

OVERVIEW

II n

Ministry of Defence

Departmental Overview 2021-22

We are the UK's independent public spending watchdog

December 2022

What this guide is about

This guide has been produced to support the Defence Select Committee in its examination of the Ministry of Defence's (the MoD's) spending and performance. It summarises the key information and insights that can be gained from our examinations of the MoD and related bodies and the MoD's annual report and accounts. The MoD spent £65 billion in 2021-22 to provide security for citizens of the UK and the Overseas Territories by defending them, including against terrorism, and to act as a force for good by strengthening international peace and stability.

The guide includes:

- how the MoD is structured and where it spends its money;
- \rightarrow
- information about its people and how it uses its resources:
- its major programmes, including the affordability of the Equipment Plan; and
- the MoD's response to the conflict in Ukraine and its future plans.

How we have prepared this guide

The information in this guide draws on the findings and recommendations from our financial audit and value-for-money programme of work, and from publicly available sources, including the annual report and accounts of the MoD and its bodies.

We have cited these sources throughout the guide to enable readers to seek further information if required. Where analysis has been taken directly from our value-for-money or other reports, details of our audit approach can be found in the Appendix of each report, including the evaluative criteria and the evidence base used.

Other analysis in the guide has been directly drawn from publicly available data and includes the relevant source as well as any appropriate notes to help the reader understand our analysis.

Other relevant publications

More information about our work on the UK Defence sector, as well as information about our other recent and upcoming reports, can be found on the National Audit Office (NAO) website.

More information about central government accounting and reporting

You may also be interested in our interactive guide to Good practice in annual reporting (January 2022), which sets out good-practice principles for annual reporting and provides illustrative examples taken from public sector organisations who are leading the way in this area.



This report updates our previous overview, <u>The Ministry of Defence: Departmental Overview</u> 2020-21, published in February 2022.

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About the National Audit Office

The National Audit Office (NAO) is the UK's independent public spending watchdog. We scrutinise public spending for Parliament and are independent of government and the civil service. We help Parliament hold government to account and we use our insights to help people who manage and govern public bodies to improve public services.

The Comptroller and Auditor General (C&AG), Gareth Davies, is an Officer of the House of Commons and leads the NAO. We audit the financial accounts of departments and other public bodies. We also examine and report on the value for money of how public money has been spent.

In 2021, the NAO's work led to a positive financial impact through reduced costs, improved service delivery, or other benefits to citizens, of \$874 million.

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Part One // Overview About the MoD

The Ministry of Defence (MoD) is a government department led by the Secretary of State for Defence. It includes:

- a Department of State, responsible for supporting ministers, developing policy, developing and delivering plans and generating military capability. The majority of funding and activity in defence (including in the military commands) supports this role; and
- a military strategic headquarters. This is a specialised role, unique to the MoD, that directs and carries out military operations on behalf of the government.



Focus of NAO work on defence

Since our previous overview, we have published reports on <u>The Equipment Plan 2022–2032</u>; <u>The Ajax</u> <u>programme</u> and <u>The Digital Strategy for Defence</u>. These are summarised on pages 23 to 25. The MoD's main purpose is to deliver, alongside other government departments, security for citizens of the UK and the Overseas Territories by defending them, including against terrorism, and to act as a force for good by strengthening international peace and stability.

Its priority outcomes are to:



protect the UK and its Overseas Territories;



understand and counter state and non-state threats;



enhance global security through persistent engagement and response to crises;



contribute to NATO collective deterrence and defence; and



modernise and integrate defence capabilities by taking a whole-force approach to its people and increasing the use of technology and innovation.

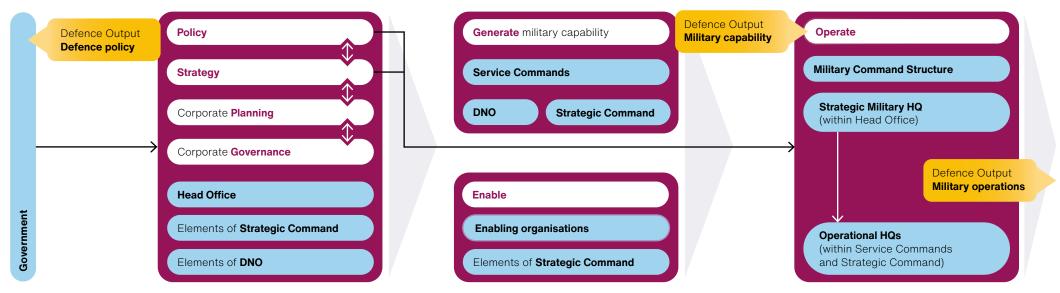
How the MoD is structured

The MoD's Head Office works with other parts of government to develop and periodically review the UK's national security policy and strategy, which are approved by the Prime Minister. These reviews set the top-level defence policy that the MoD must enact. The MoD then develops its strategy, setting out its strategic and enabling outcomes. The strategy directs how the MoD conducts and organises its activities to deliver the outcomes on behalf of the Secretary of State for Defence. This strategy is reviewed periodically and is typically reset after a review of wider national security policy and strategy. From the strategy, the MoD develops an annual defence plan, which sets out what each part of defence must do to contribute to the outcomes.

In November 2022, the government announced that it would update the *Integrated Review of Security, Defence, Development and Foreign Policy,* which was published in 2021 before Russia's invasion of Ukraine.

The Ministry of Defence's (the MoD's) operating model

The MoD's organisations and business functions carry out seven core activities (policy, strategy, planning, governance, generate, enable and operate) to deliver three defence outputs (military capability, defence policy and military operations).



Notes

- 1 'Operate' describes conducting military operations.
- 2 'Generate' military capability describes work conducted with Head Office to develop future capability.
- 3 'Enable' describes the activity of the organisations that work within the MoD but at 'arm's-length' from Head Office.
- 4 Functions are cross-cutting activities, such as finance and digital, carried out in various parts of the MoD.
- 5 DNO Defence Nuclear Organisation.

Source: National Audit Office analysis of Ministry of Defence, How Defence Works, September 2020

Part One // Overview

How the MoD is structured continued

The MoD's organisation structure is made up of Head Office, four military commands, the Defence Nuclear Organisation, UK Space Command and Enabling organisations

The core Departmental group

Head Office provides the Department of State function and political and military strategic direction for the MoD.

Military commands generate military capability and operate in accordance with Defence policy objectives as directed by Head Office. The Royal Navy, Army and Royal Air Force (the single Services) are each led by a chief who is both the head of the Service and the budget holder for the organisation.

UK Strategic Command exists to support the joint nature of warfare conducted by the Armed Forces across five war-fighting domains – land, sea, air, cyber and space. It develops, operates and integrates unique and pan-Defence capabilities.

The Defence Nuclear Organisation manages the defence nuclear portfolio, ensuring coordination and coherence of nuclear business.

UK Space Command is staffed from the Royal Navy, Army, Royal Air Force, civil service and commercial sector. It was formed on 1 April 2021 and is responsible for operations, workforce and capability (equipment programmes) in the space domain.

Enabling organisations provide a range of supporting services to the MoD.

A number of additional non-departmental public bodies form a part of the MoD but are not considered as part of the core department.

						Top level	l overvi	ew									
					:	Secretary of S	tate for I	Defence									
	ister of Sta nce Procu			Minister of State and the Office			Min	nister of State fo House of	r Defence in the Lords	Mi		or Defenc and Servic		e, Veterans ies			
						Head	Office										
• Perma	anent Secr	retary		Second Perm	anent Seo	cretary		▲ Chief of the	Defence Staff		▲ Vic	e Chief of	the De	fence Staff			
Chief Operating Officer	● Direc Gener Financ	al	 Director General Commercial 	 Director General Delivery & Strategy 	▲ Dep Chief c Defer Staff (M Capab	of the Gen nce Indu filitary Tra pility) Eco	rector neral ustry, de & nomic curity	 Director General Security Policy 	▲ Deputy Chief of the Defence Staff (Military Strategy & Operations)	▲ Chi Defe Peo	nce	● Chie Scienti Advise	ific	Chief Information Officer ¹			
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Nuclear		Com	Deputy mander rations	Second Lord/Deputy of Naval S	Chief	▲ Deputy C of the Gen Staff		▲ Deputy Commander Strategic Command	▲ Chief of Joint Operations	•							
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			nander UK Command			Comman		● Chief Information	 Director General 	Authority Chief Constable Ministry of Defence Police 		Authority		echnology boratory			
Defence M	inisters					Allied Rap Reaction Corps		Officer ¹	Defence Medical Services			 Chief Executive UK Hydrographic Office 					
Enabling or	rganisation	IS				L		▲ Director		-	Chief Executive Oil and Pipelines Agency		 Chief Executive Defence Electronic and Components Agency 				
Military pos	st • Civilia	an post						General Joint Force Development		0							
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public body	y. Its purpo	se is to d	design, mar	in July 2021 as a nufacture, mainta rganisation.				ar warheads. AW	VE engages with	S	Single S Regula Offi	ations	at	Officer Defence Digital			

3 In August 2021, it acquired Sheffield Forgemasters International Ltd as a public corporation. The company specialises in complex manufacturing and forging processes and is a key supplier to the UK's civil nuclear and defence sectors.

Source: Ministry of Defence update to Ministry of Defence, How Defence Works, September 2020

Part Two // Spending and financial management

Where the MoD spends its money

In 2021-22, the MoD spent £51 billion on its running costs, up from £44 billion in 2020-21. It also spent £14 billion on additions and improvements to its estate and operational assets, including the assets noted on the next page.

The £51 billion includes day-to-day resources such as staff costs, maintaining military equipment and management of the Defence estate.

Key areas of spending in 2021-22

£15 billion

Staff costs make up a significant proportion of the MoD's operating expenditure at nearly £15 billion (29%); 76% of these staff costs were for military personnel.

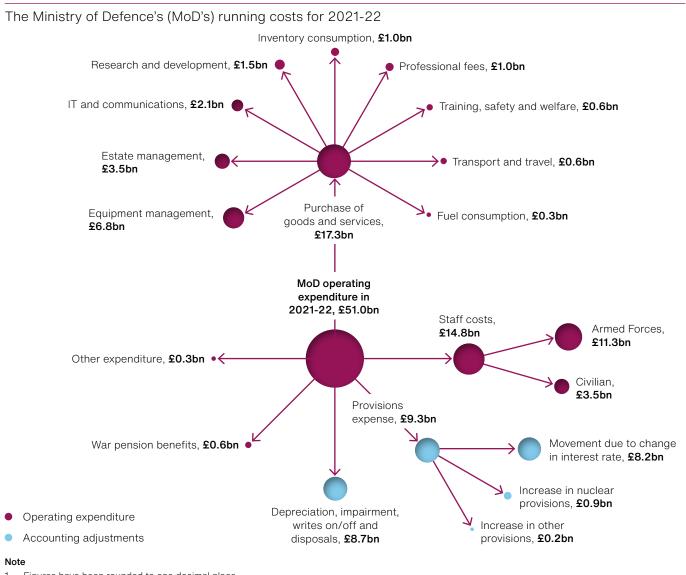
£7 billion

Equipment management costs were nearly £7 billion and include expenditure to keep military equipment functioning.

£3.5 billion

Estate management costs of £3.5 billion were required to maintain the land and buildings across the MoD's estate.

Included within the £51 billion are accounting adjustments (shown in blue) which are not cash transactions. These include the effect of changes to the HM Treasury discount rate on the valuation of nuclear decommissioning provisions as well as non-cash depreciation (reduction in value of an asset due to wear and tear) and impairment (reduction in value of an asset due to an event) of military equipment and property.



Note

Figures have been rounded to one decimal place.

Source: Consolidated Statement of Comprehensive Net Expenditure, Ministry of Defence Annual Report and Accounts 2021-22

Part Two // Spending and financial management Financial position of the MoD

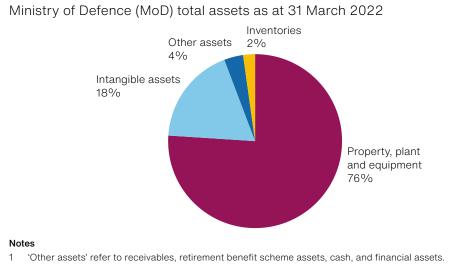
The MoD holds significant assets and liabilities:

In 2021-22, the MoD had assets worth a total of £170.1 billion, including:

- property, plant and equipment with a value of £129.3 billion, including £40.8 billion of land and buildings and £66.7 billion of military equipment. This included £9.9 billion of new assets for 2021-22;
- £31.0 billion of **intangible assets**, such as development costs for equipment platforms, including £2.4 billion of new assets in 2021-22;
- **inventories** had a value of £3.8 billion consisting of around 520,000 different types and around 510 million items. These include guided weapons, missiles and bombs, spare equipment components, raw materials, and consumables such as ammunition and fuel; and
- other assets of £6.0 billion include total receivables (money owed to the MoD) of £4.3 billion.

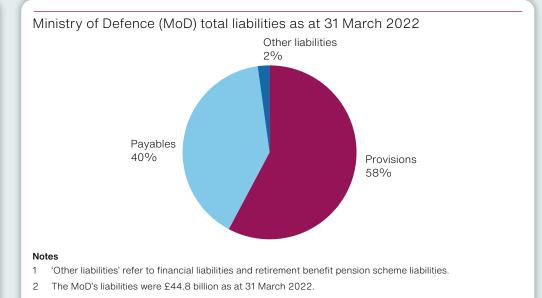
In 2021-22, the MoD had liabilities (future obligations or amounts owed by the MoD) worth \pounds 44.8 billion, including:

- total payables, for example cash due to suppliers of £17.9 billion, of which, £13.1 billion is due within one year; and
- provisions with a value of £25.9 billion, of which £25.0 billion relates to nuclear decommissioning. Provisions are future liabilities where the value or timing is uncertain.



2 The MoD's assets were $\pounds170.1$ billion as at 31 March 2022.

Source: Consolidated Statement of Financial Position, Ministry of Defence Annual Report and Accounts 2021-22



Source: Consolidated Statement of Financial Position, Ministry of Defence Annual Report and Accounts 2021-22

Part Two // Spending and financial management Spending patterns

The MoD's main areas of expenditure are staff costs, equipment and infrastructure.

The MoD's Equipment Plan provides an estimate of planned expenditure over the next 10 years to develop and support the equipment needed by the Armed Forces. The MoD's annual expenditure on the Equipment Plan has increased by 23% since 2018-19, from $\pounds16.2$ billion to $\pounds19.9$ billion. While resource expenditure on equipment has remained broadly similar, capital expenditure has shown a significant increase.

Ministry of Defence Equipment Plan and Infrastructure Plan expenditure from 2018-19 to 2021-22

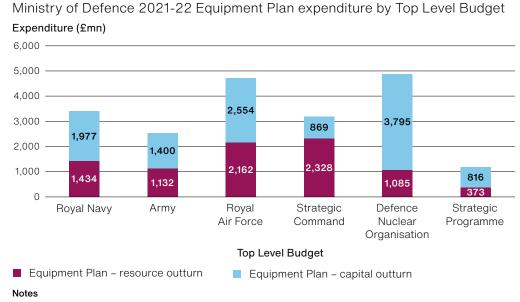
Expenditure (£mn) 25.000 19.922 20,000 18.064 16.202 16,258 15,000 11,411 10.011 9.225 8.749 10.000 8,053 8,511 7,510 6,977 5,000 3,263 3.327 3.388 3,325 Ω 2020-21 2021-22 2018-19 2019-20 Financial year Equipment Plan outturn Equipment Plan – capital outturn Equipment Plan – resource outturn Infrastructure Plan outturn Notes

- 1 Resource outturn refers to expenditure against the Resource Departmental Expenditure Limit (RDEL). This is for day-to-day resource costs and administration.
- 2 Capital outturn refers to expenditure against the Capital Departmental Expenditure Limit (CDEL). This is for investment – for example, in equipment projects.

Source: Ministry of Defence Annual Report and Accounts 2018-19 to 2021-22

Across the same period, the MoD's expenditure on its estate has decreased by 2%. The Infrastructure Plan sets out expenditure needed to maintain and service its estate, both in the UK and overseas. This expenditure was £3.3 billion in 2021-22.

When considering Equipment Plan expenditure by the Top Level Budgets (TLBs), the Defence Nuclear Organisation (DNO) had the highest spend in 2021-22 at \pm 4.9 billion, with 78% being capital expenditure. This is followed by the Royal Air Force with a spend of \pm 4.7 billion in 2021-22, 54% of which was capital expenditure.



- 1 Resource outturn refers to expenditure against the Resource Departmental Expenditure Limit (RDEL). This is for day-to-day resource costs and administration.
- 2 Capital outturn refers to expenditure against the Capital Departmental Expenditure Limit (CDEL). This is for investment – for example, in equipment projects.

Source: Ministry of Defence Annual Report and Accounts 2021-22

Note: The TLBs are responsible for delivering their agreed defence outcomes within delegated budgets. They include the Front-Line Commands (Navy, Army, Air and Strategic Command), the DNO and the Strategic Programmes Directorate.

Part Two // Spending and financial management

Operations and peacekeeping expenditure

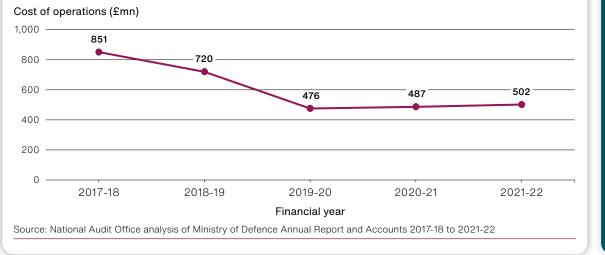
The MoD reports the additional costs from military operations. These do not include costs such as wages and salaries – only the net additional costs incurred in operations. The amounts vary each year based on the MoD's operational requirements and are agreed with HM Treasury.

In 2021-22, the MoD spent £502 million on operations, including the evacuation in Afghanistan, overseas counter-terrorism, military support to Ukraine and broader regional activity.

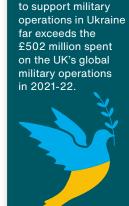
The funding is drawn from the following sources:

- Deployed Military Activity Pool since 2021-22 this has been core-funded by the MoD as its contribution to National Security Council-directed military activity.
- Special Reserve HM Treasury fund designed to meet the costs of large-scale and/or enduring military operations as directed by the National Security Council.
- Conflict, Stability and Security Fund a cross-government fund for conflict prevention, stabilisation, security and peacekeeping activities, under the direction of the National Security Council.

Since early 2022 the government has made significant financial commitments to military aid for Ukraine. The majority of this has occurred after the 2021-22 financial year ended and so is not reflected in the 2021-22 annual report and accounts.



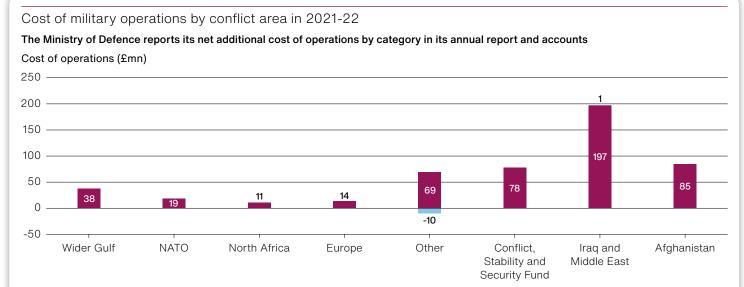
Ministry of Defence direct expenditure on military operations from 2017-18 to 2021-22



The aovernment's

£2.3 billion

committed spend of



Resource Capital

Source: National Audit Office analysis of Ministry of Defence Annual Report and Accounts 2021-22

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Part Two // Spending and financial management

Losses and special payments

The MoD reports losses and special payments in its annual report, in accordance with HM Treasury guidance. This includes individual cases of more than £300,000.

The MoD only includes limited information in its annual report, particularly when related to sensitive projects. Definitions of the categories included and examples for the 2021-22 financial year are summarised below.

Ministry of Defence (MoD) losses and special payments 2021-22

Categories	Category definition	Example from 2021-22 annual report and accounts			
Bookkeeping adjustments	An adjustment to the accounting records required to reflect a fiscal loss.	£5.4 million write-off of two balances which could not be verified by any available information held by the MoD.			
Constructive losses	These are caused by procurement action. For example, stores or services may be correctly purchased but not needed later in the project due, for example, to a change in policy.	£16.5 million BATCIS Falcon in-service asset reduction.			
Claims waived or abandoned	Losses occur when claims are waived or abandoned because, although properly made, the MoD decides not to pursue them.	£3.0 million overpayment claim which was abandoned.			
Fruitless payments	Payments which cannot be avoided because the recipient is entitled, even though the MoD no longer has need or use for the goods or services paid for.	£24.1 million write-off of impairment relating to an asset under construction. This must be paid but will not contribute to the value of the asset when it comes into service.			
Stores losses	Loss of physical assets or stock.	£3.0 million write-off of a Watchkeeper drone following a heavy landing incident.			
Special payments	These include:	Special payments in 2021-22 include a $\pounds1.2$ millio contractual settlement and a $\pounds684,000$ charge fo			
payments	 extra-contractual payments; 	Norwegian Defence Department Accommodation			
	 extra-statutory and extra-regulatory payments; 	that was not used.			
	• compensation payments;				
	• special severance payments; and				
	• ex-gratia payments.				

In 2021-22, the MoD reported 15,820 losses with a total value of £133.7 million, up from 9,930 losses with a total value of £82.1 million in 2020-21. In 2021-22 there were 3,870 special payments with a total value of \pounds 5.0 million compared with 2,370 special payments with a total value of \pounds 4.8 million in 2020-21.

2021-22

15,820

losses with a total value of £133.7 million

2020-21

9,930

losses with a total value of £82.1 million

2021-22

3,870

special payments with a total value of **£5.0 million**

2020-21

2,370

special payments with a total value of **£4.8 million**

Note

1 BATCIS refers to the Battlefield and Tactical Communications and Information Systems

Source: Ministry of Defence Annual Report and Accounts 2021-22

Part Two // Spending and financial management Contingent liabilities

Contingent liabilities are either:

- possible financial obligations arising from past events and dependent on the occurrence or non-occurrence of uncertain future events outside of the MoD's control; or
- present financial obligations where it is not probable that money will need to be spent to settle the obligation.

The MoD reported £1.3 billion of contingent liabilities in its 2021-22 financial statements. The majority of this balance (£987 million) relates to contingent liabilities that cannot be publicly disclosed due to commercial or security reasons. Of the remainder, £212 million relates to contractor claims for the costs associated with the closure of production lines in the event of contract termination. In addition, the MoD has a number of contingent liabilities which are more difficult to quantify. See the table (top right) for unquantifiable contingent liabilities.

The MoD is also obliged to report remote contingent liabilities. These can be found in the accountability report section of the MoD's annual report and accounts. These total $\pounds 2.1$ billion as at 31 March 2022 – in addition to several which are unquantifiable. These are significantly less likely to occur than those reported in the financial statements and the MoD estimates that the likelihood that an obligation will need to be settled has an approximate probability of 5%–10%.

Examples of unquantifiable contingent liabilities as at 31 March 2022

Decontamination

The MoD has several sites where it may be necessary to carry out decontamination work. It is not practicable or cost-effective to identify all contamination at these sites, therefore any possible liability is not quantified.

Shipwrecks

The MoD has environmental and safety responsibility for many shipwrecks both in UK waters and globally. The timing, scope and value of any necessary interventions remains uncertain.

Serco Ltd

The MoD has agreed to limit the contractor liability provided by Serco Ltd in respect of damage to government property. This includes consequential and indirect loss under the Brize Services Contract, to supply services at RAF Brize Norton.

Examples of remote contingent liabilities as at 31 March 2022

Special risk indemnities

These contractual indemnities can lead to contingent liabilities. Special risk indemnities for the MoD cover areas such as aircraft flight and taxiing trials, research and development contracts for guided weapons, and helicopter support risks. The total value disclosed is £302 million, in addition to unquantifiable contingent liabilities.

Nuclear

Indemnities have been provided to several companies relating to the handling of fissile materials, nuclear risk and risks under the Nuclear Installations Act 1965. These liabilities are unquantifiable.

Financial guarantees

The MoD has entered into two financial guarantee contracts to compensate two companies if other government departments or foreign nations fail to pay their invoices. The probability of payments is considered remote.

Part Two // Spending and financial management

The MoD identifies and reviews risks which affect how it operates and its delivery of key defence outputs.

Through its annual assurance reporting, MoD considers the effects of global events, such as the conflict in Ukraine and rising inflation. The key control risks are listed below, along with measures the MoD is taking to address them.

Control risk	Description
Workforce and skills	The MoD has identified the risks of not having a departmental-wide strategic workforce plan. It has identified the critical skills that it requires, including nuclear; digital and cyber; and project delivery. Some examples of the MoD's work to mitigate workforce risks include:
~રુપુરુ	 providing TLBs with freedoms and incentives to design their own 'whole-force' workforce through its Strategic Workforce Planning process;
	 annual Strategic Workforce Plan maturity assessments across functions and professions; and
	• developing a skills picture across defence over five and 10 years.
Commercial capacity and	The MoD lacks sufficient numbers of commercial staff with the right skills, which could reduce its ability to act as an intelligent customer to industry.
governance	The MoD offers training and development to all staff who could benefit through the pan-government Contract Management Capability Programme. By April 2022, more than 5,500 staff were accredited at foundation level and 150 candidates had been put forward for higher-level training.
Transformation	The MoD is seeking to deliver financial and non-financial benefits through its transformation programme. It holds the transformation sub-portfolios to account through activities such as coherence groups and financial deep-dives, which are chaired at director-general level.
Financial controls	The MoD has established measures to counter the threat of inflation to the financial assumptions made in the 2020 Spending Review and Equipment Plan. It is reviewing the effect of inflation on longer-term financial plans and assumptions.
000	The MoD also aims to strengthen finance communities and linkages with the wider Government Finance Function through its Finance Functional Leadership Programme.
Strategic suppliers and the supply chain	The MoD's Equipment Plan and military capability rely on global supply chains. This remains a significant control risk because of the Russia-Ukraine conflict and inflation. The MoD has completed work in planning for a new relationship with the EU, along with work to mitigate risks with strategic suppliers. It is working across government and internationally to map and understand its most critical supply chains. In July 2021, the MoD acquired Sheffield Forgemasters International Limited (SFIL) to secure the supply of components for existing and future UK defence programmes. Through the Defence Supplier Forum, it engages with industry on the implementation of the Defence Security and Industrial Strategy review and acquisition reform.

Control risk Description



Project and programme management

The MoD identified a need to increase the pace and agility in acquisition in response to evolving threats and rapid technological development. However, retaining sufficient qualified and experienced personnel remains a challenge. The MoD has vacancies in project delivery roles, reflecting recruitment and retention difficulties. To address this, it has introduced initiatives including talent and career management for senior project professionals as part of its wider acquisition reform agenda.



The MoD's main estate risk is the declining condition of infrastructure, which could start to affect military capability. In January 2022, the MoD published its *Strategy for Defence Infrastructure* outlining its ambition to transform its estate considering security; climate change and sustainability commitments; and current and future personnel needs. The Future Defence Infrastructure Services contracts – which entered service in 2022 – are also intended to deliver improvements.



The MoD has identified weak business rigour and insufficient common standards, governance and processes as its primary risk. It stresses the need to establish common standards, governance and processes to deliver efficiency improvements and investment.

Addressing cyber risk is one of the MoD's top priorities – it has introduced three programmes to mitigate the risk. Recent events in Eastern Europe during 2021-22 have increased the importance of defensive cyber activity. In 2021-22, the MoD focused on developing and embedding its Digital Strategy, and has since published supporting sub-strategies, such as the *Cyber Resilience Strategy for Defence*. It has also worked with commercial professionals to identify good practice.

Business



There is a risk that the MoD's delivery of critical defence outputs could be affected should there be a failure of business resilience and continuity responses. The MoD has established policies, including processes for identifying, assessing and reporting on Defence Critical National Infrastructure which are essential to the delivery of its most important outputs. It is updating its approach to focus on critical defence outputs and align with the government's proposed National Resilience Strategy.

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Part Three // Staff and pay Staff numbers

In 2021-22, the average number of full-time equivalent (FTE) staff employed in the Departmental Group was 232,200, which included 64,800 permanent civilian staff and 161,600 military personnel. The remainder includes short-term contract staff and locally engaged staff overseas.

This is an **increase** on the



employed in 2020-21. The MoD attributes this to its acquisition of AWE plc on 1 July 2021.

The MoD has introduced a whole-force approach with freedoms to adjust the workforce mix to meet business need (that is, the mix between Armed Forces Regulars and Reserves, civilians and contractors). As a result, the MoD has moved away from having specific targets for individual elements of the defence workforce. It will consider the future size and shape of the Armed Forces as part of the refresh of the Integrated Review.

Across this same period:

1.4% Army

the Army has seen a 1.4% decrease from 77,820 to 76,750.

Note

Royal Navy/ Royal Marines Royal Navy and Royal Marines

Royal Navy and Royal Marines strength has remained stable with a 0.1% increase from 29,710 to 29,740.

0.1%

The number of service personnel employed decreased by

0.9% from

137,390 to 136,180

between 1 July 2021 and

1 July 2022.

C.6% Royal Air Force

Royal Air Force strength has decreased by 0.6% from 29,860 to 29,690.

When considering the strength of the armed forces we have used full-time trained strength (FTTS) for the Royal Navy, Royal Marines and Royal Air Force, and full-time trade trained strength (FTTTS) is used for the Army. This is in line with criteria used in service personnel statistics regularly published by the MoD.

Part Three // Staff and pay

People and pay – Diversity

Military

Since 2021, the MoD has not publicly stated targets for the proportion of new service personnel who are female or from ethnic minority groups.

In the 12 months to 31 March 2022:

- 8.7% of intake to the UK Regular forces and Reserves were from ethnic minority groups (excluding white minorities), up from 8% in the 12 months to 31 March 2021; and
- 13.4% of intake were female, up from 11.8% in the previous 12 months. The MoD attributed this to an increase in Regular and Reserve female service personnel in the Army and Royal Air Force.

Note

Source: UK Armed Forces biannual diversity statistics



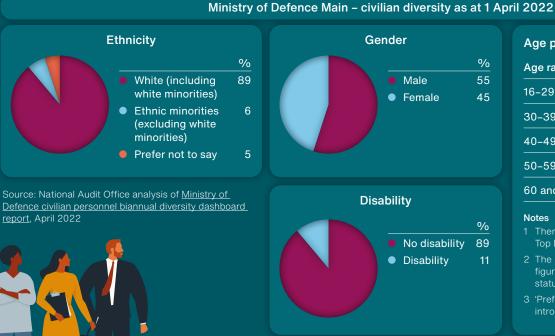
Age profile of Regular UK Armed Forces Proportion (%) Age range 6 Under 20 20-29 39 30-39 34 40-49 16 50 and over 4 Notes

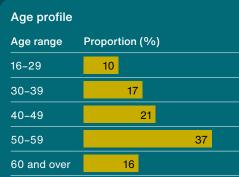
- 1 Percentages do not sum to 100% because
- 2 These percentages are based on a total of 147,980 Regular service personnel.

Civilian

As at April 2022:

- 55.5% of staff were male and 44.5% were female. The proportion of female staff is below the civil service average (45.5% male, 54.5% female):
- 39.9% of the MoD's senior civil service and 44.0% of grade 6 to grade 7 are female;¹ and
- the MoD had 1,910 (6.0%) staff from ethnic minorities (excluding white minorities) in MoD Main compared with 2.030 (6.3%) in April 2021. This breaks the trend of year-on-year increasing representation since April 2018.





Notes

- 1 There were 37,080 active records in MoD Main Top Level Budget HR systems.
- 2 The percentages reported are based on known figures. 8,920 people had unknown disability status, while 3,250 had unknown ethnicity.
- 3 'Prefer to self-describe' is a new category introduced in April 2022. 0.4% chose this option.

UK Armed Forces diversity as at 1 April 2022

Part Three // Staff and pay Remuneration



The MoD spent £14.8 billion on staff costs in 2021-22.

There is significant variation in the highest paid salaries across the MoD and its arm's-length bodies – see graph. Different regulations govern these bodies, with some having more freedom in their remuneration packages to attract staff with the necessary skills.

Defence Equipment and Support (DE&S) and the Submarine Delivery Agency (SDA) have pay freedoms. While they have to agree an operating cost framework with the MoD, they can manage their workforce costs within this. They also have the freedom to pay 23 (DE&S) and 11 (SDA) staff more than the senior salary cap set by HM Treasury.

Pay for senior civil servants and senior officers of the Armed Forces is set by the Prime Minister following independent advice from the Senior Salaries Review Body. This body considers wider economic conditions and affordability. This also applies to the Defence Science and Technology Laboratory and the Defence Electronics and Components Agency.

Remuneration (£ thousand) 450.0 400.0 382.5 367.5 350.0 -300.0 277.5 250.0 -202.5 192.5 200.0 -167.5 147.5 142.5 150.0 — 127.5 127.5 107.5 92.5 100.0 76.3 77.5 69.4 52.1 ۲ ۲ 40.9 37.7 35.3 35.7 33.1 34.0 50.0 ۲ 28.8 30.7 26.2 20.1 ۲ ۲ ۲ ۲ ۲ 0.0 Defence Equipment and Support (military) Defence Science and Technology National Museum of the Royal Navy Defence Equipment and Electronics National Army Museum Covenant Fund Trust Delivery Submarine Delivery Agency (military) Single Source Regulations Office Agency Armed Forces **Ministry of Defence** (military) Defence (civilian) Support (civilian) Agency (civilan) Laboratory Royal Air Force Museum of l Submarine

MoD and its arm's-length bodies

Defence E and Co

Highest paid director (midpoint of banded remuneration) Median pav

Ministry

Note

1 The data provided are for 2020-21 because some arm's-length bodies had not yet published their annual reports and accounts for 2021-22.

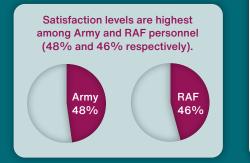
Source: 2020-21 annual report and accounts of the following entities: Ministry of Defence, Defence Equipment and Support, Submarine Delivery Agency, Defence Science and Technology Laboratory, Single Source Regulations Office, Defence Electronic and Components Agency, National Army Museum, National Museum of the Royal Navy, Royal Air Force Museum, Armed Forces Covenant Fund Trust

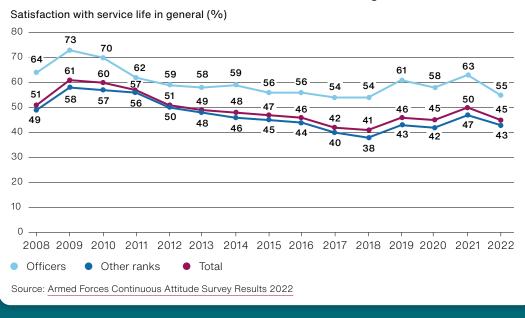
The Ministry of Defence (MoD) and its arm's-length bodies: Highest paid director and median personnel salaries in 2020-21

Part Three // Staff and pay Armed Forces Continuous Attitude Survey (AFCAS)

The MoD conducts an annual survey of Regular service personnel. The most recent survey - published in May 2022 – reported:

Over the past year, satisfaction with service life in general has fallen five percentage points to 45%, in line with 2020 levels. This remains well below the peak level of 61% in 2009.





UK Armed Forces trend of satisfaction with service life in general, 2008–2022

While Army and Royal Air Force satisfaction levels are lower than 2021, satisfaction with service life among Royal Navy and Royal Marines personnel has fallen to levels reported in 2018 (37% and 39% respectively in 2022).

'Impact of service life on family and personal life' remains the top factor influencing intentions to leave, with two other family-related factors among the top five (spouse/partner's career and childcare). Satisfaction with service-provided welfare support for families dropped from 46% in 2021 to 42%.

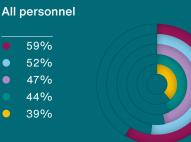
The top factors influencing service personnel to leave the Armed Forces in 2021-22

'Impact of service life on family and personal life' remains the top factor influencing service personnel to leave

- Impact of service life on family/ personal life
- Opportunities outside the service
- Spouse/partner's career
- Childcare
- Current job satisfaction
- My morale

Note

Response from all survey participants to the guestion 'How do the following factors impact on your intention to stay or leave the [Service]?'.





Source: National Audit Office analysis of Armed Forces Continuous Attitude Survey, 2022 (AFCAS) data

Part Three // Staff and pay

The MoD's results in the annual Civil Service People Survey

The annual Civil Service People Survey looks at civil servants' attitudes to, and experience of, working in government departments. The results of the 2021 survey were published in April 2022.

The most recent survey results showed:

- the MoD's results are lower than the scores in 2020. The results remained the same in three categories and declined in seven categories, ending its year-on-year improvement across all categories since 2018;
- the MoD scores lower than the civil service averages in all but two categories ('my work' and 'learning and development'); and
- the results in 2021 remain higher than the scores achieved in 2018 in all categories, with the largest improvement in 'leadership and managing change'.

Source: National Audit Office analysis of the annual Civil Service People Survey data. See full survey results, available at: www.gov.uk/ government/statistics/civil-service-statistics-2022

🛕 Increase 🛛 Decrease 🔹 No change	Result in 2021 (%)	Result in 2020 (%)	Change (Percentage points)	Civil service median in 2021 (%)
Employee engagement index	65	67	V -2	66
My work	79	79	• 0	79
Organisational objective and purpose	81	83	-2	85
My manager	70	70	ο ο	75
My team	80	81	-1	84
Learning and development	56	58	V -2	56
Inclusion and fair treatment	79	79	• 0	82
Resources and workload	71	73	V -2	75
Pay and benefits	36	42	-6	39
Leadership and managing change	44	47	V -3	58

19

Part Four // Other themes

Major programmes and key developments



52

The MoD has 52 projects (over one-fifth of the total portfolio) in the *2021-22 Government Major Projects Portfolio* (GMPP), the largest number for any department.

Since last year's Infrastructure and Projects Authority (IPA) <u>Annual Report on Major</u> <u>Projects 2021-22</u>, 18 defence projects were added to the GMPP, of which six relate to the Complex Weapons Portfolio. AURORA, MENSA, PEGASUS and TEUTATES were previously included within the Nuclear Warhead Capability Sustainment Programme.

The 52 projects are categorised as follows:



45

military capability projects, including projects such as Dreadnought nuclear submarines, the Lightning programme and Type 26 ships.

5

information communications and technology projects, including Future Beyond Line of Sight (now known as Skynet) and MODnet Evolve.

2

infrastructure and construction projects - Future Defence Infrastructure Services and Submarine Waterfront Infrastructure Future.



£194.7 billion

The total whole-life cost of GMPP defence projects is currently £194.7 billion.

-	
-	
	1

A full list is provided on the following pages.

Our analysis of GMPP data also shows that since our last Departmental Overview:

5

9

4

8

projects forecast an earlier end date, with a mean reduction of five years. The largest decrease in forecast end-date was in the Maritime Electronic Warfare Systems project (10 years and one month).

projects reported a fall in whole-life cost to the MoD – with the largest reductions in the Future Maritime Support Programme (\pounds 5.4 billion decrease: \pounds 10.7 billion to \pounds 5.3 billion) and Land Environment Tactical Communications and Information Systems programme (\pounds 1.2 billion decrease: \pounds 14.4 billion to \pounds 13.1 billon).

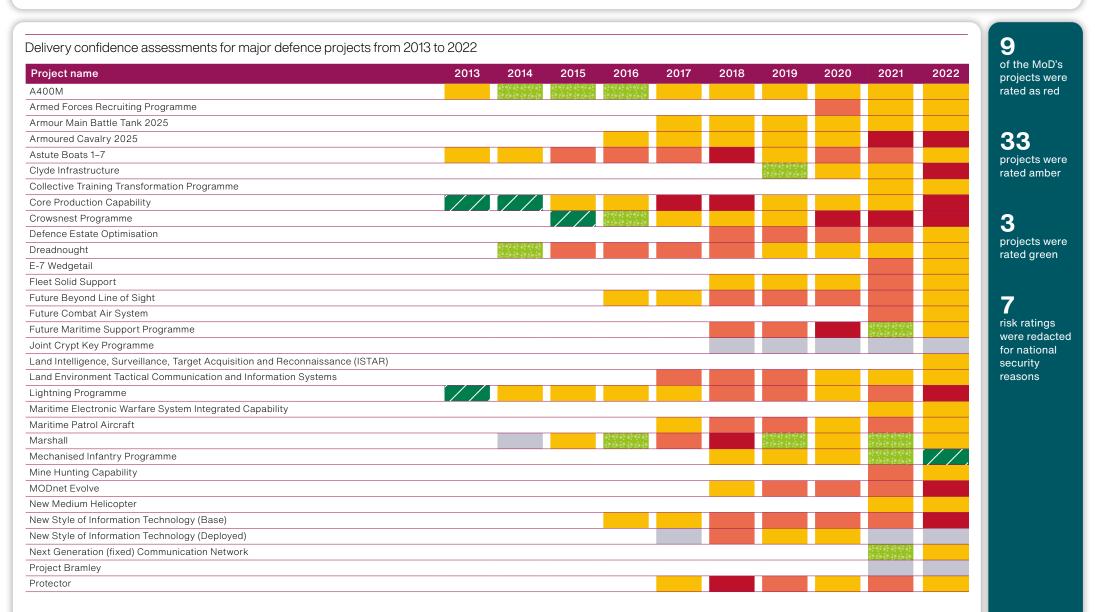
projects forecast a later end date, with a mean increase of four years. The Lightning programme had the largest slippage at 13 years.

projects reported an increase in whole-life cost to the MoD, with the largest increases on Defence Estate Optimisation Programme (\pounds 4.1 billion increase in public funding following the withdrawal of private finance alternatives: \pounds 1.3 billion to \pounds 5.4 billion) and Mechanised Infantry Programme (\pounds 2.6 billion increase: \pounds 4.0 billion to \pounds 6.6 billion). The MoD has recently increased the number of Boxer vehicles purchased from 523 (2019) to 623 (2022), following priorities outlined in the Integrated Review.

Part Four // Other themes

Major programmes and key developments continued

In the IPA's <u>Annual Report on Major Projects 2021-22</u>, nine of the MoD's projects were rated as red, 33 projects were rated amber and three of the MoD's projects were rated green. Seven risk ratings were redacted for national security reasons.



20

Part Four // Other themes

Major programmes and key developments continued

Project name	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Spearfish Upgrade Programme										
Type 26 Global Combat Ship Programme										
Туре 31е										
Future Defence Infrastucture Services (FDIS)										
AURORA										
MENSA										
PEGASUS										
TEUTATES										
Submarine Dismantling Project										
Submarine Waterfront Infrastructure Future										
Naval Support Integrated Global Network (NSIGN)										
European Common Radar System Mk 2										
Sea Venom										
Future Cruise Anti Ship Weapon (FCASW)										
Spearcap 3										
Brimstone 3										
Martlett										
Meteor										
Ground Based Air Defence (GBAD)										
Chinook Capability Sustainment Programme										

Notes

- 1 As at 2022, the Infrastructure and Projects Authority rates programmes using a three-tier scale. Prior to this, programmes were rated using a five-tier scale.
- 2 The switch to a three-tier scale resulted in some programmes moving from the two amber ratings to the red rating.

Source: Infrastructure and Projects Authority Annual Report on Major Projects 2021-22

Green

Successful delivery of the project on time, budget and quality appears highly likely and there are no major outstanding issues that at this stage appear to threaten delivery significantly. Amber-Green Successful delivery appears probable; however, constant attention will be needed to ensure risks do not materialise into major issues threatening delivery.

Amber

Successful delivery appears feasible but significant issues already exist, requiring management attention. These appear resolvable at this stage and, if addressed promptly, should not present a cost/ schedule overrun.

Amber-Red

Successful delivery of the project is in doubt, with major risks or issues apparent in a number of key areas. Urgent action is needed to address these problems and/or assess whether resolution is feasible.

Red

Successful delivery of the project appears to be unachievable. There are major issues with project definition, schedule, budget, quality and/ or benefits delivery, which at this stage do not appear to be manageable or resolvable. The project may need re-scoping and/or its overall viability reassessed.

Exempt

Data can be exempt in exceptional circumstances such as protecting national security.

Part Four // Other themes

Accounting officer scrutiny of major programmes

Ministry of Defence Accounting

Officer Assessments, 2021-22

Departmental accounting officers (AOs) scrutinise significant plans to start or vary major projects and assess whether they meet the standards set out in HM Treasury's guide to Managing Public Money. Our 2016 report, Accountability to Parliament for taxpayers' money, was designed to encourage AOs to provide positive assurance on the four accounting officer standards - regularity, propriety, feasibility and value for money – ahead of key implementation decisions. In response, the government committed to making available a summary of key points from the Accounting Officer's Assessments.

In July 2022, we published our report Accounting Officer Assessments, in which we reviewed how AO Assessments have evolved since 2017 in terms of HM Treasury's requirements, and support AOs' decision-making and Parliament's scrutiny. On the basis of the NAO's report, the Committee of Public Accounts (PAC) subsequently concluded that the Department for Transport and the MoD were good at AO Assessments compared with other departments.

As at 31 December 2021, the MoD had published 19 AO Assessments since January 2018. Since 1 January 2022, it has published one further AO Assessment.

Mine Hunting Capability (Reason for assessment: joining GMPP)	Current mine counter-measures vessels have capability shortfalls measured against evolving high-tech mine threats, and have already been significantly life-extended. The Mine Hunting Capability (MHC) programme addresses the need to maintain the capability currently provided, and supporting units such as diving and forward support.	The programme remains within the approvals for the operational evaluation phase. The pathfinder systems are being force-generated to provide early insight and risk mitigation for the systems being delivered in the first block.
	The programme is being delivered in two blocks. The first block's schedule will deliver three systems between December 2022 and September 2024. Block 1 is intended to support a decision for when the full business case for the second block is issued for approval. This is forecast for the end of 2023. WILTON is a standalone project and part of the overall MHC programme and, among other objectives, provides exploratory work for MHC.	
	The MoD is engaging with UK government agencies in enquiries around export opportunities for UK industry.	

Accounting officer summary

Conclusion

Part Four // Other themes The Equipment Plan 2022–2032

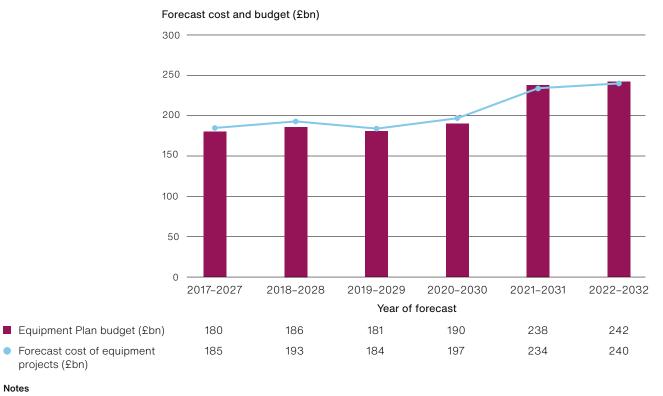
Each year the MoD publishes a report setting out its plans for equipment procurement and support over the next 10 years. It sets out its judgement about whether these plans are affordable. Our report The Equipment Plan: 2022 to 2032 assesses the MoD's assumptions which underpin this affordability assessment and its response to the financial risks and challenges it faces.

The MoD has assessed that its 2022–2032 Plan is affordable based on financial data at March 2022. It assessed that its 10-year equipment budget of £242.3 billion exceeds forecast costs by £2.6 billion (1% of budget). The estimated surplus has fallen from £4.3 billion (2%) in last year's Plan.

The MoD believes it can manage the affordability pressures on the Plan, but our assessment shows this will be challenging. The MoD faces significant pressures to keep the Plan affordable, which may affect its ability to deliver equipment projects as planned. It will need to achieve all of the forecast savings in the Plan and manage the risk of cost increases on equipment projects.

Because the 2022–2032 Plan is based on financial data at 31 March 2022, it does not reflect the effect of growing external cost pressures since April 2022, such as inflation and the Ukraine conflict. The MoD intends to reflect their full effects on the affordability of next year's Plan. It seeks to manage these risks using a range of measures, such as forward purchasing foreign currency.

The Ministry of Defence's (MoD's) Equipment Plan budget and forecast costs, 2017 to 2022 For the second year running, the MoD has assessed that its Equipment Plan is affordable over the next 10-year



Notes

- Budgets and forecasts are published annually, with each covering a 10-year period. 1
- 2 Figures are given in cash terms.
- The MoD received additional funding of £16.5 billion following the 2020 Spending Review. З

Source: National Audit Office analysis of Ministry of Defence data

23

Part Four // Other themes The Digital Strategy for Defence

In October 2022 we published our report <u>The Digital Strategy for Defence: A review of</u> <u>early implementation</u>, which reviewed the MoD's May 2021 Digital Strategy for Defence and its implementation.

We concluded that the MoD's digital strategy is consistent with good practice, has provided clear direction and has support at the highest levels. The MoD has made good progress with integrating and aligning digital practitioners across Defence. However, its performance in delivering major digital technology programmes needs to improve and is a risk to achieving this alignment.

The MoD lacks a complete picture of its progress against the strategy and so cannot readily demonstrate whether its delivery is on track. To meet the needs of modern warfare and enhance its business efficiency, the MoD must transform a large and complex organisation with an extensive legacy estate, using scarce specialist skills. Given the scale of the challenge and the persistent barriers to change, achieving the strategy's objectives by 2025 is ambitious.

We recommended the MoD should create a clear delivery plan to:

- integrate the strategy with wider departmental transformation;
- identify and prioritise the activities needed to achieve its strategic outcomes and what people, skills and funding these will take to deliver;
- develop a set of leading indicators to show the prospects for future progress; and
- set out a consistent set of performance information for use across the digital function and the wider MoD.

The Infrastructure and Project Authority's (IPA's) assessment of Defence Digital's major programmes, March 2022

The IPA's assessment is that successful delivery is feasible for three of Defence Digital's publicly reported major programmes, but appears unachievable for two

Programme	Description	IPA assessment
Next Generation Core Network	Will deliver the core network connectivity for the Ministry of Defence (MoD), including the gateways linking into these networks, which allow data to move between networks at different levels of assurance.	_ Amber
SkyNet 6	Will ensure continuity of satellite communication services and secure the UK's satellite communication capability for the future.	Amber
Land Environment Tactical Communications and Information Systems	Will deliver the next generation of tactical military communications in the land environment, to enable informed and timely decisions.	Amber
New Style of IT Base	Will work through the ATLAS contract to make the MoD's core IT fit for purpose. For example, the MoD moved from Windows XP to Windows 7 and has recently rolled out Windows 10.	Red
MODNet Evolve	Will move the MoD from the single, large, existing ATLAS contract that provides users with core IT services to a new range of replacement contracts for individual services.	e Red
New Style of IT Deployed	Will deliver a modern and secure communications and information service to connect war-fighters and enable information advantage.	Exempt
Joint Crypt Key programme	Will modernise the MoD's communications security tools so that they are better integrated and more flexible, while remaining secure.	Exempt

Notes

- 1 The IPA produces an annual report that assesses the likelihood of government major programmes achieving their aims and objectives on time and on budget. A 'red' rating means successful delivery appears unachievable; 'amber' that successful delivery appears feasible but that significant issues exist requiring management attention; and 'green' that successful delivery appears highly likely with no outstanding issues that appear to threaten delivery.
- 2 The ratings we present are from the IPA's 2021-22 annual report and reflect a snapshot of performance data at March 2022. The ratings do not reflect any changes in performance since that date.
- 3 The ATLAS Consortium includes DXC Technology (originally HPE), Fujitsu, Airbus Defence and Space, and CGI. It provided the Ministry of Defence's core IT services, including records management, print and a service desk.
- 4 The New Style of IT Deployed and Joint Crypt Key programmes are subject to IPA assessment but are exempt from public IPA reporting under Section 26 of Freedom of Information Act 2000 (Defence).
- 5 Defence Digital has an eighth major programme; however, information regarding this has been redacted with consideration to Section 24 of the Freedom of Information Act 2000 (National security).

Source: National Audit Office analysis of Ministry of Defence information and the Infrastructure and Project Authority's Annual Report on Major Projects 2021-22

Part Four // Other themes The Ajax programme

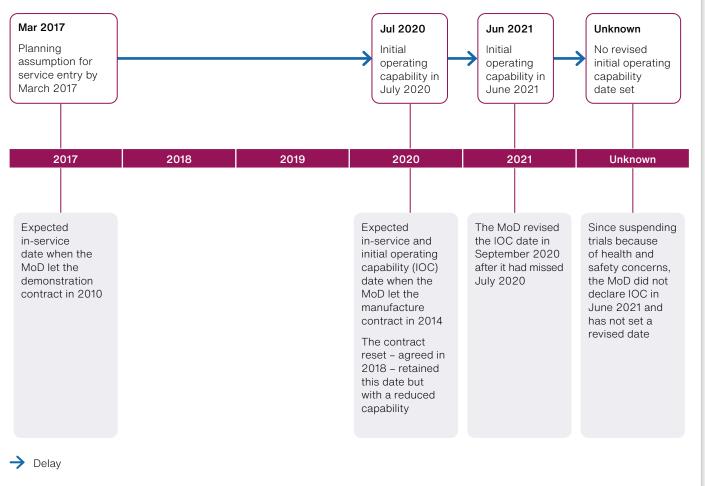
Ajax is an armoured fighting vehicle which should provide the Army with its first fully digitised platform. The MoD has a £5.5 billion firm-priced contract with General Dynamics Land Systems UK for the design, manufacture and initial in-service support of 589 vehicles – the biggest single order for a UK armoured vehicle in more than 20 years.

In March 2022 we published <u>The Ajax programme</u>, in which we assessed the underlying causes of difficulties on the programme and the challenges the MoD faces in delivering it.

We found that the programme has encountered significant problems. In particular, the MoD and its contractor could not agree on the causes of critical safety issues or how these can be resolved. There were also other technical issues which needed to be addressed and wider problems in developing the enabling capabilities that will allow Ajax to achieve full capability. As a result, the programme missed a revised target in-service date of June 2021.

We concluded that neither the MoD or General Dynamics fully understood the scale or complexity of the programme. Given the ongoing dispute over unresolved contractual, safety and technical issues, the MoD faces a significant challenge and difficult decisions if it is to deliver the programme, with a risk that the problems might prove insurmountable. Changes to the Ministry of Defence's (MoD's) expected in-service date for Ajax since 2010

The initial expected in-service date was 2017 but this has been pushed back repeatedly



Source: National Audit Office analysis of Ministry of Defence data

25

Part Four // Other themes Sustainability

The MoD published its *Defence Climate Change and Sustainability Strategic Approach* in March 2021. This sets out its 2050 ambition and how it plans to mitigate its environmental impact by increasing sustainability activity. In September 2021, the MoD established a new Climate Change Sustainability Directorate and appointed its first director of climate change and sustainability. It has also developed a Sustainable Support Strategy, which included an Operational Energy and Fuel strategy on how it powers ships, aircraft and vehicles in the future.

Greening Government Commitments set out the actions that government departments will take to reduce their environmental impact. The MoD reported progress against 10 targets in its 2021-22 annual report and accounts, including:

Significant progress on CO_2 emissions, with a 29% reduction in estate CO_2 emissions against the 2017-18 baseline (against a 2025 target of 30% reduction).

reduction



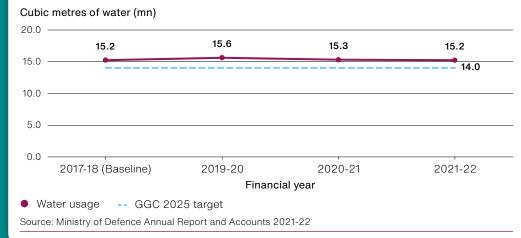
CO₂ emissions relating to domestic flights are already below the target level, aligning with changes in working practices due to COVID-19 pandemic.



Limited progress towards the total waste and water usage targets.

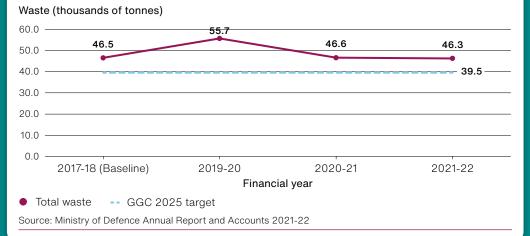
The Ministry of Defence's (MoD's) water usage from 2017-18 to 2021-22

Actual water usage by the MoD presented alongside the 2025 target set in the Government Greening Commitments (GGC)



The Ministry of Defence's (MoD's) waste from 2017-18 to 2021-22

Actual waste by the MoD presented alongside the 2025 target set in the Government Greening Commitments (GGC)



Part Four // Other themes The conflict in Ukraine

Prior to the Russian invasion of Ukraine, the MoD had been working with Ukraine to help build the resilience of its armed forces through Operation Orbital. Between 2015 and its suspension in February 2022, it delivered tactical training such as medical and logistics, and provided defensive training to 22,000 Ukrainian soldiers. This page summarises the military support provided by the MoD since the invasion.

In June 2022, the Prime Minister offered to launch a three-week training package for Ukrainian military personnel, with the potential to train up to 10,000 soldiers every 120 days. Several other nations, including the Netherlands and Sweden, also committed soldiers to train Ukrainian troops on UK bases. Around 1,000 UK service personnel have been deployed to run the course, which is based on UK basic soldier training. Six thousand Ukrainian recruits have been trained in the UK. The MoD has provided military aid, including anti-tank missiles, air defence systems and armoured fighting vehicles. In addition, the UK has sent more than

200,000 items of non-lethal aid

such as medical equipment, helmets and body armour. The military aid provided by the UK to Ukraine includes:

More than **10,000** anti-tank missiles

Multiple-launch rocket systems

More than **200** armoured vehicles and **120** logistics vehicles

6 Stormer vehicles fitted with Starstreak and **hundreds** of missiles



Undersea minehunter drones to help clear the Ukrainian coastline

Almost **100,000** rounds of artillery

Nearly **3 million** small arms rounds

Around **2,600** anti-structure munitions

4.5 tonnes of plastic explosive

As at September 2022, the MoD had committed

£2.3 billion

to provide military support to Ukraine since February 2022,

which all ministerial departments contributed to from their 2022-23 capital budgets. The Prime Minister also announced that the UK would at least match 2022 expenditure on military aid to Ukraine in 2023.

