6%	4.8%	4.4%	4.0%	4.0%	3.9%	3.9%	3.8%	3.6%	3.3%	3.0%	2.9%	2.8%
<i>percentage of total</i>													
<b>Expenditure on personnel</b>	<b>42.6%</b>	<b>37.9%</b>	<b>38.2%</b>	<b>39.7%</b>	<b>39.0%</b>	<b>39.5%</b>	<b>40.5%</b>	<b>44.2%</b>	<b>42.0%</b>	<b>41.4%</b>	<b>40.0%</b>	..	..
<i>of the Armed Forces</i>	22.9%	20.9%	21.4%	22.5%	21.8%	21.6%	22.4%	23.7%	29.5%	29.0%	28.4%	..	..
<i>of the retired Armed Forces</i>	5.0%	5.4%	5.7%	5.6%	5.8%	6.3%	6.6%	8.2%	(c)	(c)	(c)	..	..
<i>of civilian staff</i>	14.8%	11.7%	11.1%	11.6%	11.4%	11.6%	11.5%	12.3%	12.5%	12.4%	11.6%	..	..
<b>Expenditure on equipment</b>	<b>39.7%</b>	<b>43.4%</b>	<b>43.9%</b>	<b>42.1%</b>	<b>41.1%</b>	<b>39.6%</b>	<b>39.7%</b>	<b>36.7%</b>	<b>39.3%</b>	<b>39.0%</b>	<b>41.3%</b>	..	..
<i>Sea</i>	12.1%	13.7%	14.8%	13.8%	13.9%	13.3%	12.8%	12.2%	11.0%	10.9%	10.1%	..	..
<i>Land</i>	8.1%	9.7%	9.0%	8.1%	8.4%	8.6%	8.8%	7.8%	7.7%	8.2%	8.5%	..	..
<i>Air</i>	15.5%	17.0%	17.1%	16.2%	14.9%	14.3%	14.5%	13.3%	13.9%	13.3%	15.5%	..	..
<i>Other</i>	4.0%	3.0%	2.9%	4.0%	3.9%	3.4%	3.6%	3.4%	6.7%	6.5%	7.5%	..	..
<b>Other expenditure</b>	<b>17.7%</b>	<b>18.6%</b>	<b>17.8%</b>	<b>18.2%</b>	<b>19.9%</b>	<b>20.9%</b>	<b>19.8%</b>	<b>19.1%</b>	<b>18.7%</b>	<b>19.5%</b>	<b>18.5%</b>	..	..
<i>Works, buildings and land</i>	6.5%	8.2%	7.7%	7.4%	9.2%	9.3%	8.5%	7.5%	8.9%	8.0%	8.8%	..	..
<i>Miscellaneous stores etc</i>	11.2%	10.4%	10.2%	10.8%	10.7%	11.6%	11.3%	11.6%	9.8%	11.5%	9.6%	..	..
.. not available													

Notes: (a) Figures for 1990/91 and 1991/92 exclude overseas contributions to the cost of the Gulf War.

(b) Using the GDP deflator and forecasts given in the Financial Statement & Budget Report 1995-96.

(c) Pension payments to retired service personnel are outside the new public expenditure control total and are excluded from the defence budget.

Sources: Defence Statistics 1995 (HMSO) Table 1.2  
Statistical Supplement to the Financial Statement & Budget Report 1995-96 (Cm 2821 February 1995)

## 2 Defence Manpower

An analysis of the defence budget and manpower allocation broken down by Top Level Budgets (TLBs) in the New Management Strategy for 1995-96 is set out in table 2. The majority of the Higher Level Budgets (HLBs) are also given. The sum of HLBs within a given TLB may not be equal to the TLB itself, as responsibility for some expenditure is retained directly by the TLB holder.

### 2.1 Armed Forces Manpower

On 25 July 1990, the Secretary of State for Defence announced to the House the Government's outline proposals for the future restructuring of the armed forces, "reflecting and responding to the dramatic developments in the Soviet Union and eastern and central Europe over the previous 18 months".<sup>1</sup>

For regular service personnel, the proposed changes as set out in *Statement on the Defence Estimates 1991 Volume 1* (Cm 1559-I) are as follows:

*"Royal Navy and Royal Marines numbers will reduce, in line with the reductions in the size of the fleet, from the present total requirement of around 63,000, including trainees, to around 55,000 by the mid-1990s. The reduction will be achieved so far as possible by natural wastage but may require a small number of redundancies. Related reductions will be made in the civilian personnel supporting the Navy.*

*Army numbers will reduce to about 116,000 by the mid-1990s from the present total strength of about 156,000. The reduction will be achieved so far as possible through natural wastage and careful control of recruitment, but a number of redundancies are likely to be needed to preserve age, rank and skills structures. Related reductions will also be made in the civilian personnel supporting the Army.*

*RAF numbers will reduce from the present 89,000 (including trainees) to around 75,000 (of whom about 4,000 will be under training) by the mid-1990s."*

On 3 February 1993 the Secretary of State for Defence announced to the House that the planned strength of the army in the mid-1990s would be increased by 3,000 to 119,000.

Tables 3 and 4 provide a simple analysis of the strength of UK regular and reserve forces since 1980. Between 1 April 1990 and 1 August 1995, the number of UK regular forces has fallen by 25% to 229,300. Between 1 April 1990 and 1 April 1995 the number of regular reserves has risen by 4% whilst the number of volunteer reserves and auxiliary forces has fallen by 29%.

Library Research Paper 94/101 *Front Line First: The Defence Costs Study* provides details of the latest defence review and its implications for expenditure and manpower.

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<sup>1</sup> Statement on the Defence Estimates 1991 Volume I (Cm 1559-I) paragraph 401.

## New Management Strategy 1995-96

	Budget £ million 1995-96	UK regular forces thousands 1 April 1995	UK-based civilians thousands 1 April 1995
<b>Navy Operational Areas</b>			
Commander-in-Chief Fleet	1,165.9	30.9	4.5
<b>Army Operational Areas</b>			
Commander-in-Chief, Land Command	2,828.6	69.2	14.2
GOC (Northern Ireland)	522.4	10.5	2.5
<b>Air Force Operational Areas</b>			
Strike Command	1,688.6	42.8	4.6
<b>Overseas Garrisons</b>			
Vice Chief of Defence Staff (Commitments)	361.5	10.3	0.7
<b>Service Personnel</b>			
2nd Sea Lord/Commander-in-Chief, Naval Home Command	693.4	14.5	3.7
Adjutant General (Personnel & Training Command)	1,001.2	20.5	8.1
RAF Personnel & Training Command	798.4	12.7	4.2
<b>Logistics, Support and Maintenance</b>			
Chief of Fleet Support	2,019.5	3.3	18.9
Quartermaster General	1,121.7	2.5	11.7
RAF Logistics Command	1,816.8	9.6	8.2
<b>MoD Headquarters &amp; Centrally Managed Expenditure</b>			
2nd Parliamentary Under Secretary of State	658.8	-	11.8
Vice Chief of Defence Staff (Headquarters)	817.8	4.8	3.2
<b>Executive Agencies</b>			
Meteorological Office	80.4	-	2.2
<b>Procurement Executive</b>			
Chief of Defence Procurement	1,017.6	1.1	6.2
<b>Equipment</b>			
	4,621.4	-	-
<b>Defence Research Agency</b>			
	506.3	-	11.4
<b>Total</b>	<b>21,720.3</b>	<b>233.3</b>	<b>116.1</b>

Source: Defence Statistics 1995 (HMSO) Tables 1.3, 2.2, 2.3



Table 3

**UK Regular Armed Forces Manpower (a) (b)**

	1 April 1980 <i>levels</i>	1 April 1990 <i>levels</i>	1 April 1994 <i>levels</i>	1 April 1995 <i>levels</i>	1 August 1995 <i>levels</i>	Change from 1990
<b>Royal Navy/Royal Marines</b>						
Officers	10,100	10,100	9,100	8,800	8,700	-14%
Other ranks	61,800	53,000	46,600	42,100	41,300	-22%
Total	71,900	63,200	55,700	50,900	50,000	-21%
<b>Army</b>						
Officers	17,100	17,400	14,900	14,000	13,900	-20%
Other ranks	142,000	135,400	108,100	97,800	95,600	-29%
Total	159,000	152,800	123,000	111,700	109,500	-28%
<b>Royal Air Force</b>						
Officers	14,800	15,200	13,400	12,800	12,700	-16%
Other ranks	74,800	74,400	62,200	57,900	57,200	-23%
Total	89,600	89,700	75,700	70,800	69,800	-22%
<b>Total Officers</b>						
	<b>42,000</b>	<b>42,900</b>	<b>37,500</b>	<b>35,600</b>	<b>35,200</b>	<b>-18%</b>
<b>Total Other Ranks</b>						
	<b>278,600</b>	<b>262,900</b>	<b>217,000</b>	<b>197,800</b>	<b>194,100</b>	<b>-26%</b>
<b>Total Regular Forces</b>						
	<b>320,600</b>	<b>305,700</b>	<b>254,500</b>	<b>233,300</b>	<b>229,300</b>	<b>-25%</b>

Notes: (a) Excludes locally entered personnel and Gurkhas.

(b) Figures may not sum to totals shown due to rounding.

Source: Defence Statistics 1995 (HMSO) Tables 2.7; MoD Statistical Bulletin TSP1 (September 1995)

Table 4

## UK Reserves & Auxiliary Forces

	1 April 1980 <i>levels</i>	1 April 1990 <i>levels</i>	1 April 1994 <i>levels</i>	1 April 1995 <i>levels</i>	Change from 1990
<b>Regular Reserves</b>	192,600	252,000	259,600	262,900	4%
<b>Volunteer Reserves &amp; Auxiliary Forces</b>	77,000	90,600	71,100	64,700	-29%
<i>Split by:</i>					
<b>Royal Navy/Royal Marines</b>					
Regular Reserves	29,200	28,400	20,700	22,100	-22%
Volunteer Reserves & Auxiliary Forces (a)	5,800	7,000	4,400	3,700	-47%
Total	35,000	35,400	25,100	25,800	-27%
<b>Army</b>					
Regular Reserves	133,100	183,500	192,500	195,300	6%
Territorial Army (b)	63,300	72,500	65,000	59,700	-18%
Ulster Defence Regiment (c)	7,400	6,200	*	*	*
Home Service Force (d)	*	3,200	*	*	*
Total	203,800	265,400	257,500	255,000	-4%
<b>Royal Air Force</b>					
Regular Reserves	30,300	40,200	46,400	45,500	13%
Volunteer Reserves & Auxiliary Forces	500	1,800	1,800	1,300	-28%
Total	30,800	42,000	48,100	46,800	11%

Notes: (a) The Royal Naval Auxiliary Service are not included in this table. They were disbanded on 31 March 1994.

(b) The 1 April 1995 figure for the TA includes around 1,300 Non-Regular Permanent Staff.

(c) On 1 July 1993 the UDR merged with the Royal Irish Rangers and are now counted as regular forces.

(d) By 1 April 1994 the Home Service Force had become fully amalgamated with the Group A of the TA.

Source: Defence Statistics 1995 (HMSO) Tables 2.12

## 2.2 Civilian Manpower

The MoD is also committed to reducing civilian manpower by around 20% by the mid-1990s<sup>2</sup>. This reduction will be greatest amongst locally employed civilians in Germany and amongst HQ staff. Civilian manpower figures are set out in table 5.

**Table 5 - Civilian Manpower**

	<b>1 April 1980</b>	<b>1 April 1990</b>	<b>1 April 1994</b>	<b>1 April 1995</b>
	<i>levels</i>	<i>levels</i>	<i>levels</i>	<i>levels</i>
<b>UK Personnel</b>	239,800	141,400	121,600	116,100
<b>Locally Engaged</b>	36,400	30,900	20,700	16,900

*Source: Defence Statistics 1994 (HMSO) Table 2.1*

## 3 International Comparisons - Defence Expenditure

There are problems when making international comparisons of military expenditure. One of the most important of these is the suitability of the exchange rates used when expenditures in national currencies are converted to a common basis. The use of current exchange rates can lead to substantial distortions when comparing defence expenditures. This is because the official exchange rates of currencies are often not an accurate reflection of the internal purchasing power of the respective currencies - rates of exchange may be fixed by administrative decree, or in the case of a floating rate, by forces reflecting several factors, such as the movement of capital or expectations about the future.

These problems mean, then, that international comparisons of defence expenditure tend to be crude measures which should be treated with a substantial amount of caution. Differences of a fraction of a percentage point should not be used as a basis for argument.

Furthermore, the basis of payment through which the military sector acquires resources can also differ between countries. If, for example, conscription takes place in a country, the total cost of the armed forces in that country is likely to be lower than in a country with equivalent but fully professional armed forces.

<sup>2</sup> Government Expenditure Plans 1992/93 to 1994/95 (Cm 1901): Departmental Report by the MoD para 42.

## **Research Paper 95/98**

NATO uses a 'standard definition' of defence expenditure which includes all spending on military forces, military aid (including equipment and training) to other nations, military pensions, host government expenses for NATO tenant forces, NATO infrastructure and civilian staff costs; but excludes spending on paramilitary forces. In view of the differences between this and national definitions, the figures shown may diverge considerably from those which are quoted by national authorities or given in national budgets.

Table 6 gives figures for defence expenditure as a proportion of gross domestic product (GDP) for the NATO countries. Once again, the crude nature of these international comparisons should be noted. Table 7 shows defence expenditure per capita expressed in US dollars (1985 prices and exchange rates).

### **4 International Comparisons - Armed Forces**

The numbers of military personnel in each NATO country are set out shown in table 8. Once again, this method of international comparison is very crude. Different organisations quote varying figures for the size of the armed forces for certain countries, depending on what definition is used. For example, figures could include or exclude paramilitary forces. The NATO figures given in table 8 include paramilitary forces.

Table 6

## NATO Defence Expenditures as % of GDP (a)

Country	Average		Average		Average		1993	1992	1991	1990	1989	1985-1989	1980-1984	1975-79	1970-1974	(b) 1994
	1970-1974	1975-79	1980-1984	1985-1989	1990	1991										
Belgium	2.9	3.2	3.3	2.9	2.4	2.3	1.9	1.8	2.3	2.4	2.3	2.9	3.3	3.2	2.9	1.8
Denmark	2.4	2.4	2.4	2.1	2.0	2.1	2.0	2.0	2.1	2.0	2.1	2.1	2.4	2.4	2.4	1.9
France	3.9	3.8	4.1	3.8	3.6	3.6	3.4	3.4	3.6	3.6	3.6	3.8	4.1	3.8	3.9	3.3
Germany (c)	3.5	3.4	3.4	3.0	2.8	2.3	2.2	2.2	2.3	2.8	2.3	3.0	3.4	3.4	3.5	1.8
Greece	4.7	6.7	6.6	6.3	5.8	5.4	5.6	5.5	5.4	5.8	5.4	6.3	6.6	6.7	4.7	5.6
Italy	2.5	2.0	2.1	2.3	2.1	2.1	2.0	2.1	2.1	2.1	2.1	2.3	2.1	2.0	2.5	2.1
Luxembourg	0.8	1.0	1.2	1.1	1.1	1.2	1.2	1.1	1.2	1.1	1.2	1.1	1.2	1.0	0.8	1.1
Netherlands	3.1	3.1	3.1	2.9	2.6	2.5	2.5	2.5	2.5	2.6	2.5	2.9	3.1	3.1	3.1	2.2
Norway	3.3	3.1	2.9	3.2	3.2	3.1	3.4	3.4	3.1	3.2	3.1	3.2	2.9	3.1	3.3	3.2
Portugal	6.9	3.9	3.4	3.2	3.1	3.1	3.0	3.0	3.1	3.1	3.1	3.2	3.4	3.9	6.9	3
Spain	..	..	2.3	2.2	1.8	1.7	1.6	1.6	1.7	1.8	1.7	2.2	2.3	..	..	1.6
Turkey	3.4	4.4	4.0	3.3	3.5	3.8	3.9	3.9	3.8	3.5	3.8	3.3	4.0	4.4	3.4	4.1
United Kingdom	5.0	4.9	5.2	4.6	4.1	4.3	3.8	3.8	4.3	4.1	4.3	4.6	5.2	4.9	5.0	3.4
NATO Europe	..	..	3.6	3.3	3.0	2.9	2.7	2.7	2.9	3.0	2.9	3.3	3.6	..	..	2.5
Canada	2.1	1.9	2.1	2.1	2.0	1.9	1.9	1.9	1.9	2.0	1.9	2.1	2.1	1.9	2.1	1.7
United States	6.5	5.1	5.8	6.3	5.6	5.0	5.2	5.2	5.0	5.6	5.0	6.3	5.8	5.1	6.5	4.3
<b>NATO Total</b>	<b>..</b>	<b>..</b>	<b>4.6</b>	<b>4.7</b>	<b>4.1</b>	<b>3.7</b>	<b>3.7</b>	<b>3.7</b>	<b>3.7</b>	<b>4.1</b>	<b>3.7</b>	<b>4.7</b>	<b>4.6</b>	<b>..</b>	<b>..</b>	<b>3.3</b>

Notes: (a) NATO definition of defence expenditure as a proportion of gross domestic product (based on current prices). .. not available  
(b) 1994 figures are estimates.

(c) These percentages have been calculated without taking into account the expenditure for Berlin.

Source: NATO press release M-DPC-2(94)125 - Financial & Economic Data Relating to NATO Defence' Table 3

Table 7

## NATO Defence Expenditures Per Capita In US \$ (1985 prices &amp; exchange rates) (a)

Country	1970	1975	1980	1985	1990	1991	1992	1993	(b) 1994
Belgium	161	208	249	246	240	236	192	183	181
Denmark	234	223	244	246	255	258	251	249	244
France	286	300	358	377	382	352	368	361	361
Germany (c)	247	296	314	326	326	238	224	197	184
Greece	107	191	184	235	207	197	206	202	204
Italy	129	139	144	163	173	169	171	172	173
Luxembourg	52	70	94	104	130	140	145	132	139
Netherlands	242	240	248	268	269	260	256	237	227
Norway	329	322	360	433	457	439	475	449	464
Portugal	104	93	74	68	83	83	81	79	80
Spain	..	..	94	103	98	93	86	93	86
Turkey	22	43	49	47	62	63	64	67	65
United Kingdom	381	372	375	415	371	371	330	318	307
NATO Europe	..	..	234	247	243	227	215	206	201
Canada	245	225	235	300	305	280	269	265	251
United States	1,171	832	844	1,079	1,048	899	948	888	828
<b>NATO Total</b>	<b>..</b>	<b>..</b>	<b>460</b>	<b>562</b>	<b>550</b>	<b>478</b>	<b>491</b>	<b>461</b>	<b>435</b>

Notes: (a) 1993 population data used have been calculated by applying the average annual growth between 1988 and 19.., not available

(b) 1994 figures are estimates.

Source: NATO press release M-DPC-2(93) 76 - 'Financial & Economic Data Relating to NATO Defence' Table 4

Table 8

## NATO Armed Forces Personnel (thousands)

Country	1970	1975	1980	1985	1990	1991	1992	1993	(a) 1994
Belgium (b)	108	103	108	107	106	101	79	70	54
Denmark	42	34	33	29	31	30	28	27	27
France	571	585	575	563	550	542	522	506	506
Germany	455	491	490	495	545	457	442	398	360
Greece	178	185	186	201	201	205	208	213	214
Italy	522	459	474	504	493	473	471	450	435
Luxembourg	1	1	1	1	1	1	1	1	1
Netherlands	112	107	107	103	104	104	90	86	79
Norway	37	38	40	36	51	41	42	..	..
Portugal	229	104	88	102	87	86	80	68	76
Spain	..	..	356	314	263	246	198	204	213
Turkey	625	584	717	814	769	804	704	686	736
United Kingdom	384	348	330	334	308	301	293	271	258
NATO Europe	..	..	3,504	3,603	3,510	3,390	3,159	..	..
Canada	91	78	82	83	87	86	82	76	73
United States	3,294	2,146	2,050	2,244	2,181	2,115	1,919	1,815	1719
<b>NATO Total</b>	<b>..</b>	<b>..</b>	<b>5,636</b>	<b>5,930</b>	<b>5,778</b>	<b>5,591</b>	<b>5,159</b>	<b>..</b>	<b>..</b>

Notes: (a) 1992 figures are estimates.

(b) Decrease in 1992 military strength reflects the decision by the Belgian government to demilitarise the Gendarmerie.

Source: NATO press release M-DPC-2(93) 76 - 'Financial &amp; Economic Data Relating to NATO Defence' Table 6

### 5 Trident

The most recent official estimate<sup>3</sup> for the total cost of acquiring the UK Trident system is £11,682 million at 1994/95 prices and at an exchange rate of £1 = \$1.48. This is the estimated total cost of *acquiring* Trident only, and so excludes any estimates of running costs over its lifespan. The previous estimate, at 1993-94 prices assuming £1 = \$1.44, was £11,631 million.

Greenpeace<sup>4</sup> have claimed that the true total cost of the Trident programme in 1991-92 prices is £33,085 million. In addition to the (then) £10,518 million officially quoted for the cost of acquiring Trident by the MoD, this figure includes £11,492 million for the Greenpeace estimate of identifiable lifetime running costs and post-lifetime decommissioning costs, and £11,075 million for what Greenpeace describe as “items essential to the continuation of the Trident programme that are excluded on the grounds that they may be used for other purposes at a future date”. These additional costs refer to Trident's estimated share of items such as the Atomic Weapons Establishment (Aldermaston), the Faslane works and the development of the PWR2 nuclear propulsion plant.

On the subject of the anticipated annual running costs of Trident, the government has said<sup>5</sup> that the average annual running costs of the Trident nuclear force are expected to be about £200 million at 1994-95 prices (less than 1% of the defence budget). This includes the estimated costs of manpower, stores and spares, refits, and the in-service support of warheads, the submarines and their weapon systems. If one assumes a lifetime of 30 years for Trident, as do Greenpeace, this would imply total running costs of some £6.0 billion at 1994-95 prices.

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<sup>3</sup> Dep 3/1014 "Report on Trident by the Ministry of Defence"

<sup>4</sup> Greenpeace (1992) - "*The Rising Cost of Trident*".

<sup>5</sup> HC 297 1993-94 para. 5



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