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PREM 19/2938

SECRET

4265

MT

NATO Exercises: Ministerial Participation

Confidential Filing

Senior exercises to test the transition to War and Home Defence Procedures.

Exercise Crusader 80 - part of a NATO exercise in Germany.

Ministerial Participation in NATO Exercises.

Autumn Forge Exercise
Exercises Italy and Winter

CIMEX 81

DEFENCE

July 1979

Referred to	Date	Referred to	Date	Referred to	Date	Referred to	Date
25.7.79		16/7/84					
9.8.79		6.8.84					
17.1.80		14.9.84					
28.1.80		18.9.84					
30.1.80		20.9.84					
5.2.80		8.10.84					
6.2.80		9.10.84					
6.2.80		8.2.85					
11.2.80		11/2/85					
22.4.80		18.2.85					
6-10-80		7.3.85					
5.11.80		23.8.90					
28.11.80							
2.12.80							
9.3.81							
23.12.81							
14.1.83							
27.1.83							
28.1.83							
7.2.83							
27.6.83							
28.7.83							

PREM 19/29 38

Cabinet / Cabinet Committee Document

The following document, which was enclosed on this file, has been removed and destroyed. Such documents are the responsibility of the Cabinet Office. When released they are available in the appropriate **CAB (CABINET OFFICE) CLASSES**.

Reference: CC (84) 31st Conclusions, Minute 1

Date: 20 September 1984

Signed Wayland Date 10 October 2016

PREM Records Team

CCP



MINISTRY OF DEFENCE

MAIN BUILDING WHITEHALL LONDON SW1A 2HB

Telephone 071-21 82111/3

MO 24/1

26th November 1990

CM
27/A

John Stephen

CRISIS MANAGEMENT EXERCISES

Ministers agreed earlier this year, after the cancellation of two NATO crisis management exercises in succession, that UK should conduct a national crisis management exercise, MAYFLY, in February 1991. The Defence Secretary wrote to the Foreign Secretary on 2nd August 1990 about these proposals.

In the light of the Gulf crisis, officials have recently reviewed the plans and have concluded that the exercise cannot be conducted in February without disproportionate penalties. Planning for the exercise has fallen behind due to the Operation GRANBY; and in any case we could not allocate staff and facilities to the actual conduct of the exercise without detriment to Operation GRANBY which we must assume will still be in progress or at best winding down.

The Gulf crisis has of course tested many of the crisis management staffs and procedures here, in your Department and in the Cabinet Office. Procedures specific to a crisis in the NATO area are not being tested by GRANBY, in particular, the NATO Alert system and involvement of civil departments. Against that background, the Defence Secretary has concluded that the exercise should be postponed, and rescheduled for early 1992. It could then be conducted in lieu of a NATO crisis management exercise if the current efforts to reinstitute a NATO series of exercises in the timescale are not successful.

I am sending a copy of this letter to Charles Powell (No 10), Colin Walters (Home Office) and Sonia Phippard (Cabinet Office).

Yours sincerely
Simon Webb

(S WEBB)
Private Secretary

J S Wall LVO
Private Secretary to the Foreign Secretary

DEFENCE: NATO Exercise

2079





FCS/90/159

SECRETARY OF STATE FOR DEFENCE

23/4

National Crisis Management Exercise

WILL REQUEST F REQUIR

1. Thank you for your minute of ~~2~~ August about next year's National Crisis Management Exercise. I am content with plans so far, but have a couple of points to make.
2. You explained briefly the political scenario for the Exercise. I accept the necessity for a political background against which to work. You will understand, however, the danger that if leaked the scenario could appear to be at cross-purposes with our declared policy towards the Warsaw Pact. I hope therefore that confidentiality will be guarded and the scenario limited strictly in the way you have suggested. Our line to allies and, if necessary, to the press, should be that this is a minimal and hypothetical scenario necessary for us to practice essential national procedures. I hope that this can be kept to the minimum necessary for what is, after all, a procedural exercise.
3. I am grateful for your offer to consult us fully about how to inform Allies of our plans. I think that we should do so in as low-key way as possible. I understand that the best method might be a statement by our UK representative on NATO's Exercise Committee. As we see it, there is no need for him to go into details about the scenario.

/4.



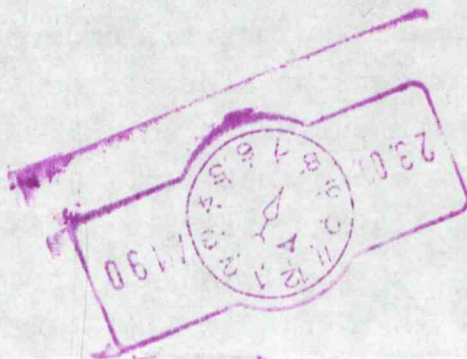
4. I am sending copies of this minute to the Prime Minister and the Home Secretary, and to Sir Robin Butler.

DH

(DOUGLAS HURD)

Foreign and Commonwealth Office

23 August 1990





for advice & draft reply pl.
ee PS
PS/Mr Waldegrave
PS/PUS
Mr Broomfield
Mr Weston Sr
Mr Gower
Mr Tait
Heads (W&A)
(E&S)
Serv D
NP Defence D.

MO 24/1D

FOREIGN SECRETARY

NATIONAL CRISIS MANAGEMENT EXERCISE

With our reluctant agreement, NATO decided earlier in the year not to proceed with the two-yearly major crisis management exercise due in 1991 (WINTEX/CIMEX 91). This followed a decision to cancel a similar exercise this year (HILEX 14). Our staffs have been looking, under Cabinet Office auspices, at the feasibility of conducting a national crisis management exercise next year. In view of the importance of preserving an effective capability to respond to tension or crisis in the NATO area, I was glad to note the advice from officials that a worthwhile national exercise can be conducted and I have agreed that planning should proceed.

De
7/1

2. The formal aim of the exercise, called Exercise MAYFLY, will be:

To practise the Central Government elements of the United Kingdom's Crisis Management Organisation in the plans, procedures and decision-making processes associated with the response to a developing crisis in the NATO area.

The exercise is planned for the period Monday 25th February to Friday 1st March 1991. As well as military participation down to Command level, it will involve the Cabinet Office, the Home Office, our two Departments and others associated with decision-taking and implementation of measures in the Government War Book.



3. A Working Group under the Chairmanship of the Cabinet Office, including an official from your Department, will oversee the exercise preparations. To make best use of scarce resources the planners will make the maximum possible use of material produced for HILEX 14. The exercise will be set in the early stages of a crisis and focus on a potential Soviet threat affecting the vital interests of the Alliance. Non-Soviet Eastern Bloc countries will be portrayed as reluctantly acquiescent to Soviet intentions; their troops would not, however, be ranged against NATO. A strictly limited political scenario will allow for some interpretation of events and will provide a backdrop against which decisions can be taken. All Eastern bloc countries will be referred to by nicknames. In order to avoid any potential sensitivity there will be no play involving what is presently East Germany.

4. There is clearly a need to inform Alliance partners of our plans, and FCO officials will be consulted fully on how this should be done and how forthcoming we should be about the details.

5. I am sending copies of this minute to the Prime Minister and the Home Secretary, and to Sir Robin Butler.

2nd August 1990

SW.

(T K)

(Approved by Secretary of State and initialled in his absence)



file

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15

10 DOWNING STREET

From the Principal Private Secretary

SIR ROBERT ARMSTRONG

NATO Exercise WINTEX-CIMEX 85

Thank you for your minute of 28 February (A085/642) which the Prime Minister discussed with you this morning.

The Prime Minister agreed that, in the light of the considerations in your minute, it would be best if she and other Ministers did not take part in this Exercise.

The Prime Minister said that she would be writing to Lord Carrington this weekend and would explain to him that she was withdrawing, mentioning the proximity to the Geneva negotiations.

MS

1 March 1985

SECRET

Prime Minister 14

Ref. A085/642

MR BUTLER

I am afraid
 that you are advised again
 to withdraw from WINTEX -
 CIMEX for the reasons below.
 Agree?

The Prime Minister's Participation in
 NATO Exercise WINTEX-CIMEX 85

FERB

28.2.

In my minute of 15 February (to which you replied on 18 February) I set out the proposed arrangements for participation by the Prime Minister and a small group of her Ministerial colleagues in Wintex-Cimex 85 during the nuclear phase of the Exercise on 10 and 11 March.

2. As my earlier minute of 8 October 1984 made clear, the advantages and risks of Ministerial participation in Wintex-Cimex are finely balanced. On the one hand, participation by Ministers, and particularly by the Prime Minister, could attract unhelpful publicity; and this particular exercise is in any case so heavily prescribed that the scope for taking decisions on the basis of Ministers' own judgment is strictly limited. Against that, the Prime Minister had earlier expressed the wish that Ministers should take part in major NATO exercises; and the nuclear phase of Wintex-Cimex should prove more interesting for Ministers than the long run-up to it. The Prime Minister decided in favour of participation and, as you know, we have made the necessary arrangements for this.

3. Developments during the past few days have, however, led me to conclude, with regret, that the Prime Minister should be advised to reconsider her decision, and not to take part in the exercise. They are as follows:

a. The scenario for the last Wintex-Cimex Exercise in 1983 has leaked in the Netherlands. This has led to a considerable increase in public and media interest in the current exercise. The leak is being exploited for its own purposes by the Campaign for Nuclear Disarmament, thus



making it likely that the current exercise will continue to have a high public profile.

b. The Secretary-General of NATO, Lord Carrington, has become aware of the Prime Minister's intention to participate in the final phase, and has apparently mentioned it to others in NATO's international staff. We must assume that the information will leak more widely.

c. On top of this, it so happens that the second of the two days on which the Prime Minister plans to participate in Wintex-Cimex, namely Monday 11 March, is also the day on which the United States/Soviet arms control negotiations are due to begin in Geneva. Mischievous treatment of this coincidence by the United Kingdom media could be unwelcome to the United States Administration and might be exploited in Soviet propoganda.

4. The Foreign and Commonwealth Secretary thinks, and I agree, that in the circumstances it would be best for there to be no Ministerial participation in the exercise. It is a pity, but I do not think that the advantages to be gained by participation are sufficient to outweigh the disadvantages. The exercise is designed to test communications and procedures rather than political responses; and we have established (without revealing our own hand) that neither the Americans nor the Germans have Ministerial participation in mind.

5. I should be grateful if you would make the Prime Minister aware of the developments which I have summarised. Perhaps we could have a word when I come to see the Prime Minister tomorrow morning.

ROBERT ARMSTRONG

28 February 1985

SECRET



c- ~~H. Cartledge~~

14

File

70 WHITEHALL, LONDON SW1A 2AS

01-233 8319

From the Secretary of the Cabinet and Head of the Home Civil Service

Sir Robert Armstrong GCB CVO

Ref. A085/571

25 February 1985

Participation by Ministers and Senior Officials in NATO
Exercise WINTEX-CIMEX 1985

In my letter reference A084/2944(a) of 2 November 1984, I wrote to Len Appleyard, Hugh Taylor and Richard Mottram informing them of the Prime Minister's intention to participate in WINTEX-CIMEX 85 during the exercise nuclear play planned for Sunday 10 and Monday 11 March; and asked them to reserve these two days in the diaries of the Foreign and Commonwealth Secretary, the Home Secretary and the Secretary of State for Defence. The Prime Minister has now confirmed her intention to take part and the purpose of this letter is to concert the arrangements for participation by Ministers and senior officials with you, Howard Webber (Private Secretary to Sir Brian Cubbon), Desmond Bowen (Private Secretary to Sir Clive Whitmore), Hugo White (Personal Staff Officer to the Chief of Defence Staff) and Jeffrey James (Secretary of the Joint Intelligence Committee) to all of whom I am sending copies of this letter.

The Exercise programme follows a fairly standard pattern on both days. We expect that the Exercise War Measures Committee (WMC), which in real life would meet at Permanent Secretary level with the Chief of Defence Staff and the Chairman, JIC, present, will be convened at about 9.30 am on each day to prepare for the Exercise Cabinet which the Prime Minister will chair at about 11.30 am. This will in turn be followed by a restricted Cabinet to consider nuclear matters. The results of these and other national deliberations will then be passed to Brussels in good time for the Defence Planning Committee (DPC) meeting planned for 3.00 pm each day and any questions arising from this DPC meeting will be considered in London at a further meeting of the WMC at about 4.00 pm. For ease of communication and presentation, we plan to hold all these meetings of the Cabinet and WMC in the Cabinet Office Briefing Room.

/Information

M H Jay Esq

SECRET

Information concerning Ministerial participation must be kept within as narrow a circle as possible in view of the sensitive nature of this phase of the Exercise and the risk of unhelpful publicity. With this in mind, attendance at both the Cabinet meetings and restricted Cabinets on 10 and 11 March will be limited to the Prime Minister, the Foreign and Commonwealth Secretary, the Home Secretary and the Secretary of State for Defence, together with the Lord President of the Council if he is available.

The Prime Minister has agreed that the meetings of the WMC on these two days should mirror the participation of senior Ministers. The Permanent Secretaries from the Foreign and Commonwealth Office, the Home Office and the Ministry of Defence, together with the Chief of Defence Staff and the Chairman of the JIC are therefore invited to these meetings, which Sir Robert Armstrong will chair, at about 9.30 am and 4.00 pm on each day.

The Prime Minister has agreed that, if possible, we should restrict knowledge within NATO of Ministerial participation to Sir John Graham, who might be recalled to participate in the oral briefing of Ministers between the two phases of the Exercise so that he could subsequently contribute to the formulation of advice from NATO with the Prime Minister's participation in mind. It would be helpful to have your advice on whether, given other calls on Sir John Graham's time, it will also be necessary to brief the Minister in the UK Delegation to NATO; but we hope that it will not be necessary to go wider than that.

The Prime Minister will wish to have a short briefing on how the earlier phase of the Exercise has developed and on NATO nuclear procedures which might best be done by a small team led by the Chief of Defence Staff. An hour has been reserved for this purpose at 4.30 pm on Tuesday 5 March and, the briefing will be held in the JIC Briefing Room, Room 215 in the Cabinet Office. This briefing should enable the Exercise Cabinet meetings on 10 and 11 March to proceed with the minimum of updating at the time, but it would be sensible to allow for a short briefing at 11.00 am on Sunday 10 March immediately before the Exercise Cabinet at 11.30 am. We hope that all Ministers and senior officials participating in the Exercise Cabinet and Exercise WMC will be able to attend these two briefings.

I should be grateful if you and other addressees could confirm, as appropriate, that Permanent Secretaries, Chief of Defence Staff and Chairman, JIC will be able to take part as suggested; and that no difficulty is foreseen in the proposed arrangements for briefing by the Chief of Defence Staff and his team on 5 March. It would also be helpful to know if it is proposed to recall Sir John Graham for this briefing and of the extent to which you will need to inform other staff in the UK Delegation to NATO about the degree of Ministerial participation in London, bearing in mind the importance of keeping this information within as narrow a circle as possible. Defensive press briefing on the Exercise has already

/been issued

SECRET

been issued by the Ministry of Defence to departmental press offices and to the UK Delegation to NATO. The line to be taken if there are any questions about UK Ministerial participation is that Ministers take an active interest in exercises of this sort but that we do not comment on who participates.

Finally, I am also sending copies of this letter to Len Appleyard, Hugh Taylor and Richard Mottram so that they can note that the arrangements, made in my letter of 2 November, are confirmed and that the briefing meeting for the Prime Minister and their Secretaries of State has been arranged for 4.30 pm on 5 March.

R. HATFIELD

SECRET

SECRET



13 JR

10 DOWNING STREET

From the Principal Private Secretary

SIR ROBERT ARMSTRONG

**MINISTERIAL PARTICIPATION IN NATO EXERCISE
WINTEX-CIMEX**

Thank you for your minute of 15 February (A085/520) about arrangements for the participation of the Prime Minister and other Ministers in the WINTEX-CIMEX exercise on Sunday 10 and Monday 11 March. The Prime Minister is content with the proposals in your minute.

18 February 1985



Prime Minister

12

Yes ~~not~~ Agree these arrangements?

(Effectively you would be involved in meetings with the Foreign Secretary, Home Secretary, Defence Secretary and possibly the Lord President from 11.30 to lunch on the Sunday and Monday, plus some additional time for briefings?

Ref. A085/520

MR ~~BUTLER~~

Ministerial Participation in NATO Exercise
WINTEX-CIMEX

Some additional time for briefings?

FERB

15.2.

You indicated in your minute of 9 October 1984 that the Prime Minister would like to take part in WINTEX-CIMEX 85 during the exercise nuclear play planned for Sunday 10 and Monday 11 March. The purpose of this minute is to seek agreement to the detail of the Prime Minister's participation in this exercise and also to agree the extent of the participation by other Ministers and by officials in those elements of the exercise in which the Prime Minister will be involved.

2. The exercise programme follows a fairly standard pattern on each day. We expect that the exercise War Measures Committee (WMC), which in real life would meet at Permanent Secretary level, will be convened at about 9.30 am on each day to prepare the ground for the Exercise Cabinet which the Prime Minister would chair at about 11.30 am. This meeting would in turn be followed by a restricted Cabinet to consider nuclear matters. The results of these and other national deliberations will then be passed to Brussels in good time for the 3.00 pm Defence Planning Committee (DPC) meeting planned on each day. Any questions arising from this DPC meeting would then be considered in London at a further meeting of the WMC at about 4.00 pm. For ease of communication and presentation, we plan to hold all these meetings of the Cabinet and WMC in the Cabinet Office Briefing Room.

3. As regards participation by other Ministers and officials, you will recall from the earlier correspondence that because of the sensitive nature of this part of the exercise and the risks of unhelpful publicity, we have restricted notice of what the Prime Minister intends to the Secretary of State for Foreign Affairs, the Home Secretary and the Defence Secretary with the warning that this information should be kept within as narrow a circle as possible.



There have already been some signs of press interest in the matter. Against this background, I suggest that both the Cabinet meetings and restricted Cabinets on 10 and 11 March should be restricted to these three Ministers and, if he is available, the Lord President of the Council. Although, so far as the full Cabinet is concerned, this would not reflect real life, the concentration of this phase of the exercise on nuclear release and the greatly increased risk of publicity involved in the full Cabinet arriving in Whitehall on a Sunday morning, present strong arguments for keeping proceedings to this restricted circle.

4. As to officials, I believe that the meetings of the WMC on these two days should mirror the participation of the Prime Minister and her Ministerial colleagues and that, therefore the three Permanent Secretaries of the Departments directly involved, together with the Chief of Defence Staff and the Chairman of the Joint Intelligence Committee, should be invited to attend these meetings which I would chair.

5. As regards NATO, I believe that we should restrict knowledge of the Prime Minister's participation to Sir John Graham, who might be recalled to participate in any oral briefing which the Prime Minister may wish to receive. He would then be in a position to participate in the formulation of advice from NATO authorities with the Prime Minister's participation in mind.

6. Finally, as regards briefing I suggest that the Prime Minister and other participating Ministers should receive a short briefing on how the earlier phases of the exercise have developed, and on NATO nuclear procedures, during the previous week, ideally on 6 or 7 March. This need last no longer than an hour and might best be done by a small team led by the Chief of Defence Staff in the Cabinet Office. This would enable the Exercise Cabinet meetings on 10 and 11 March to proceed smoothly with the minimum of updating at the time.



7. If you can confirm that these proposed arrangements would be acceptable, I will set in hand the necessary action with Ministers and officials, restricting the circle of those involved as narrowly as possible but preparing defensive press material, should any publicity arise over the next month despite our precautions.

R

Approved by
ROBERT ARMSTRONG
and signed in his absence

15 February 1985

CONQUEROR

Mr. BARCLAY



CABINET OFFICE

Mr Powell
✓

To see
sub
8/2

With the compliments of

D. E. J. JAGO

70 Whitehall, London SW1A 2AS

Telephone 01 233

7280

SECRET



CABINET OFFICE

70 Whitehall, London SW1A 2AS Telephone 01-233 7280

Our Ref: T 06533

8 February 1985

Dear Ian,

Press Interest - WINTEX

We spoke last night about the alleged interest of the Daily Mail in reviving the stories of Ministerial participation in WINTEX 83 which were featured in the Daily Telegraph article of 19 January 1983. We established so far as possible that no statement was made in 1983 that the Prime Minister did not participate and the defensive line which I gave to No 10 and which you gave to your Press Office last night was as follows:

Ministers take an active interest in exercises of this sort

but we do not comment on who participates.

The virtue of this line is that we can maintain it throughout future exercises and in this respect it is far more satisfactory than the line circulated with Alan Payne's minute reference D/DS12/56/27 of 19 January 1983 at the time of the last WINTEX.

2. I understand that you are in the course of preparing defensive press briefing for WINTEX 85, as for previous exercises of this sort, and, given the revived press interest, I suggest that you should produce this year's guidance as quickly as possible, incorporating the above line on Ministerial participation.

3. We have taken the precaution this morning of telephoning all departments participating in WINTEX 85 with the above advice, so that a constant line is maintained in the face of any enquiries on this point. Meanwhile, we are trying to get hold of a copy of today's Daily Mail which I understand was not printed in London. Perhaps you could do the same through your own more comprehensive PR organisation.

4. I am copying this letter to D Hill, MAFF, C Morris, Employment, P Driscoll, Energy, F Elders, DOE, P Richardson, FCO, A Yates, DHSS, B Chaplin, Home Office, H Mander, COI, E D Carson, NIO (Belfast), D Dee, Scottish Office (Edinburgh), M Close, DTI, R Pratt, Treasury and W Vinall, Welsh Office.

Javis Smully
David Jago
D E J JAGO

I G McEwen Esq
Sec(NATO/UK)(C)
Ministry of Defence
Main Building

DEFENSE

WINTER

SECRET

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ECU



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10 DOWNING STREET

From the Principal Private Secretary

SIR ROBERT ARMSTRONG

Ministerial Participation in
NATO Exercise
WINTEX-CIMEX 85

The Prime Minister has seen your minute of 8 October (A084/2776) about the NATO exercise to be conducted from 26 February to 13 March.

In principle, the Prime Minister would like to take part in this exercise and we have made arrangements to keep Sunday 10 and Monday 11 March free in her diary until the evening of Monday 11 March when she has a constituency engagement.

F. E. R. BUTLER

9 October 1984

SKH

SECRET



Prime Minister 9

You wanted to take part in this exercise last year but decided to pull out because of the risk of misrepresentation following the row about Cruise and before the Election.

Ref. A084/2776

MR BUTLER

Do you want to do it next year? Sunday 10 and Monday 11 March are free: Saturday 9 March is the local government conference.

Yes Mr

Ministerial Participation in NATO Exercise
WINTEX-CIMEX 85

local government conference.

FERS

8.10

Your predecessor, in his minute of 30 January 1980, expressed the Prime Minister's wish that Ministers should take part in major NATO exercises. Plans were made for the Prime Minister, accompanied by the Home Secretary, the Foreign and Commonwealth Secretary and the Secretary of State for Defence to participate in the NATO-wide post exercise WINTEX-CIMEX 81. In the event last minute commitments prevented the Prime Minister and other Ministers from taking part. Similar arrangements were made for WINTEX-CIMEX 83 but again the Prime Minister had to withdraw at late notice; her colleagues followed suit. In both years Ministry of Defence and Home Office Ministers did, however, keep in touch with the development of exercise play.

2. The next exercise in the WINTEX series is being held from 26 February to 13 March 1985. Our detailed planning for the exercise is now under way and will involve most Government Departments as well as the Home Defence regions, the BBC and British Telecom. The Cabinet Office Briefing Room will be activated and manned throughout on a 24-hour basis.

3. The setting follows broadly the same pattern as that for WINTEX 81 and 83 but the exercise will be divided into two phases. The first phase, 26 February to 4 March, begins with NATO at the early stages of crisis and with the decision to reinforce Europe already taken. By 4 March the crisis has deepened and the NATO stage of Simple Alert has been declared. Play will then cease for two days, which in exercise terms will represent a time jump of 42 days during which it will be assumed that the reinforcement of Europe has been completed against a steadily worsening international situation.

4. The exercise resumes on 7 March and over the next five days the situation rapidly moves from deep crisis to a widespread attack against the West and NATO's initial use of nuclear weapons and consideration of further use.



5. There was some informal discussion both of the advantages and of the practical difficulties of Ministerial participation in these exercises during the Prime Minister's seminar on NATO Strategy at Chequers on 1 October. As he made clear on that occasion, the Chief of Defence Staff would welcome Ministerial participation in WINTEX-CIMEX 85, and Mr Heseltine is aware of this. It would now be helpful if, before other Ministers are consulted, the Prime Minister could indicate whether, diary pressures permitting, she would wish to participate.

6. Since the objective of the WINTEX-CIMEX exercises is to practise procedures, much of the play must run to a heavily pre-scripted timetable. There is very little scope for "free play" by individual nations. The exercise is, in that sense, decidedly artificial and does not present a vehicle in which to engage Ministers' collective political judgment. But, as ~~was~~ recognised in 1981 and 1983, the most interesting and less inhibiting period is likely to be towards the end of the second phase when nuclear release is considered. There was unfavourable publicity in 1983 about the Prime Minister's participation in exercise discussions on nuclear release in the last WINTEX, and there would obviously be a risk that this would happen again. We should of course adopt a passive press line, and few people in NATO would be told the exact timing of Ministerial play.

7. The most interesting period for Ministers is likely to be the nuclear play on Sunday 10 March and Monday 11 March. Either day would be interesting, should the Prime Minister's diary preclude both days. I should be grateful to know whether the Prime Minister would like to take part with some of her senior colleagues. If so, I will consult the Foreign and Commonwealth Secretary, the Home Secretary and the Secretary of State for Defence and planning can be set in hand accordingly.

RA
Approved by
ROBERT ARMSTRONG
and signed in his absence.

8 October 1984

DEFENCE: NATO Exercises
July 79



CONFIDENTIAL



10 DOWNING STREET

THE PRIME MINISTER

18 September 1984

Dear Herr Diehl.

Thank you for your letter of 14 August. I regret that my commitments are such that I shall not be able to take up your kind invitation this autumn.

I believe that Sir Geoffrey Howe has subsequently spoken to you and arrangements have been made for him to address the Society on 17 October. I am sure that this will be a successful occasion.

I should like you to know how much I value the work of both the German Foreign Policy Society and the Anglo-German Society in the interest of Anglo-German relations. I hope that this can be conveyed to the members.

*Yours sincerely
Margaret Thatcher*

Herr Guenter Diehl

—

file *JR* ~~_____~~
CCFCO

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cefk.



Foreign and Commonwealth Office

London SW1A 2AH

14 September, 1984

Dear Charles,

Invitation for the Prime Minister to Address the DGAP

/ I enclose a self-explanatory letter to the Prime Minister from Herr Diehl, President of the German Society for Foreign Policy (DGAP), which we received through our Embassy in Bonn.

5 It was agreed (your letter of 16 July) ^{to do} that although the Prime Minister will not give a speech in Germany this autumn, it would be appropriate for the Foreign Secretary to do so. Herr Diehl's invitation presents an ideal opportunity.

Sir Geoffrey Howe considered the possibility of speaking on 18 September, the eve of his visit with Herr Genscher to Lionheart, but later decided it would be better to defer the speech until October. The DGAP have now agreed to our proposed date of 17 October.

/ I enclose a draft reply to Herr Diehl from the Prime Minister. This could be sent by bag to Bonn for delivery.

Yours ever,

Colin Budd

(C R Budd)
Private Secretary

C D Powell Esq
10 Downing Street

RESTRICTED

DRAFT: minute/letter/teleletter/despatch/note

TYPE: Draft/Final 1+

FROM:

Reference

Prime Minister

DEPARTMENT:

TEL. NO:

SECURITY CLASSIFICATION

TO:

Your Reference

Top Secret

Secret

Confidential

Restricted

Unclassified

Herr Guenter Diehl
Deutsche Gesellschaft fuer
Auswaertige Politik
Adenauerallee 131-133
5300 Bonn 1

Copies to:

PRIVACY MARKING

SUBJECT:

.....In Confidence

Thank you for your letter of 14 August. I regret that my commitments are such that I ~~will~~ ^{shall} not be able to take up your kind invitation this autumn.

CAVEAT.....

I believe that
~~With your agreement I asked Sir Geoffrey Howe if he would agree to speak to you and I understand that a speech is now planned for the evening of 17 October. I feel sure that this will be a successful occasion.~~
has subsequently spoken to you and arrangements have been made for him to address the Society on

I should like you to know
~~May I take this opportunity to express my personal appreciation of the work of both the German Foreign Policy Society and the Anglo-German Society in the interest of Anglo-German relations. I know that Sir Geoffrey is looking forward to meeting you in October.~~
how much I value
I hope that this can be conveyed to the members.

Enclosures—flag(s).....

JD

DEUTSCHE GESELLSCHAFT FÜR AUSWÄRTIGE POLITIK E.V.

DER PRÄSIDENT

The Prime Minister
Mrs. Margaret Thatcher
10, Downing Street

London

August 14, 1984

Madam Prime Minister,

The members of our Society would highly appreciate your giving us the privilege of delivering an address to them during your next visit to Germany. We believe that Britain's relationship with the European Community would be a most interesting subject for your talk, but you are, of course, entirely free to choose a subject that you feel is important in your own judgement.

Our Society is in many respects comparable to the Royal Institute of International Affairs (Chatham House) and the Council on Foreign Relations in New York. Normally, the speeches are on the record and free for press use. The question-and-answer-period would be off the record. Generally, our meetings start at 8.15 p.m., preceded by a dinner at 7.00 p.m. with a relatively small group. After the meeting there will be a reception including everybody present.

Together with our Embassy in London and Her Majesty's Embassy in Bonn we could make the necessary arrangements without any major difficulties. If, for one reason or another, the meeting in the evening is not convenient, we could also, as we have done in the past, hold it at 6.00 p.m. in the afternoon.

-2-

I am glad to say that the meeting will be organized together with our friends from the Deutsch-Englische Gesellschaft, whose President, Herr Karl-Günther von Hase, is aware of this letter.

May I assure you, Madam Prime Minister, that we shall consider it an honour to receive you here and to demonstrate, with your valuable contribution, the strong cooperation between our two countries.

*please accept the expression of my
highest consideration.*

Günter Diehl
(Günter Diehl)

Defence July 79

Ministerial Participation in NATO
EXERCISES

CONFIDENTIAL



file
CCPC ✓

10 DOWNING STREET

From the Private Secretary

6 August 1984

Possible Visit by the Prime Minister to Germany

The Foreign and Commonwealth Secretary's minute to the Prime Minister on 3 August proposed that she should take the opportunity of a bilateral Anglo-German Summit on 2 November to deliver a speech and attend a military ceremony with Chancellor Kohl to mark the 30th Anniversary of the Brussels Treaty.

The Prime Minister has three major speeches in the UK in the week beginning 4 November and is not prepared to take on a further one in Germany. The proposal must, therefore, be held in abeyance for the time being.

The Prime Minister notes that Sir Jock Taylor's judgement is that a military ceremony at the weekend would not produce as much publicity as one mid-week. Since Saturday 3 November is in practice the only day available, she does not wish to pursue this proposal. In any case she wishes to return as soon as possible after the Anglo-German Summit in order to prepare for the CBI Conference on 4 November.

C D Powell

Colin Budd, Esq.,
Foreign and Commonwealth Office

CONFIDENTIAL

PRIME MINISTER

POSSIBLE VISIT TO GERMANY

You will be in Bonn for the Anglo/German Summit on 2 November. On present plans, you will go there and back in a day.

Geoffrey Howe now suggests (see attached minute) that you use the occasion to deliver a major speech on Europe: and that you make a joint visit with Chancellor Kohl the following day to a British military ceremony to mark the 30th Anniversary of the Brussels Treaty.

Too many speeches in Nov already

A speech on 2 November will be difficult. You already have several speaking engagements at that time: the CBI question and answer session on 4 November, the Debate on the Address on 6 November, and the Guildhall on 12 November.

You could still do the military ceremony on 3 November at BAOR. But the Ambassador has said that a ceremony at a weekend would produce less publicity than a mid-week programme. A parade just for this occasion might seem a bit contrived. And you may want to get back to prepare for the CBI.

Agree not to make a speech? ✓

Agree not to attend a military ceremony on this occasion? ✓

C.D.P.

ms

3 August 1984

estc

PM/84/135PRIME MINISTERPossible Visit to Germany

1. I was sorry to learn from Powell's letter to Mottram of 16 July that because of your visit to South East Asia this September you would not be able to attend Exercise Lionheart, as Michael Heseltine and I had suggested. As you know, I had thought this would be an excellent opportunity bring out the British contribution to the defence of Germany.
2. You suggested that I should make such a speech instead. But my own visit to Germany for Lionheart must still, I am afraid, be dependent on the Hong Kong negotiations, and I think it would be unwise to set up a speech which might subsequently have to be cancelled.
3. In any case, I still think that a speech by you would be the best means of re-establishing a good relationship with our Community partners and asserting our contribution to European defence.
4. I enclose a telegram (drafted before he knew that you could not visit Lionheart) from Sir Jock Taylor in Bonn, setting out a number of possibilities. As you would clearly not wish to visit Germany twice in so short a period I recommend that you should take up Jock Taylor's suggestion of a speech in Bonn on Friday 2 November after the bilateral summit. The speech could not be before, because 1 November is a public holiday in Bonn. Sir Jock Taylor has a number of organisations up his sleeve which could provide a forum for such a speech, for example, the Anglo-German Society (which organises the
/Koenigswinter



Koenigswinter Conferences), the German Society for Foreign Policy, or the Konrad Adenauer Foundation.

5. I would also commend to you Sir Jock Taylor's suggestion of a joint visit with Kohl to a military ceremony to mark the 30th anniversary of the Brussels Treaty on the morning of Saturday 3 November.

6. I do not see any need to revive the suggestion Kohl put to you at Number 10 on 28 February of a visit by him to Chequers this autumn to discuss the way ahead in Europe. Your meeting on holiday later this month will provide an opportunity for a discussion, and enable you to influence his thinking on the future development of the Community.

A handwritten signature in dark ink, appearing to read 'G. Howe', written in a cursive style.

GEOFFREY HOWE

Foreign and Commonwealth Office

3 August 1984

CONFIDENTIAL

GRS 350
CONFIDENTIAL
FM BONN 231545Z JUL 84
TO PRIORITY FCO
TELEGRAM NUMBER 724 OF 23 JULY

MALLABY'S LETTER OF 6 JULY: ANGLO-GERMAN RELATIONS

1. I ATTACH GREAT IMPORTANCE TO THE PROPOSAL THAT THE PRIME MINISTER SHOULD VISIT EXERCISE LIONHEART IN SEPTEMBER WITH KOHL AND SHOULD ON THE SAME VISIT MAKE A MAJOR SPEECH ON EUROPE IN BONN.

2. IF THIS PROVES IMPOSSIBLE, I HOPE VERY MUCH THAT AN ALTERNATIVE WAY CAN BE FOUND OF LINKING A VISIT BY THE PRIME MINISTER AND KOHL TO BRITISH FORCES GERMANY WITH A SPEECH BY MRS THATCHER ON EUROPE.

3. WHEN KOHL VISITED LONDON IN FEBRUARY, HE SUGGESTED THAT HE SHOULD VISIT THE PRIME MINISTER AT CHEQUERS IN THE AUTMUMN TO SPEND A DAY IN DISCUSSING "WHERE DO WE GO FROM HERE?" ON EUROPE. GERMAN OFFICIALS EXPECT KOHL TO LAUNCH HIS IDEAS ON THE FUTURE OF EUROPE IN THE LATE AUTUMN. SOME OF HIS IDEAS MAY WELL BE UNWELCOME TO US. THERE WOULD THEREFORE BE ADVANTAGE IN MRS THATCHER SEEKING TO INFLUENCE HIM IN ADVANCE. A MEETING IN SEPTEMBER OR OCTOBER SHOULD BE IDEAL, IF THE TIME COULD BE FOUND FOR AN UNSTRUCTURED AND NOT TOO HURRIED DISCUSSION. IF THIS WAS DONE IN THE FRG RATHER THAN CHEQUERS (FOR EXAMPLE AT KOHL'S HOME IN LUDWIGSHAFEN WHERE HE HAS RECEIVED PRESIDENT MITTERRAND FOR INFORMAL TALKS), THE PRIME MINISTER MIGHT IN A SINGLE VISIT DISCUSS EUROPE'S FUTURE WITH KOHL, MAKE A MAJOR SPEECH ABOUT EUROPE AND UNDERTAKE WITH KOHL AN ENGAGEMENT INVOLVING BRITISH FORCES GERMANY. THE 30TH ANNIVERSARY OF THE BRUSSELS TREATY, FROM WHICH DERIVES OUR COMMITMENT TO MAINTAIN 55,000 TROOPS IN BAOR, FALLS ON 25 OCTOBER. IF MRS THATCHER'S VISIT WAS ON OR NEAR THIS DATE, SHE COULD INVITE KOHL TO A SHORT MILITARY CEREMONY IN BAOR TO MARK THE ANNIVERSARY.

4. YET ANOTHER POSSIBILITY WOULD BE TO BUILD ON THE ANGLO-GERMAN SUMMIT ON 2 NOVEMBER. THE PRIME MINISTER COULD MAKE HER EUROPEAN SPEECH IN BONN THAT EVENING. SHE COULD INVITE THE CHANCELLOR TO A MILITARY CEREMONY TO MARK THE BRUSSELS TREATY ANNIVERSARY ON THE

CONFIDENTIAL

/MORNING

DEFENCE: Ministerial participants in NATO exercise: July 79.

CONFIDENTIAL

MORNING OF SATURDAY, 3 NOVEMBER (BAOR HAVE NO PROBLEM WITH A SATURDAY). BUT A SPEECH AND CEREMONY AT A WEEKEND WOULD PRODUCE LESS PUBLICITY THAN A MID-WEEK PROGRAMME.

5. IF NO WAY CAN BE FOUND OF LINKING THE PRIME MINISTER'S SPEECH TO A MILITARY EVENT, I HOPE THAT MRS THATCHER COULD VISIT BONN IN SEPT/OCTOBER TO DISCUSS THE FUTURE OF EUROPE WITH KOHL AND TO MAKE HER SPEECH.

TAYLOR

LIMITED
WED
DEFENCE D
ECDs
NAD
PLANNING STAFF
RESEARCH D
NEWS D
PS
PS/LADY YOUNG
PS/MR RIFKIND
PS/MR LUCE
PS/PUS
MR JENKINS
SIR C MCRELL
MR GOODALL
MR WESTON
MR RENWICK

3 AUG 1984



THIS TELEGRAM
WAS NOT
ADVANCED

2

CONFIDENTIAL



FILE

(u)

(LANAAX)

10 DOWNING STREET

cc: P.C. ✓

From the Private Secretary

16 July, 1984

EXERCISE LIONHEART

The Prime Minister has considered the minutes by the Defence Secretary and the Foreign and Commonwealth Secretary about attendance by Ministers at this Exercise. As you know, the Prime Minister herself will be in South East Asia during the main phase of the Exercise and thus unable to attend.

The Prime Minister feels that it would not be appropriate to invite Chancellor Kohl to attend the Exercise in her own absence, though the idea of a joint visit to British forces is one which she would like to keep in mind for the future.

This means, of course, that the Prime Minister will not be able to use the occasion for a speech about our constructive approach to Europe as suggested in the Foreign and Commonwealth Secretary's minute. She considers, however, that it would be useful if Sir Geoffrey Howe himself were to take the opportunity of his visit to the FRG to make such a speech.

I am sending a copy of this letter to Colin Budd (Foreign and Commonwealth Office) and to Richard Hatfield (Cabinet Office).

(C.D. Powell)

R. Mottram, Esq.,
Ministry of Defence

PRIME MINISTER

EXERCISE LIONHEART

This will be the biggest British exercise in Germany since World War II.

Michael Heseltine had intended to invite you to attend on 19/20 or 22/23 September. But you will almost certainly be in South East Asia. I have checked whether - even supposing your diary permitted - it would be worth your attending Lionheart before or after your visit to South East Asia. The answer is no: nothing significant happens before 18 September or after 27 September.

A Michael Heseltine and Geoffrey Howe will both be attending and will be inviting their German opposite numbers as well as Cap Weinberger. They also wanted you to invite Chancellor Kohl in order to bring home to him the scale of what we are doing for the FRG in the Defence field.

No The question arises: is it right to invite Chancellor Kohl if you cannot go? My feeling is that it would probably be all right to do so, providing you conveyed the invitation yourself, explaining why you will be unable to join him (it is another matter whether he will accept in these circumstances).

B Geoffrey Howe wanted you to use the occasion to make a major speech in Bonn on Europe. Do you want him to make one in your place?

C.D.P.

13 July, 1984.



A

PRIME MINISTER

EXERCISE LIONHEART

You will be aware that we are holding a major exercise in the Federal Republic of Germany in September, called Exercise LIONHEART. This will be the biggest British exercise in the Federal Republic since the Second World War. Quite apart from all its military benefits, we hope that it will serve to re-emphasise the major contribution made by Britain to the forward defence of Western Europe. The major reinforcement element of the exercise moreover, will act as a useful reminder that our permanent military presence in Germany is only part of our commitment to the security of the Federal Republic and the NATO Alliance. The exercise also offers an important opportunity to reassert at a political level our commitment to the common defence of Europe at a time when that commitment has tended to be taken for granted in some areas.

2. I would very much have liked to have invited you to visit Exercise LIONHEART, but I understand that you have another overseas visit planned for the period in question. However, I feel that there would be considerable political advantages if we could persuade Chancellor Kohl to visit the exercise at one of its most interesting phases; and, if you agree, I propose that HM Embassy should be instructed to explore with Chancellor Kohl's office a convenient date.

3. I am also writing to the Foreign and Commonwealth Secretary to invite him to attend the exercise, and to suggest that he invites Herr Genscher to visit the exercise with him. In addition, I have written to Dr Woerner to invite him, and I hope that if Caspar Weinberger, whom I have already invited, can also attend, we can arrange a convenient date for a co-ordinated Defence Secretaries' visit.



4. I will provide a suitably worded invitation to Chancellor Kohl if you so wish.

5. I am copying this minute to the Foreign and Commonwealth Secretary and to Sir Robert Armstrong.

A handwritten signature in blue ink, appearing to be "M. J. P." or similar, written in a cursive style.

Ministry of Defence
12th July 1984



010
PM/84/120

PRIME MINISTER

Possible Visit by you to Germany in September with CP?

1. I have seen Michael Heseltine's minute to you of 9 July suggesting that you (and he and I) should visit Germany in the course of Exercise Lionheart (3 September to 5 October). I hope very much that you can agree to do this, and that you will also agree with Michael's suggestion that you should invite Chancellor Kohl to join you in a visit to the Forces taking part. Lionheart will be our largest exercise since 1945. It will provide a timely and possibly unique opportunity to play up the British contribution to the defence of Europe and of Germany in particular.
2. I mentioned the other day the growing number of recent pointers indicating the development of closer cooperation between the French and German Governments over European security. There is a tendency among our main partners in Europe to under-rate the UK contribution and to see us as marginal to the defence of Europe. The United States Government is also beginning to receive the same message. As we both appreciated, this is an important question; I will be letting you have some further ideas about it quite shortly. Meanwhile, it is essential that we should take every opportunity to emphasise our rightful place in the centre of European collaboration. Lionheart provides an excellent occasion to do this. Your presence will remind the Germans not only of our contribution but also of our intention to play a central part in the development of European security policy.
3. I attach importance to your inviting Chancellor Kohl to join you at Lionheart. This will be a significant gesture for the Germans and will ensure the maximum impact of your visit in the Federal Republic and indeed in France. /4.



equipment cooperation with UK greater than with any other partner. Mention some past, present and future projects.

10. Institutions. Some key points from para 24 of paper.

CONCLUSIONS

11. It is in the character of the British that they talk of concrete steps which can be achieved in the foreseeable future. And this is, after all, how you actually make progress. Paras 25 - 26 of paper. Para 27 of paper, with the addition of a point about measures that actually help ordinary people.

12. The UK sought membership of the Community barely two years after the signature of the Treaty of Rome. That we actually joined only 10 years later was not our choice. We have now been in Europe for 12 years and have adjusted very fast: example of direction of our trade. We contribute in important ways to the EC: remain net contributors; strengthen economic security of partners by supplying oil; provide high proportion of EC fisheries etc. We know that our place is in Europe and that our interest is to play an active role. Pledge of determination to contribute to the process of developing the Community and building cooperation and removing barriers in accordance with the call in the Treaty of Rome for "an ever closer union of the peoples of Europe".



FCS/83/145

SECRETARY OF STATE FOR DEFENCE

Exercise Lionheart 84

1. Thank you for your letter of 27 June. It has taken time to consult allies as you requested.
2. Subject to some small changes to the final paragraph, which my officials have agreed with yours, I am content with the draft announcement. I enclose a clean version of the text of the final paragraph incorporating these amendments.
3. We have spoken to the German, Dutch and Belgian Governments about the arrangements for the exercise, and have shown them the text of the amended draft announcement. They are content.
4. I am copying this to our OD colleagues and to Sir Robert Armstrong.

(GEOFFREY HOWE)

Foreign and Commonwealth Office
26 July 1983

ce/AP

N.S.P.R.

ML ²⁶/₇

LIONHEART will be our largest reinforcement exercise ever and will demonstrate our ability to reinforce our troops in Europe, quickly and in strength and thereby illustrate our commitment to NATO's forward defence and deterrent policy generally. We intend to notify LIONHEART under the CSCE Final Act and invite observers from CSCE participating countries. I intend to place a report on the exercise in the library of the House in due course.



CRJ
BI

MINISTRY OF DEFENCE WHITEHALL LONDON SW1A 2HB

TELEPHONE 01-218 9000
DIRECT DIALLING 01-218 2111/3

ms

MO 24/1

Prime Minister

27th June 1983

his exercise is to take place in
Germany in September (you will see part of it)
and involves moving 50,000 personnel to the
continent. Mr. Heseltine proposes to announce it
by written answer in the House soon.

See Briefing

EXERCISE LIONHEART 84

A.J.C. 29.
6

When I wrote to Francis Pym in February I promised to keep him in touch with planning progress on Exercise LIONHEART 84. We have now reached the point where we should be thinking about making a public announcement.

Although the scope of the exercise will be similar to that of CRUSADER 80 there are two important differences. First, there will be no concurrent military home defence exercise next year. Aside from any other sensitivities, this will ease the problem of providing manpower to support the exercise without causing excessive damage to peacetime training. Second, we now consider that to achieve a full and realistic test of our reinforcement plans the number of reinforcements will be considerably larger than in 1980, some 50,000 rather than 30,000. This is caused by the need next year to send the 2nd Infantry Division to BAOR (in 1980 they were based in Germany), and by an increased participation by the Reserves including the voluntary participation of up to 4,500 individual reserves. I am also enclosing a more detailed note of how far our plans for the exercise have developed. (Annex A).



I would like to make an announcement of the exercise soon.
We shall need to approach commercial operators to book reinforcement shipping and also seek the voluntary participation of regular reservists beginning in August, and I should like to have announced the exercise first to avoid speculation at that time. I propose to announce the exercise by means of a written answer in the House which we shall also use as a press release, and I enclose a draft of this. Separately but later we shall have to deal with CSCE notification. You will see I have repeated the practice of 1980 and offered to place a report on the exercise in the Library of the House.

I trust that this timetable will be acceptable to you and to colleagues. I believe you will wish to use the interval between now and an announcement to let our interested Allies know of how our plans have developed, and brief them on our intentions over announcements. No doubt you will let me know if there are likely to be any difficulties.

Copies of this go to our OD colleagues and Sir Robert Armstrong.

For Ann
A handwritten signature in dark ink, appearing to be "MH" or similar initials, written in a cursive style.

Michael Heseltine

EXERCISE LIONHEART 84A Note on Plans

1. Exercise LIONHEART 84 will consist of a reinforcement phase and two related field training exercises in Germany.
2. Some 50,000 regular and reserve forces will take part in the reinforcement phase, which will begin on 3 September 1984 for regulars, and 14 September for the reserves. The field training exercises will take place from the 17 September to 28 September, with all reserves returning to the UK by the end of that period, enabling the Territorials to complete their fortnight's Summer training. The remaining UK based regulars will be recovered to the UK by 5 October.
3. For the first time in any exercise, the participation, on a voluntary basis, of up to 4,500 individual reservists (ie recent regular officers and soldiers with a call up liability) is being sought, in addition to the traditional participation by the Territorial Army. The volunteers who are selected to take part in Exercise LIONHEART will participate from 15-23 September, when they will be moved to Germany, take some part in the field exercises there, and also receive some general refresher training. Volunteers, who will receive normal pay and allowances will be found this coming Autumn during the individual reservists annual reporting period; they will receive a letter shortly after the announcement of the exercise setting out its scope and other general information. We will of course have to seek the cooperation of employers to release to these reservists for the period of the exercise.
4. The two field training exercises in Germany are:-
 - a. EXERCISE FULL FLOW, in the rear area, will provide a unique opportunity to test the revised structure of British Support Command, responsible for the entire Line of Communication and its ability to support the front line forces.

b. EXERCISE SPEARPOINT, in the forward area will involve the reinforced 1st British Corps and test its new concept of operations in a war scenario.

5. These national exercises will be taking place as part of NATO's AUTUMN FORGE series of large field training exercises in EUROPE. Exercises of particular interest to us in this series are the Allied Air Force Central Europe (AAFCE) air exercise COLD FIRE, which will provide both friendly and enemy air support to LIONHEART, and Exercise CONCORDANT JOURNEY, the umbrella name for the AFCENT exercise designed to coordinate the simultaneous deployment of 4 separate national Corps: the Americans, Germans, Belgians and ourselves, with one brigade from both the Americans and Germans subsequently joining the 1st British Corps field training exercise as enemy. Royal Air Force Germany are likely to play a considerable part in the exercise and a limited Royal Navy involvement is also under consideration. At the same time a United Kingdom Mobile Force (Land) UKMF(L) exercise, BOLD GANNET, will be taking place in Denmark involving some 13,000 Regular and TA troops.

6. LIONHEART is expected to attract a great deal of media attention, and plans are being developed by CPR to deal with press visitors and enquiries. It is intended to exercise accreditation procedures for up to 100 journalists. But the Army Board are not seeking to use the exercise as a public relations vehicle in the way that CRUSADER 80 was, and to minimise disruption from this kind of activity the number of visitors to the exercise (apart from the invited and uninvited media) is to be restricted to 250 (1,000 in 1980).

7. Movements planning has progressed well but cannot yet be finalised, because the exact order of battle in terms of number, location and destination of reinforcement units is not yet known. The task will however clearly be much larger than in 1980, and although maximum use will be made of Service resources there will be heavy use of civilian ferries and aircraft. (This would of course be the case if the need for the reinforcement of Europe actually arose). We should begin approaching UK commercial operators as soon as possible in order to

provide the best opportunity of chartering the ships and aircraft we require. As it is these resources may well be short of our requirements due to the holiday season and in order to meet the full movements bill, some foreign charter will probably be necessary. This will, however, be kept to a minimum.

8. The costs of the exercise are being closely monitored by the General Finance Division 2. Detailed costings have not yet been developed, but funds for the exercise will be found from within the agreed defence programme figures for 1984-85. CRUSADER 80 cost about £14m, of which £6m was the extra cost over the normal annual training bill. With the increased size of LIONHEART as well as inflation a broad assessment of its likely cost is some £26m, about £13m of which will be extra costs.

9. The exercise will have to be notified under the CSCE Final Act. Formal notification has to be made to participating nations no less than 21 days prior to the exercise, but this does not preclude the UK from making earlier public announcements although some Allies may have sensitivities about what we say and will need to be consulted. In line with our Helsinki obligations, and with Alliance and UK past practice, we intend to notify only the manoeuvre element of the exercise by 1st British Corps (exercise SPEARPOINT); we will however draw attention in the notification text to the context of the broader activity, including reinforcement movements, encompassed by exercise LIONHEART. We shall be inviting observers from those countries who participated in the Helsinki agreement to come to the exercise. There will probably be about 20 observers over two days.

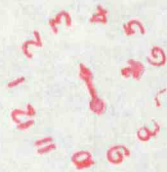
To ask the Secretary of State for Defence whether he yet has any plans to conduct a follow up exercise to CRUSADER 80.

Answer

1. Planning is underway for a major exercise called LIONHEART 84 to take place in September 1984. LIONHEART 84 will practice our mobilisation procedures and culminate in a major field training exercise in Germany.
2. About 50,000 men and women of the Regular and Reserve forces, will move to the continent; this is significantly more than the 30,000 deployed in exercise CRUSADER 80. Many of them will be from the Territorial Army, but for the first time it is planned to seek the voluntary participation of up to 4,500 regular Reservists, who will be contacted shortly and will receive further details during their annual reporting period this autumn. We will request the cooperation of employers over the release of their staff who volunteer for the exercise.
3. LIONHEART will be associated with the annual series of major NATO autumn exercises and troops from several Allied nations will be joining our field training exercises. LIONHEART will provide a valuable opportunity to assess progress on the many developments in organisation made since exercise CRUSADER. As before, the reinforcements will travel to Germany by commercial ferries and aircraft as well as military transport, and will join British troops already in Germany for field training exercises.
4. LIONHEART will be our largest reinforcement exercise ever and will demonstrate our ability to reinforce our troops in Europe, quickly and in strength, which is such an essential element of our contribution to NATO's deterrent policy. I intend to place a report on the exercise in the Library of the House in due course.

Reference
July 1949
Ministerial Participants
in NATO Exercises

29 Jul 62



CONFIDENTIAL



pc T.J. ②
Prime Minister

MINISTRY OF DEFENCE WHITEHALL LONDON SW1A 2HB

TELEPHONE 01-218 9000
DIRECT DIALLING 01-218 2111/3

A-2 C-3/2

MO 24/1

1st February 1983

De la Harpe

mf

You will wish to be aware that I have agreed to detailed planning going ahead for a large scale national exercise to be held in Autumn 1984. The exercise, to be called LIONHEART 84, will be linked to the NATO series of major Autumn sea, land and air exercises. It will provide an opportunity to practice a wide range of transition to war procedures and to test the simultaneous implementation of a number of plans to reinforce Central Europe.

The exercise will be on a similar scale to CRUSADER 80, and is likely to involve the movement of some 25,000 personnel, both regulars and reserves to the Continent using Service and civil movement resources. Under the CSCE Final Act we should be obliged to give prior notification of the exercise to the other participants in the Helsinki agreement.

Troops will travel through Belgium and Holland and will participate in a major field training exercise with 1 BR Corps in Germany. The Germans, Belgian and Dutch Governments have been informed of our intentions in general terms. There has been no adverse reaction. They will be further involved as planning progresses. We can expect significant public interest in the exercise, as there was in CRUSADER 80, and the public relations aspects, both at home and abroad, will require careful development. There is no need for public announcements until the summer, however.

CONFIDENTIAL



CRUSADER 80 showed that our reinforcement planning was soundly and realistically based. We hope to build on its lessons in LIONHEART 84. Our reinforcement capability is vital to our credibility within NATO. Exercising it in this way not only allows us to improve our capabilities, but also demonstrates to our Allies (and indeed to the Warsaw Pact) our commitment to the forward defence of Europe.

I will keep you informed of planning progress.

Copies of this letter go to our OD colleagues and to Sir Robert Armstrong.

A handwritten signature in black ink, appearing to read "Michael Heseltine". The signature is stylized and includes some initials above the main name.

Michael Heseltine

SECRET



8

20 AH

10 DOWNING STREET

From the Principal Private Secretary

SIR ROBERT ARMSTRONG

MINISTERIAL PARTICIPATION IN NATO EXERCISES

The Prime Minister discussed with you this morning your minute of 14 January (A083/0119).

With the pressures on her diary in the coming weeks, the Prime Minister felt that it would be difficult to set aside a period from 1000 to 1800 on Monday 7 March. She also feels that, if her participation in the exercise is to be worthwhile, she should take part in the build-up period on Sunday 6 March; but that again would be difficult in view of the pressures on her weekends. The Prime Minister has therefore decided with regret that she should not participate personally in this exercise.

f.e.b.

28 January 1983

SECRET

DEFENCE

NI3567 4 XXX 137

'THATCHER TO TAKE PART IN EXERCISE'

A TOP SECRET TWO-WEEK EXERCISE, IN WHICH MINISTERS REHEARSE PLANS TO PREPARE BRITAIN FOR THE RUN-UP TO NUCLEAR WAR, IS PLANNED FOR EARLY MARCH, IT WAS DISCLOSED THIS AFTERNOON.

THE PRIME MINISTER MARGARET THATCHER IS SAID TO BE TAKING A KEEN INTEREST IN THE EXERCISE, CODENAMED WINTEX 83, AND HOPES TO TAKE PART, IT WAS UNDERSTOOD IN WHITEHALL.

UNDER PREVIOUS GOVERNMENTS, A TOP CIVIL SERVANT PLAYED THE ROLE OF THE PRIME MINISTER, RIGHT DOWN TO THE 'I REGRET TO INFORM YOU WE MAY SHORTLY BE AT WAR' BROADCAST, PLANNED FOR ALL TELEVISION CHANNELS IN THE EVENT OF HOSTILITIES.

DETAILS OF THE EXERCISE, WHICH TAKES PLACE EVERY TWO YEARS, WILL BE ANNOUNCED BY NATO WITHIN THE NEXT MONTH.

WINTEX IS PURELY A PAPER EXERCISE INVOLVING COMMAND POSTS. NO TROOPS OR EQUIPMENT ON THE GROUND WILL BE MOVED.

..

1813/27 JAN 83

SECRET

PRIME MINISTER

Ministerial Participation in NATO Exercises

Please see Sir Robert Armstrong's minute below.

You will want to consider the point in paragraph 6.

This is, of course, a NATO exercise which will take place anyway but your participation will give it greater publicity.

The press line seems right. I doubt whether we could conceal your participation if, for example, a PQ was put down as it might well be.

If you decide to take part, I do not think it reasonable to ask you to keep free 1000-1800 on 7 March. If you agree, I will say that you would take the "exercise" War Cabinet on noon on Monday 7 March: we can leave open until nearer the time the possibility of your taking part in the operation on Sunday 6 March - that would, of course, further increase the publicity.

[E.R.B.]

If we are to take part in exercises of this kind it is necessary to be in at the beginning - you can't pick up half way

14 January 1983

SECRET

Ref. AO83/0119

MR BUTLER

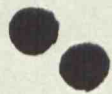
Ministerial Participation in NATO Exercises

In your minute of 23rd December 1982 in reply to my minute AO82/0588 of 21st December you said that the Prime Minister would like to take part in the next WINTEX-CIMEX exercise and would like some of her senior colleagues to do so.

2. The exercise itself runs from 24th February to 9th March. The precise pattern is difficult to predict but, as in the equivalent exercise in 1981, Ministerial participation is likely to offer most during the high-level nuclear phase which runs from Sunday 6th to Wednesday 9th March. Between these dates consideration will be given to the use of nuclear weapons and, at a moment which will depend on the pace at which the conventional battle develops, an initial nuclear strike will be authorised and follow-on use considered.

3. The main task of the Prime Minister on any of these days would be to chair a meeting of the "exercise" War Cabinet. The timing of this meeting is geared to that of the Defence Planning Committee in Brussels, normally held in the afternoon, for which our Permanent Representative to NATO needs to have instructions. This means that the exercise Cabinet tends to meet at noon, but the timing varies with the level of activity and ideally one would like to set aside a period from 1000-1800 in the Prime Minister's diary. Exactly when the exercise Cabinet met could then be decided very shortly before the event. Attendance at the Prime Minister's "exercise" Cabinet should I suggest follow the pattern adopted when senior officials play the part of Ministers during the nuclear phase of these exercises. Thus only those Ministers with special responsibilities in this very sensitive area would be invited to take part, as would the Chief of the Defence Staff and the Chairman of the Joint Intelligence Committee.

Defence July 79
Nato Exercises



CONFIDENTIAL





4. On the assumption that the Prime Minister will only be able to devote part of one day to the exercise I recommend Monday 7th March. But, if two days can be spared, Sunday 6th March could be added as it is likely to be more interesting than the remaining days of "high-level" exercise activity.

5. Apart from active participation the Prime Minister might also wish to look in at meetings of officials in the Cabinet Office Briefing Room and at briefings. This could take place at any time during the exercise and, if there are dates on which the Prime Minister would wish to do this, perhaps you would let me know so that I can make the necessary arrangements.

6. On the subject of publicity for the Prime Minister's involvement, I suggest we should adopt a low profile, as we did in 1981. NATO have adopted a passive Press policy, and the Ministry of Defence are likely to do not more than give defence correspondents an unattributable briefing on the exercise as a whole. We would tell NATO simply that United Kingdom Ministers may become involved at some point during the high-level exercise play. I recommend that we should not tell the Press in London more beforehand than that Ministers might take part, and afterwards answer questions factually on their participation without volunteering the precise dates on which they did so or the part they played in the exercise.

7. On reflection, I think that the Prime Minister may wish to think further about whether she wishes to take part in this exercise. However low the profile we adopt, it is likely that it will become known that the Prime Minister and her colleagues have taken part personally in an "exercise" meeting at which nuclear release has been discussed and may or may not have been authorised. This could be politically inconvenient against the present groundswell of anti-nuclear feeling.

8. I should therefore be grateful if you would say whether the Prime Minister would still like to take part in WINTEX-CIMEX



83 on 7th March; and, if so, whether she is content with the passive Press line suggested in my previous paragraph. Once the arrangements for the exercise are further advanced, appropriate senior colleagues (perhaps the Home Secretary, the Chancellor of the Exchequer, the Foreign and Commonwealth Secretary and the Secretary of State for Defence) would also be invited to take part on this date. I will submit more detailed information, including background material on the exercise and proposed briefing arrangements, nearer the time.

RIA

ROBERT ARMSTRONG

14th January 1983

CONQUEROR

SECRET



Deference
5
2.6.82

10 DOWNING STREET

From the Principal Private Secretary

SIR ROBERT ARMSTRONG

MINISTERIAL PARTICIPATION IN NATO
EXERCISES

Thank you for your minute of 21 December (A082/0588), which I have shown to the Prime Minister.

The Prime Minister has agreed that in principle she would like to take part in the next WINTEX-CIMEX exercise and would like some of her senior colleagues to do so. We will look forward to your further minute proposing specific dates for the Prime Minister's participation.

F.F.R.B.

23 December 1982

SECRET

A75

SECRET

MR. BUTLER

Prime Minister

Can I say that in ⁴
 principle you would like to
 take part? and would like your
 colleagues to do so?
 FERB

Yes mb

21.12.

Ministerial Participation in NATO Exercises

Plans were made for the Prime Minister, accompanied by the Home Secretary, the Foreign and Commonwealth Secretary and the Secretary of State for Defence, to participate in last year's NATO command post exercise WINTEX-CIMEX 81. In the event last minute commitments prevented the Prime Minister and other Ministers from taking part. Thus we were unable to meet in full the Prime Minister's wish expressed in Mr. Whitmore's minute of 30th January 1980 that Ministers should take part in such exercises. Ministry of Defence and Home Office Ministers did, however, keep in touch with the development of the exercise.

2. The next NATO command post exercise in the WINTEX series, WINTEX-CIMEX 83, is being held from 24th February to 9th March 1983. The Cabinet Office Briefing Rooms will be activated and manned on a 24-hour basis, including both weekends. The setting is much the same as that for WINTEX 81 with the exercise covering the development of a crisis from shortly before Simple Alert until NATO's initial use of nuclear weapons; follow-on nuclear strikes will also be considered. Detailed planning for the exercise is now under way and will involve most Government Departments as well as the BBC and British Telecom. Ministers from interested Departments will be following exercise play.

3. In this sort of exercise there are difficulties in choosing the best moment for Ministerial participation. The most interesting phase is likely to be towards the end, when nuclear release is being considered. There are likely, however, to be other more pressing claims on the Prime Minister's attention at that time, and there would be considerable risk of another last-minute cancellation.

4. At this stage all we need to establish is whether in principle the Prime Minister might wish herself to take part, together with some of her senior colleagues, at an appropriate

SECRET



SECRET

moment in the exercise, perhaps during the nuclear consultation phase. I should therefore be grateful for your advice on the Prime Minister's likely intentions so that we can make our plans accordingly. If she decides not to take part, we can plan accordingly. If she would like to take part - or at any rate to plan on that basis for the time being - I shall minute you again early in the New Year, seeking confirmation that the Prime Minister wishes to take part and offering more detailed proposals and possible dates.

REA

Robert Armstrong

21st December 1982

SECRET



10 DOWNING STREET

Defence 3

File

cc. Mr. Ingham

From the Principal Private Secretary

[Handwritten signature]

SIR ROBERT ARMSTRONG

Ministerial Participation in WINTEX/CIMEX 81

The Prime Minister has seen your minute AO4385 of 6 March 1981 about WINTEX/CIMEX 1981.

She agrees that the Home Secretary, the Foreign and Commonwealth Secretary and the Secretary of State for Defence should be invited to take part in the exercise.

The Prime Minister would be happy in principle to look in at meetings of officials in the Cabinet Office Briefing Room, as you suggest in paragraph three of your minute, but the present state of her diary for 18 March makes it unlikely that she will in fact be able to do so. Nonetheless, perhaps your office could keep in touch with me as the 18th draws nearer in case an opportunity arises for her to pay a brief visit to the Briefing Room.

The Prime Minister is content with the proposed press policy set out in paragraph four of your minute.

fan.

[Handwritten mark]

9 March 1981

SECRET

Defence



10 DOWNING STREET

Mr. Whitby ^{Mr. Guinness}

WINTEX

P.M. is in fact
free from 9.30 -
13.00 on 7th 18th
but not in the
afternoon.

C.S.

9/3.

Ref: A04385



SECRET

PRIME MINISTER

Yes [initials]

Prime Minister

2

Content with these arrangements and

in participation:-

- i. the proposed participation of other Ministers;
- ii. the suggested press policy?

6 in

Ministerial Participation in WINTEX/CIMEX 81

When you saw my minute A03676 of 28th November, 1980, to Mr. Whitmore, you agreed to set aside 15th and 18th March as likely days for your participation in this NATO exercise. We have been making our plans on this premise, and Whitehall Departments, their Ministers and our delegation to NATO are broadly aware of your intentions. It is now necessary to make precise arrangements for exercise play by Ministers.

2. I believe that your other commitments now suggest that your participation should be confined to 18th March. By this stage in WINTEX conventional hostilities will have started, and on that day the main business of the "exercise" Cabinet will be focussed on the possible use of nuclear weapons. This would be a very appropriate moment for you to take part. Because of the sensitive nature of the material to be discussed it has been the practice to restrict attendance at the exercise Cabinet on these occasions to representatives of the Cabinet Office, Foreign and Commonwealth Office and Ministry of Defence. I believe that such a restricted Cabinet will be equally appropriate when you take the Chair and, if you are content, I propose to invite only the Foreign and Commonwealth Secretary, the Secretary of State for Defence and the Home Secretary, all of whom, you will recall, have special responsibilities in this area, to attend the "exercise" Cabinet on 18th March. In addition the Chief of Defence Staff and the Chairman of the Joint Intelligence Committee would attend. The timing of the meeting will need to take account both of the official lunch in connection with the Nigerian State Visit, and of the progress of the "battle" in Europe, but, at this stage, it will be sufficient to plan it for 11.00 am preceded by a briefing period. Decisions taken in Cabinet will then be used to instruct our Permanent Representative to NATO for the afternoon's meeting of the Defence Planning Committee in Brussels.



SECRET

*I don't think
you doing for
the 18th is
going to allow
you to do this.*

3. Apart from this active participation you may also like, so far as your programme on the 18th allows, to look in at meetings of officials in the Cabinet Office Briefing Room and at briefings. If so, I will make the necessary arrangements in conjunction with Mr. Whitmore and the Ministry of Defence, before making further proposals.

4. We have also to consider the question of publicity for your own involvement in the exercise. NATO have adopted a passive Press policy for the exercise, and the Ministry of Defence, who act as Whitehall spokesman, are likely to do no more than give a short unattributable background briefing to defence correspondents on the exercise as a whole towards the end of this week. WINTEX 81 and Ministerial participation have already, however, been the subject of Press speculation, with varying degrees of accuracy. As far as informing NATO officially of your participation is concerned we have taken the line that at some stage during the high level period of play (15th-16th and 18th-20th March) our Ministers may become involved in the exercise. To avoid too much being read into United Kingdom decisions on 18th March, and to allow for any last minute changes in your own programme, I recommend that we continue to make this our official line in Brussels. Unofficially our Permanent Representative will, of course, be in a position to co-ordinate Ministerial play with his NATO colleagues, and through him we shall attempt to establish at what level other nations will be playing on the 18th. It follows that a passive Press policy on your involvement may also be the best one to follow in London until after the event, and that, even then, we should not volunteer the precise date on which Ministers took part in the exercise. I should be grateful for your agreement that I should proceed on this basis.

5. As part of my further submission to you I shall include background material on the exercise, and proposals for a detailed briefing, immediately prior to "exercise" Cabinet, on the progress of the exercise and on nuclear matters.

RA

(Robert Armstrong)

6th March 1981

SECRET

CONFIDENTIAL



Deferre

10 DOWNING STREET

From the Principal Private Secretary

SIR ROBERT ARMSTRONG

MINISTERIAL PARTICIPATION IN WINTEX/CIMEX 81

I have shown the Prime Minister your minute A03676 of 28 November 1980 about her participation in WINTEX/CIMEX 81.

She has agreed that we should set aside 15 and 18 March as the days when she can expect to take part in the proceedings, with a clear preference for the later date.

If the Prime Minister participates in the exercise, I assume that other Ministers will take part too. I should be grateful for advice on this point in due course.

JWH

2 December 1980

CONFIDENTIAL

Ref: A03676



CONFIDENTIAL

MR. WHITMORE

Prime Minister
May we plan on your taking part in this exercise on 18th March (which is free)?
If you participate, I have no doubt that your Ministerial colleagues concerned will wish to do so too.

Ministerial Participation in WINTEX/CIMEX 81

144
28vi

In your minute of 5th November 1980 you asked for a firm date on which the Prime Minister could participate in this exercise.

2. The precise pattern of events on any one day is difficult to predict. But it looks as though the most promising date would be Wednesday, 18th March when the progress of the battle is likely to require a close look at the possible use of nuclear weapons.

3. On the pattern of previous exercises the main task for the Prime Minister would be to chair a meeting of the "exercise" Cabinet. The timing of this meeting is geared to the meeting of the DPC in Brussels, normally held in the afternoon, for which our Permanent Representative needs to have instructions. This means that the exercise Cabinet tends to meet at noon, but this timing may vary with the level of activity and I therefore consider that at this stage it would be wise to pencil the period 10.00 - 16.00 in the Prime Minister's diary. Exactly when the Prime Minister's "exercise" Cabinet is to meet can then be decided very shortly before the event.

4. If the Prime Minister wanted to participate on two separate days, my recommendation would be 18th March plus Sunday, 15th March. The latter should be a day of varied activity on the eve of conventional hostilities. As on 18th March, the Prime Minister's main role would be to chair an exercise Cabinet meeting sometime between 10.00 and 16.00 hours. But 18th March is the date likely to offer the Prime Minister most scope, and I therefore recommend it as first choice, on the assumption that she will not be able to give up more than one day to this exercise.

5. I should be grateful for your confirmation that the Prime Minister is content to take part in WINTEX/CIMEX 81 on 18th March. We shall then plan accordingly before making a further detailed submission nearer the time.

(Robert Armstrong)

28th November 1980

CONFIDENTIAL

CONFIDENTIAL

HS

Deference

SIR ROBERT ARMSTRONG

*Arranged for
Friday 20th
March.
C.F. 6/11*

Ministerial Participation in WINTEX/CIMEX 81

I have shown the Prime Minister your minute AO3446 of 4 November 1980, and she has confirmed that she would indeed like to take part in WINTEX/CIMEX 81.

Both the periods in March of next year which you mentioned in paragraph 2 of your minute would be convenient from the point of view of the Prime Minister's participation in the exercise, but plainly the sooner we have a firm date the better: otherwise, other engagements will begin to crowd in.

CLIVE WHITMORE

5 November 1980

CONFIDENTIAL

62

Mr. Whitmore: All dates OK. CS.4/11
None more convenient
than others.

Ref: A03446



CONFIDENTIAL

P.M. off to the Hague
on 23/24 March.

Prime Minister

MR. WHITMORE

I am sure you will want to
take part, if you can. RW

Ministerial Participation in WINTEX/CIMEX 81 4x1

You will remember that as a result of my minute A01326 of 5th February 1980 the Prime Minister agreed that Ministerial participation in a NATO exercise should be deferred until WINTEX 81.

2. We now have enough details of the exercise, which takes place from 9th to 21st March next year, to recommend the periods when Ministerial participation could be worthwhile. There are two appropriate phases of high level play when the DPC will meet in Brussels at Permanent Representative level, the first on 15th and 16th March which leads up to the declaration of General Alert, and the second from 18th to 20th March which is devoted primarily to consultation in the Alliance about the use of nuclear weapons. The second of these periods has a relatively greater degree of free play and is therefore likely to provide wider scope for Ministerial judgment. I must however emphasise that, since the management of the exercise does not lie within our control, we cannot guarantee that there will be a significant range of decisions to be taken by the Prime Minister at a pre-determined time during the exercise.

3. I do not think that the Prime Minister needs to commit herself to any specific dates at this stage, but I should be grateful for confirmation that she wishes to take part, and an indication of dates within the periods I have mentioned which would be most convenient.

4. We will then use this information in our further planning for the exercise and I will submit further detailed proposals nearer the time.

RA

Robert Armstrong

4th November 1980

CONFIDENTIAL

Yes
MR



MO 24/2

Prime Minister (2)
 mb
 Amb 2/4
 Amb 2/4

PRIME MINISTEREXERCISE CRUSADER

The operational phase of Exercise CRUSADER is now complete, and we can make a preliminary assessment.

2. CRUSADER was an ambitious exercise to test our operational plans, covering not only the largest reinforcement of our forces on the Continent ever undertaken, but also a number of other aspects of the transition to war, including particularly Home Defence. Over 30,000 troops were moved from the United Kingdom, including 20,000 members of the Territorial Army and substantial numbers of the RAF. Turn-out in the TA was encouragingly high, and their performance throughout received well-deserved praise. The great majority of reinforcements were in their exercise positions in Germany within 48 hours of receiving the order to move, which says much for the basic effectiveness of our lines of communication as well as for the painstaking preparations that had been made. Insofar as a preplanned exercise can validate emergency plans, CRUSADER did so, although at the same time a number of areas were identified where improvements may be needed if BAOR's effectiveness and the credibility of our deterrent stance are to be maintained. Many valuable lessons were learned; during the winter these will be analysed and any necessary adjustments made.

3. Apart from these immediate benefits, I believe that CRUSADER has also served to reassure our Allies not only of our commitment to Continental defence but also of what we can do in practical terms. We have not always been credited within the Alliance with the ability to reinforce BAOR swiftly and effectively, but all the indications are that on this occasion Allied representatives were most impressed with our performance. At home, too, many lessons were learned about the problems that our forces might encounter in the early stages of a war and about their role in the aftermath of a nuclear strike. Some lessons will doubtless also have been learned by the civil participants in this phase.



4. As you will have noticed, the Press coverage was very extensive and almost entirely favourable, and I have little doubt that this will have served to sharpen the British public's perception of the importance of defence and of the value that this Government attaches to it. In Germany, as Sir Oliver Wright has confirmed from Bonn, the public response was almost wholly positive, vindicating the judgment that the exercise should go ahead despite the Federal German election.

5. I am sending copies of this minute to the other members of OD and to the Secretaries of State for Industry and for Employment; and to Sir Robert Armstrong.

HP

Ministry of Defence

6th October 1980

LLG 709/22

HSP782/22ND

RR ROME

RR ANKARA

RR ATHENS

GROUPS 300

FM CENTROFORM LDN 221106Z

UNCLASSIFIED

RETRACT 17222SEPT

ITEM: MAJOR NATO EXERCISE IN SOUTHERN EUROPE

LONDON (LPS) A MAJOR NATO EXERCISE NAMED 'DISPLAY DETERMINATION' WILL TAKE PLACE IN SOUTHERN EUROPE BETWEEN 29 SEPTEMBER AND 14 OCTOBER AS PART OF THE EUROPEAN SERIES OF NATO EXERCISES CALLED 'AUTUMN FORGE'.

THE EXERCISE IS TO DEMONSTRATE NATO'S CAPABILITY TO DEFEND AND REINFORCE THE SOUTHERN REGION. ADMIRAL WILLIAM J CROWE JNR, COMMANDER IN CHIEF, ALLIED FORCES SOUTHERN EUROPE, ANNOUNCED THAT THE COMBINED EXERCISE IS TO INCREASE EFFECTIVENESS, READINESS AND COORDINATION AMONG ALLIED UNITS IN THE SOUTHERN REGION.

NATO NATIONS INVOLVED ARE ITALY, THE NETHERLANDS, PORTUGAL, TURKEY, THE UNITED STATES AND THE UNITED KINGDOM. FRENCH UNITS WILL ALSO PARTICIPATE. THREE ROYAL NAVY FRIGATES, HMS APOLLO, HMS AURORA AND HMS ARGONAUT WILL TAKE PART PLUS THE ROYAL FLEET AUXILIARIES TIDEPOOL AND REGENT. THE ROYAL YACHT BRITANNIA WILL ALSO FORM PART OF AN EXERCISE CONVOY.

THE EXERCISE WILL START WITH AN ESCORTED CONVOY SAILING FROM LISBON TO THE NORTHERN AEGEAN VIA GIBRALTAR, LA SPEZIA AND PALERMO. OTHER NATO MARTIME FORCES WILL ACT AS ENEMY DURING THIS PHASE. NATO AMPHIBIOUS UNITS WILL ALSO MAKE AN OPPOSED LANDING IN THE AREA OF CAPO TEULADA IN SARDINIA.

AIRCRAFT FROM THE ITALIAN, PORTUGUESE, TURKISH, UNITED STATES AND BRITISH AIR FORCES WILL PLAY A MAJOR ROLE FLYING OFFENSIVE AND DEFENSIVE MISSIONS AND SUPPORTING NAVAL AND LAND FORCES. THE RAF IS PROVIDING SIX CANBERRA RECONNAISSANCE AIRCRAFT OF NO 13 SQUADRON, NORMALLY BASED AT RAF WYTON, CAMBRIDGESHIRE.

ITALIAN AND PORTUGUESE INFANTRY UNITS WILL OPERATE IN NORTH EAST ITALY DURING THE LAND PHASE OF THE EXERCISE. (LPS)

CENTROFORM LONDON

SECRET

MOBA to see O/R
MSP 12/2 Reference



Foreign and Commonwealth Office

London SW1A 2AH

17 February 1980

F's
Wants 12/2

Dear Brian,

NATO EXERCISE HILEX 9

Thank you for your letter of 6 February.

The Foreign and Commonwealth Secretary agrees with all Mr Pym's points and would have preferred HILEX to go ahead. But since all the other NATO allies seem now to be in favour of its cancellation, Lord Carrington believes that there is no option but to acquiesce. We are therefore instructing UKDEL NATO accordingly.

As to the press line in the event of this decision leaking, we agree with the advice of UKDEL NATO that it should be for the NATO spokesman to comment and that he should confine himself to saying that the DPC has decided not to proceed with the exercise at present owing to the pressure of business arising out of the current international situation.

We are now in touch with UKDEL NATO about the need to review the scenario for WINTEX 1981 to remove points of political sensitivity which might lead to pressure for another cancellation next year.

I am sending copies of this letter to Michael Alexander (No 10) and David Wright (Cabinet Office).

Yours own

Paul

(P Lever)
Private Secretary

B M Norbury Esq
Private Secretary
Ministry of Defence

SECRET

SECRET

DEFENCE
T.



MINISTRY OF DEFENCE
MAIN BUILDING WHITEHALL LONDON SW1
Telephone 01-2307832 218 2111/3

MO 24/2

6th February 1980

Dear George,

h.a.
Nunt
- 8/2

NATO EXERCISE HILEX 9

As you will know, a consensus has now emerged in NATO in support of the German proposal that HILEX 9 should be cancelled. I understand that Sir Clive Rose has explained to his colleagues that UK agreement to cancellation is subject to confirmation from London.

The arguments for cancellation, as outlined by Sir Clive Rose and HM Ambassador in Belgrade, are strong, but my Secretary of State is not convinced that this would be the best course. The Russians can be expected to know that an exercise is scheduled and, if they judge it to be in their interest, will seek propaganda value from it, whether or not it takes place. We ought to be able effectively to counter such propaganda should the exercise proceed, and failure to proceed could be misinterpreted.

Much will be lost if the exercise is cancelled. The decision-making processes in the higher levels of NATO are rarely practised in a realistic environment and opportunities to develop crisis management techniques are therefore limited. For example, it is some four years since attention was focussed in NATO on the important and difficult decisions inherent in the early stages of crisis management, and it would be most unfortunate if the opportunity for doing so now were to be foregone for another two years. It seems to the Secretary of State for Defence that there is value in focussing the minds of Government, senior officials and the Major NATO Commanders on the sort of decisions that might become necessary should the world situation deteriorate.

Mr Pym recognises, of course, that in the circumstances there may be little point in the UK standing alone on this particular issue against the views of our allies, but before instructions are sent to Sir Clive Rose he wanted to register with the Foreign and Commonwealth Secretary the points in my preceding paragraphs.

/I ...

G G H Walden Esq
Foreign and Commonwealth Office

SECRET

SECRET



I am sending copies of this letter to Michael Alexander
(No 10) and David Wright (Cabinet Office).

Yours and
Brian Norbury

(B M NORBURY)

SECRET

RESTRICTED

Defence



10 DOWNING STREET

From the Principal Private Secretary

SIR ROBERT ARMSTRONG

Ministerial Participation in Exercises

The Prime Minister has seen your minute AO1326 of 5 February 1980 and agrees that Ministerial participation in a NATO exercise should be deferred until WINTEX 81.

C. A. WHITMORE

6 February 1980

RESTRICTED

GB

Ref: A01326



RESTRICTED

MR. WHITMORE

Ministerial Participation in Exercises

1.
 Prime Minister.
 Agree to delay your participation
 in a NATO exercise until this time
 next year? **Yes and**
 You will be taking part in
 another national nuclear release exercise,
 on the basis of last year's, in the course
 of this year.
 A.H. 5.ii.80.

Thank you for your minute dated 30th January in which you asked me to consider how best to meet the Prime Minister's wish to participate in NATO exercises.

2. HILEX 9, which is due to take place for a week at the end of this month, has been planned on the basis that Ministers would not be able to participate. The preparations for the exercise are now far advanced, and it would be difficult to change the plans at this stage. What we need to do is to plan an exercise from the outset on the basis that United Kingdom Ministers are able to participate without too great a diversion of time and effort from the day-to-day business of government. I propose therefore that we should take a decision in principle now that the Prime Minister and her senior colleagues will take part in the next NATO exercise (a WINTEX in the spring of 1981) so that the exercise is planned on that basis from the outset, and detailed preparations can be started in good time, and Ministers can make room in their schedules for the commitments that the exercise would entail. I hope that this course of action will meet the Prime Minister's wishes.

RA

(Robert Armstrong)

5th February 1980

CONFIDENTIAL

Defence



10 DOWNING STREET

From the Principal Private Secretary

SIR ROBERT ARMSTRONG

Ministerial Participation in Exercises

I have shown the Prime Minister your minute AO1254 of 28 January 1980 about the participation of Ministers in crisis management exercises.

The Prime Minister agrees with conclusions (a) and (b) in your minute. As regards participation in major NATO command post exercises (conclusion (c)), the Prime Minister has said that notwithstanding the difficulties, she hopes that we can arrange such an exercise with Ministers taking part. She believes it would be short-sighted - even neglectful - for Ministers to fail to participate in a NATO exercise.

I should be grateful if you will consider how best to pursue what the Prime Minister has said about Ministerial participation in NATO exercises.

G. A. WHITMORE

30 January 1980

CONFIDENTIAL

Prime Minister.

Agree?

full
29.

Ref. A01254

MR. WHITMORE

Ministerial Participation in Exercises

Following the Prime Minister's visit to the Ministry of Defence on 4th January 1980, it was agreed that the Cabinet Office should follow up the question of the extent of Ministerial participation in exercises. This minute sets out the conclusions reached. These are:-

- (a) Ministers should continue to take part in counter-terrorist exercises.
- (b) Ministers should continue to take part in "special" exercises, in the same series as the one over which the Prime Minister presided in the Cabinet Office Briefing Room in October 1979. The arrangements for these will be organised by the Cabinet Office. The next one is due on 19th March. Further exercises in this series are likely to be based on a distillation of recent WINTEX and HILEX scenarios.
- (c) Ministers should visit the participants during the major NATO command post exercises WINTEX and HILEX, but not themselves act as full participants.

2. We think that the duration of major NATO exercises makes it impossible for United Kingdom Ministers to act as full participants in them. Part-time participation is liable to be unsatisfactory, as the time chosen may be a dull one for reasons beyond our control. But visits to the participants could certainly be instructive for Ministers, and would be welcomed by those concerned.

3. I would be grateful for your agreement to these conclusions.

I hope we can arrange - NATO exercise later with Ministers can take part. It seems to me that the exercise is worth it - even if it is to fail. I do so

RA

ROBERT ARMSTRONG

28th January, 1980

CONFIDENTIAL



Defence

10 DOWNING STREET

From the Principal Private Secretary

6/16/1980

17 January 1980

PRIME MINISTER'S VISIT TO THE MINISTRY OF DEFENCE
4 JANUARY 1980

The Prime Minister has seen the notes which you sent with your letter of 10 January.

I understand that the Cabinet Office do propose to take the lead on the question of the extent of Ministerial participation in NATO exercises, and the Prime Minister looks forward to seeing their advice in due course.

As regards border bases in Northern Ireland, the Prime Minister has noted that the new GOC is conducting a review of the disposition of his forces and in particular is looking closely at military strengths on the border. When your Secretary of State and the Secretary of State for Northern Ireland have reached conclusions on the basis of the GOC's study, she would be grateful to know what they are.

Wf on Ireland 185 Situation Wf on Defence (Jan 80) Para Capability

The Prime Minister would also like to know, in due course, the outcome of the studies mentioned in paragraph 4 of the note on our parachute capability.

The Prime Minister is grateful to your Secretary of State for his invitation to pay a second visit to the Ministry of Defence, but she will not be able to take it up until she has completed her first round of visits to other Departments.

I am sending copies of this letter to George Walden (FCO), Roy Harrington (NIO) and Martin Vile (Cabinet Office).

C. A. WHITMORE

B.M. Norbury, Esq.

CONFIDENTIAL

13



MINISTRY OF DEFENCE
MAIN BUILDING WHITEHALL LONDON SW1
Telephone 01-~~2307822~~ 218 2111/3

CONFIDENTIAL
COVERING SECRET

MO 25/3/4

10th January 1980

Top copy of this letter filed on Prime Minister (Pt. 2)
'Visits to departments'

Dear Clive,

PRIME MINISTER'S VISIT TO THE MINISTRY OF DEFENCE
4TH JANUARY 1980

My Secretary of State thought that it might be helpful to the Prime Minister if I were to let you have some notes on points which arose during her visit here last Friday and on which time did not permit full discussion.

///
Annex B filed
on Ireland
(Pt 5) Situation
Annex C filed
on Defence
(Jan 80)
Para. Capability ✓

I attach three notes accordingly, dealing with the NATO Exercise Programme (Annex A), Northern Ireland Border Bases (Annex B) and the UK's Parachute Capability (Annex C). I hope that these notes will be self-explanatory but I should perhaps add some very brief covering comments. As regards the Exercise Programme (see paragraph 3) we stand ready to re-examine the question of the extent of Ministerial participation in exercises; it may be that the Cabinet Office would like to take the lead on this. As regards Northern Ireland Border Bases, my Secretary of State proposes to discuss with the Secretary of State for Northern Ireland the conclusions of the GOC Northern Ireland when he has completed the study to which reference is made in the fourth paragraph of Annex B. As regards Annex C I would draw attention particularly to the studies which, it is explained in its paragraph 4 are in hand.

The question of the RUC's requirement for weapons was also raised during the Prime Minister's visit. On this, I understand that the Northern Ireland Office are undertaking a full study of alternative sources of supply and that this

/ study ...

C A Whitmore Esq
10 Downing Street

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study will be reported to the Prime Minister. The Army's standard handgun is the Browning 9mm semi-automatic pistol, which would not meet the RUC requirement for a revolver. Revolvers are not issued to HM forces except for a very limited number for specialist uses.

Perhaps you would let me know whether there is any further advice we can offer, either in respect of the matters to which I have referred above, or on others which were discussed during the Prime Minister's visit.

X | My Secretary of State explained to the Prime Minister, as you know, that he would very much welcome it if the Prime Minister could find the time to pay a further visit here; he considers that we could arrange one with an equally wide range of interest given the wide scope of defence business; and we would ourselves find another visit extremely valuable.

I am sending copies of this letter to George Walden (FCO), Roy Harrington (NIO) and Martin Vile (Cabinet Office).

*Yours and,
Brian*

(B M NORBURY)

Prime Minister.

✓ The Cabinet Office are going to put in advice on Ministerial participation in NATO crisis management exercises.

I think that it would be a good idea to ask for the conclusions of the study on Northern Ireland border bases to be reported to you in view of the interest you have taken in the problem. Agree? *Yes MT.*

The study on the parachute assault capability will now be submitted in the more general work on our defence capabilities which is being done for OD and on which Sir Robert Armstrong reported on the week-end.

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As regards X/ above, I imagine that you will not wish to go back to Defence before you have completed your first round of visits to Government departments. Agree? *Yes MT*

BM 15.1.80



THE EXERCISE PROGRAMME

1. The Services will participate in some 300 NATO and national exercises in 1980-81, ranging from small sub-unit deployments to a large scale practice reinforcement of BAOR: between them, these exercises include all levels of command and test a wide range of contingency plans. Those which involve the higher levels of command are generally restricted to the purely procedural aspects. The reinforcement exercise, CRUSADER 80, will be a major undertaking in September this year, when some 31,000 men (including 20,000 TA reservists) will move to the Continent where they will be joined by US and German forces in a field training exercise notifiable under the provisions of CSCE; at the same time other forces in the UK will practise their rôles in transition to war and home defence.

2. Apart from the special Ministerial nuclear release exercises arranged at the Prime Minister's request, the only exercises which, as at present planned, involve Ministerial level decision-making are the AGLOW series (in which the Prime Minister has participated), when counter-terrorist contingencies are practised, and the major NATO command post exercises WINTEX and HILEX. WINTEX and HILEX are held alternate years, in March (the dates being fixed to suit the majority of NATO participants). The primary aim of HILEX is to develop the arrangements for consultation and collective decision-making, and there is a large element of free play, and of WINTEX to test the NATO and national plans and procedures in crisis and war (action is largely pre-scripted). The exercise this March is a HILEX.

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3. Although such participation would be welcomed, it has not been the practice for Ministers to participate in HILEX or WINTEX because of the length and complexity of these exercises: continuous play is involved for one week and three weeks respectively, for 24 hours a day, and with a vast amount of background paper to assimilate. Of the other NATO countries, only the Norwegians are known to have had Ministers taking part for a while in a NATO exercise.

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Foreign and Commonwealth Office

London SW1A 2AH

9 August 1979

Dear Roger,

EXERCISE CRUSADER 80

The Lord Privy Seal wrote to Mr Pym yesterday in reply to Mr Pym's letter of 25 July to Lord Carrington. Unfortunately, part of the second paragraph went astray in typing; it should read as follows:

"... We should however be punctilious in complying with the letter and spirit of the Helsinki Final Act, and notify CRUSADER 80. Specifically this would entail notifying Exercise SPEARPOINT as a major military manoeuvre. Although it is not obligatory, Exercise JOG TROT should be notified as a major military movement and observers should be invited to SPEARPOINT."

*Amended
RL
9/8*

I am sending copies of this letter to all those who received copies of the Lord Privy Seal's original letter.

*Yours sincerely,
Miles A. Wickstead*

M A Wickstead
Assistant Private Secretary
to the Lord Privy Seal

R Facer Esq
Private Secretary to
the Rt Hon Francis Pym MP
Secretary of State for Defence
Main Building
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London SW1

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Foreign and Commonwealth Office

London SW1A 2AH

8 August 1979

R. Francis,

P.A. HM

13/8

EXERCISE CRUSADER 80

Thank you for your letter of 25 July to Peter Carrington about plans for a major series of Service exercises in the Autumn of 1980 to test our procedures for Transition-to-War in this country and in Germany. Although autumn manoeuvres with our Allies are held regularly each year, the particular feature in 1980 will of course be the scale of reinforcement from this country and hence the size of the British forces being exercised in Germany.

Holding Exercise CRUSADER 80 shortly before the CSCE review meeting at Madrid raises some presentational problems, but I do not believe these to be insuperable. In 1977 a Soviet exercise was held just before the Belgrade Conference and a NATO exercise during it. We should however be punctilious in complying with the letter and spirit of the Helsinki Final Act, and ~~to~~ notify CRUSADER 80. Specifically this would entail notifying Exercise SPEARPOINT as a major ^{manoeuvre} ~~movement~~ and observers should be invited to SPEARPOINT. ~~Although it is not obligatory, Exercise JOG TROT should be notified as a major military movement and observers should be invited to SPEARPOINT.~~

I agree that the transport problems involved in a reinforcement exercise of this size could give rise to public criticism. I understand that the dates have been carefully chosen to link up with NATO exercises, to avoid bad weather, to reduce the risk of environmental damage, and to minimise /disruption

The Rt Hon Francis Pym MP
Secretary of State for Defence
Ministry of Defence
Main Building
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- 2 -

disruption over the holiday period. We shall need to make these points clear in public relations briefing. On the other hand we also need to ensure that the movement of troops proceeds smoothly and that we give our Allies no cause for concern about our ability to fulfil our commitments to NATO.

It is important that we should continue to consult our Allies in planning the Exercise. So far there have been no objections. But we should be sure to discuss with the United States and the other Allies involved the proposed notification of the manoeuvre, the movement and the invitation of observers.

As you say, we shall have to be particularly careful because of the FRG elections next year. The run-up to them could be taking place at just about the time of CRUSADER 80. German Ministers are already aware of our plans, but we shall need to be sensitive to any concern they may have about the potential disruption caused by the large numbers of troops involved.

Subject to these comments I am content for our officials to continue planning along the lines described in your letter.

I am sending copies of this letter to our OD colleagues and to Sir John Hunt.

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MINISTRY OF DEFENCE WHITEHALL LONDON SW1A 2HB

TELEPHONE 01-218 9000
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MO 24/2

25th July 1979

Dear Peter,

- 1. Mr Sanders ^{MS}
- 2. Prime Minister

You will wish to be aware of this.

Jul 2077

EXERCISE CRUSADER 80

You may wish to be aware of plans which are being made for a major series of Service exercises next autumn to test our procedures for Transition to War and Home Defence, including the reinforcement of British forces in Germany. Titled CRUSADER 80, it will form part of a large NATO Exercise involving the USA, the FRG, Belgium, Holland and Luxembourg and will culminate in a 1st (British) Corps field training exercise in Germany between 15th and 26th September 1980 which will exercise three of the divisions of BAOR and a United States' armoured division.

Because more than 25,000 troops will be involved in the field we are obliged under the Final Act of the Conference on Security and Cooperation in Europe (CSCE) to notify the other participants in the Helsinki agreement of it. CRUSADER 80 will be taking place shortly before the start of the CSCE review conference in Madrid at which no doubt international attention will be focused on detente in East West relations and in particular on its military aspects. Although notification of the troop movements involved is discretionary under the Final Act, I believe that it will be consistent with our policy towards the Final Act for us to notify them too. For similar reasons we should consider the invitation of observers to the exercise. I would welcome your views on these points.

/ CRUSADER ...

The Lord Carrington KCMG MC

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2

CRUSADER 80 will provide the first opportunity for our mobilisation and reinforcement procedures to be tested on such a large scale. 23,000 members of the TAVR will be involved: these reservists exercise annually but not usually together in such numbers. Some 20,000 of these, together with 10,000 regulars from the Army and Royal Air Force, will move to the continent; and the remaining 3,000 will take part in a home defence exercise from 15th - 25th September 1980 with regular forces from all three Services.

This will pose transport problems. Our reinforcement plans rely to a considerable extent on a combination of cross-channel ferries, British Airways and the RAF. During the exercise period, however, UK civil resources are largely engaged with holiday bookings, and we have to try to fill the gap by chartering Allied commercial aircraft and shipping and possibly also some use of Allied military aircraft. The use of civil transport is fully in line with our operational planning for reinforcement of BAOR (in a real crisis it would be necessary to use powers of direction over UK resources) but we must be prepared for some public criticism both of this part of our exercise and over the holding of the exercise during the holiday season. Public relations briefs will be prepared accordingly.

The Federal German Government is aware of our plans for the exercise but further discussions with the German authorities, together with those of Belgium and Holland, will be required, in particular to cover host nation support and the problems of movement over weekends which is a sensitive subject on the Continent. We shall have to be particularly careful because of the Federal German elections next year.

Subject to your views I propose that our officials should continue planning on the lines that I have described above. Final decisions on the shape of the exercise can be taken in the autumn, when we will also need to consider the question of a public announcement both here and abroad.

I am sending copies of this letter to our colleagues on OD, and to Sir John Hunt.

Francis Pym
Francis Pym

Francis Pym

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