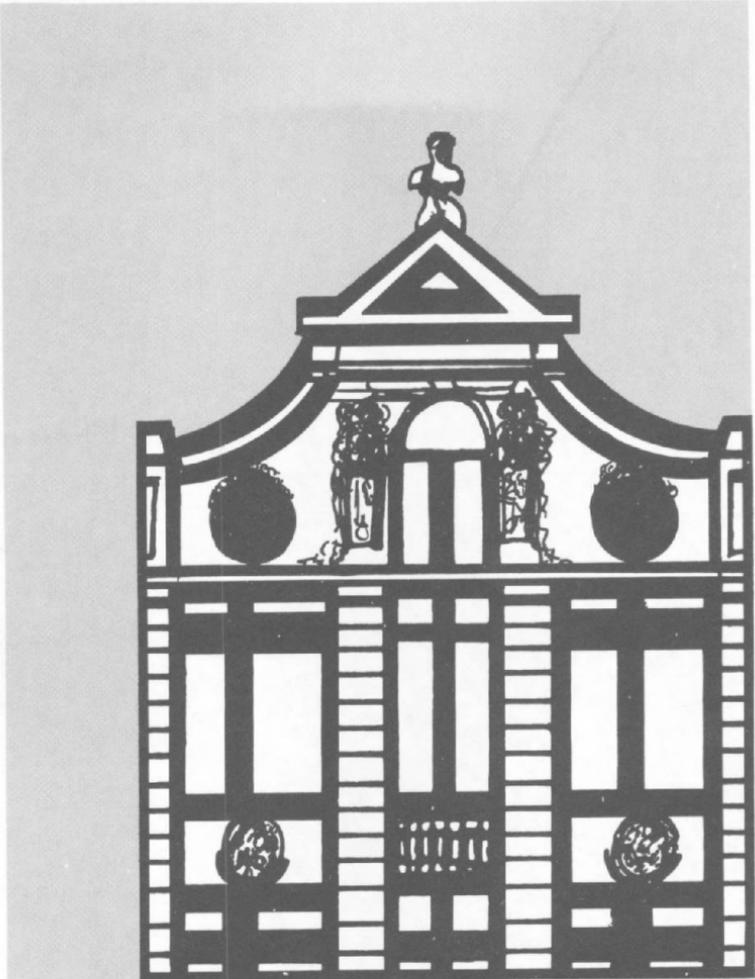


## Chapter 5. National Security



*Neoclassical French architecture, Brussels (ca. 1800).*

**THE FAILURE OF PAST POLICIES** of neutrality has convinced the Belgian people that a coordinated collective response was necessary not only to protect Belgian territory but also to deter future aggression in Western Europe. The armed forces of Belgium have therefore been fully integrated into the collective security framework of post-World War II Western Europe. A founding member of the North Atlantic Treaty Organization (NATO), Belgium has consistently supported the alliance with manpower and financial contributions despite economic hardship and political turmoil.

Although the king is technically commander in chief of the armed forces, they are under the operational authority of the Ministry of National Defense and a joint ministerial committee composed of the ministers of national defense; foreign affairs; the interior and public office; justice and institutional reform; and communications posts, telephones, and telegraphs. This committee collectively oversees the three conventional military services—the army, navy, and air force—as well as the gendarmerie, which is the internal security or state police force. The Ministry of National Defense and the General Staff provide centralized logistic support, major policy direction and planning, and the allocation of tasks among the services, which nevertheless train separately and retain distinct individuality.

Approximately two-thirds of the armed forces are volunteer or career military personnel; the gendarmerie is all volunteer. The army, having a larger component of its staff deployed in the field, draws about 50 percent of its personnel from the draft; the navy and air force have smaller percentages of conscripts. Eighteen- and 19-year-old men are subject to conscription. After considerable debate throughout Belgian history, both parliament and the armed forces make every effort to keep the selective service system equitable for all economic, linguistic, and social groups.

Despite economic hardship Belgium has maintained a steady rate of spending for defense at a level of approximately 2.5 percent of the gross domestic product and has managed a 3-percent annual increase in spending allocated to NATO. The Belgian industrial sector also has had an effect on defense, especially in the manufacture and assembly of small arms for export and in the co-production of F-16 fighter aircraft for Europe and the United States.

Belgium has been an integral member of NATO since the inception of the alliance in 1949. Despite some opposition Belgium has generally supported the NATO modernization programs for air defense and intermediate-range nuclear weapons. Ground-launched cruise missiles have been assigned to a base in Florennes in the province of Namur and were expected to be operational by early 1985; however, the final decision on Belgian acceptance of the missiles was subject to domestic political considerations. In late 1984, however, improvements in the air defense system were subject to intense debate; decisions to upgrade the existing defense system were based on economic, not military, considerations.

Internal security has been maintained by the gendarmerie, the Criminal Police, the municipal police forces, and the rural constabulary. Criminal justice was administered by a three-tiered judicial system. The great majority of the convicted received conditional sentences of weekend imprisonment or community service in lieu of more severe penalties. Belgium is generally regarded as free from human rights abuses.

## **Historical Background**

The armed services in Belgium have traditionally been regarded as a force to be drawn from the people, who have regarded national defense as a personal as well as a national responsibility. The armed forces were considered a shield of protection, not only from foreign invasion but also from tyranny at home. Several factors have nonetheless interfered with public support for the armed forces. Powerful neighbors exerted pressure on Belgium throughout the nineteenth and early twentieth centuries, forcing it to maintain a policy of positive neutrality. By curtailing external involvement of the Belgian armed forces, the policy of neutrality left the military with no visible mission and no base for public support. Morale within the military was difficult to maintain. Conscription practices also led to dissatisfaction; those unable to purchase exemptions and those willing to sell their services to the wealthy made up the bulk of the Belgian military in the nineteenth century.

In spite of these factors, however, some military tradition and esprit de corps did develop. A few families made successful military careers, and many more developed close camaraderie during their service in the Civil Guard. The guard was established at the time of independence, in 1830, and continued as the



*Belgian soldiers surrender to German soldiers near Brugge on May 28, 1940, in a war that convinced most Belgians of the need for a strong European alliance structure. Courtesy Belgium Information and Documentation Institute*

internal security militia until 1921, when it was replaced by the modern gendarmerie. In 1984 some elderly Belgians still recalled the plumed helmets and ornate uniforms that were worn by the guards during parades and other ceremonies. The working class, however, had little sympathy for the Civil Guard because it was frequently required to suppress workers' demonstrations for higher pay and improved working conditions. They also did not care for the regular army, in which the workers served as conscripts.

The selective service evolved from an inadequate system of favoritism in the nineteenth century to an inherently egalitarian system in the 1980s. Selective service was originally conceived as a means of creating a broad-based armed force responsible to the elected government, rather than a select group of professional warriors hired by, and responsible exclusively to, the head of state. The Belgians wished to avoid the French and Prussian experience in which strong leaders used the national army to satisfy

personal ambitions.

Until 1910 selection of individuals for conscription was determined by lottery. The law also provided loopholes for those not wishing to serve. A lottery number was regarded as “good” if it resulted in an exemption, “bad” if it led to selection. Poor individuals with bad numbers served long tours of duty with little or no compensation. Wealthy individuals with bad numbers were often able to arrange for a paid substitute to serve in their place. Insurance companies wrote policies covering bad luck at the lottery. The inequities of the selective service system also caused political and social unrest (see World War I, ch. 1).

The system was widely recognized as unsatisfactory, and 17 laws were written attempting to correct it between 1830 and 1910. Finally, in 1913, universal compulsory service was adopted and the lottery abandoned. The law has been modified over time, but changes adopted in the 1960s made the draft as equitable and generally acceptable as it has ever been in Belgium.

Belgium has often been a pawn in the game of European power politics. In 1815 the combined armies of Britain, Prussia, and Imperial Russia defeated Napoleon at the Battle of Waterloo, making possible the creation of an independent Belgium in 1830. The guaranteed neutrality of the new state was to be ensured by the great powers, who allowed Belgium to exist as a territorial buffer state between them. The guarantee, however, was not enforced.

The German “Schlieffen Plan” deliberately violated Belgian neutrality in August 1914, the beginning of World War I. The plan was designed to preclude a two-front war in the east and the west by striking at the heart of France along the Franco-German frontier. German troops were to sweep through Luxembourg and Belgium into northern France, envelop Paris, and force the retreating French army into the Moselle River valley, where it would be defeated. The key to the plan was rapid progress through Belgium. The Belgian armed forces provided limited opposition to the advancing German troops but nevertheless were able to threaten the lengthening German supply lines. This threat influenced the German decision to avoid directly attacking Paris and to slow the advance across Belgium. The Belgian Army refused to surrender and established defensive trenches in western Flanders in September 1914. The four-day battle of the Marne turned the tide of the war from imminent German victory to a four-year stalemate on the western front. The Belgian military effort was an example of how seemingly hopeless defensive operations can be crucial for victory in a larger strategic context.

After World War I Belgium entered into the collective security framework of the League of Nations. It also abandoned the earlier policy of neutrality and negotiated a mutual defense agreement with Britain and France. Germany became stronger, however, and Belgium again proclaimed a policy of neutrality on October 28, 1936, and renounced the defensive agreements. German troops invaded Belgium on May 10, 1940, and quickly defeated the Belgian opposition. The Belgian forces surrendered after 18 days, but some of the armed forces escaped to Britain and continued to fight with British and Allied forces.

At the end of World War II, Belgium again became an adherent of collective security. It became a founding member of the Western European Union, established by the Treaty of Brussels in 1948, and was one of the 12 founding members of NATO in 1949. The North Atlantic Council, NATO's governing body, has its headquarters in Brussels (see Appendix C). Allied Command Europe, NATO's principal European military command, is also located in Belgium, near Mons in the province of Hainaut.

## **Organization and Mission of the Armed Forces**

The failure of Belgian neutrality in the military conflicts of twentieth-century Europe led the post-World War II government to pursue collective security actively and, in 1948, to establish the joint defense system that evolved into NATO. Recognizing that individual national responses were no longer adequate to ensure security against threats of aggression, the government agreed to integrate most of its armed forces into a unified military organization. Logistical support and defense of the homeland, however, remained a national responsibility. Manpower levels have remained relatively constant since the mid-1960s. The armed forces totaled about 93,600 in 1984, of which approximately one-third were conscripts.

To coordinate civilian and military aspects of Belgian defense, a joint ministerial defense committee under the direction of the prime minister is convened when circumstances require a decision from the highest level of government. Members of this committee include the ministers of national defense; foreign affairs; the interior and public office; justice and institutional reform; and communications, posts, telephones, and telegraph.

The armed forces are under the direct authority of the minister of defense. There are two main suborganizations of the Ministry of National Defense: the Central Administration, which is re-

sponsible for administrative, financial, and juridical problems; and the more important General Staff. The chief of the General Staff is responsible to the minister of defense for the operational readiness of the armed forces. Plans to achieve this readiness are established in collaboration with the chiefs of staff of the three armed forces and the head of the Medical Branch (see fig. 14).

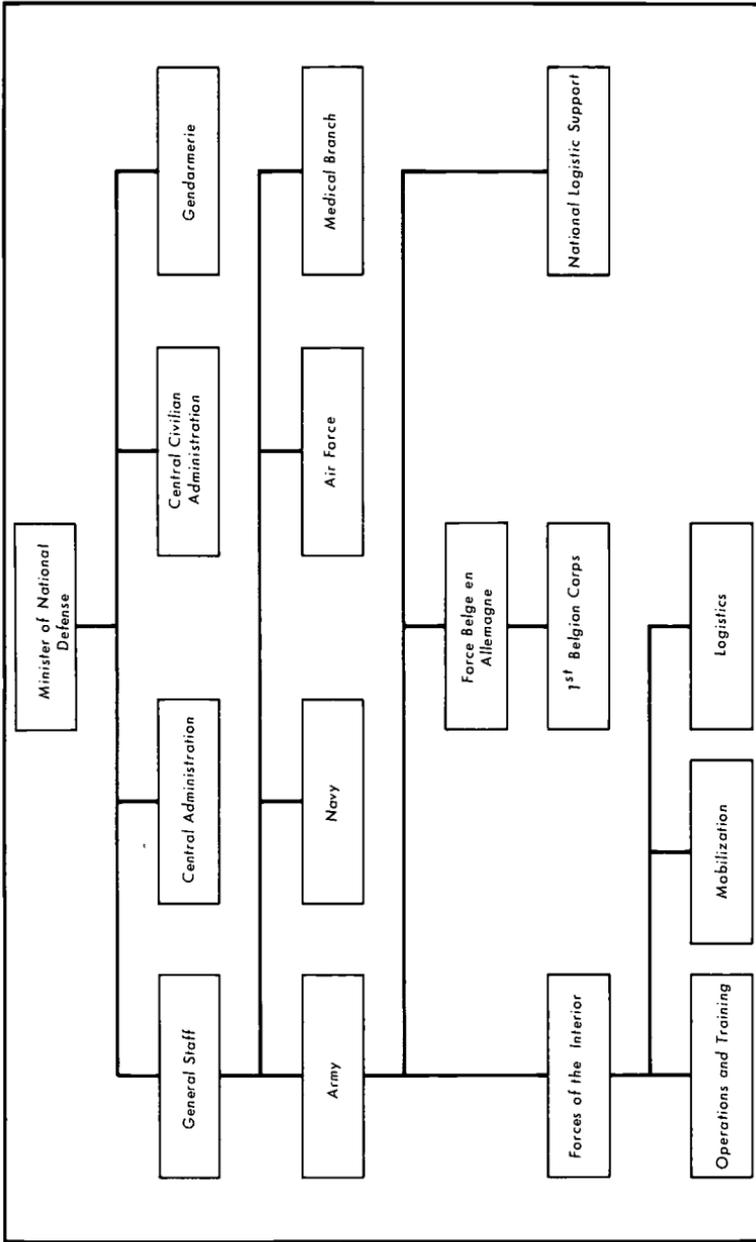
The General Staff has been reorganized several times since 1960, but the organization in place in late 1984 had been in effect for 20 years. It gives the chief of the General Staff a joint staff responsible for the coordination of policy, planning, programs, personnel, and logistics, while the army, air force, and naval chiefs of staff are responsible for the management of their services. The same responsibility is entrusted to the head of the Medical Branch, which is an interservice program.

The armed forces are organized according to the missions they are required to fulfill. They are within the area of responsibility of two NATO major commands. Although the army and the air force assign personnel to NATO's Supreme Allied Commander Europe, the Belgian Navy operates under the Commander in Chief, Channel. Part of the army remains under Belgian national authority and is referred to as the Forces of the Interior. The gendarmerie also plays a role in the maintenance of the security of Belgian territory (see Internal Security, this ch.)

### **The Army**

The army consists of two major components: the 1st Belgian Corps, which is assigned to NATO, and the Forces of the Interior, which are responsible for the defense of Belgian territory. The 1st Belgian Corps is deployed operationally, having most of its units in the Federal Republic of Germany (West Germany). The deployment of Belgian Army units in West Germany dates back to 1945, when the Belgian brigades of the newly re-formed army took part in military operations with the British army at the end of World War II. They then remained as occupation forces and part of NATO (see fig. 15)

The primary mission of the Belgian forces in West Germany is to defend their assigned sector against attack and, with their allies, to fight in any conflict, conventional or nuclear. The 1st Belgian Corps is composed of two active divisions, each having three mechanized brigades in peacetime and, if necessary, four in war. The corps has a number of supporting units. The brigades include two armored infantry battalions, one antitank battalion, one or two tank battalions, one artillery battalion, an engineer company, and logistical support units.



Source: Based on information from John Keegan, ed., *World Armies*, Detroit, 1983, 50.

Figure 14. Levels of Command for Ministry of National Defense and for Armed Forces

The 1st Belgian Corps has a total strength of 34,000 in peacetime, which can be doubled in case of war. Most of the units have been stationed in West Germany, and many of the associated family dependents have lived outside Belgium for more than 25 years. At one time, more than 60,000 Belgians living in West Germany had to be supported by the military. In 1973 two of the active brigades were reassigned to Belgian territory, one to the northern Leopoldsborg area, the other to the southern Bastogne/Marche-en-Famenne area. This has solved some of the immediate social problems but has also increased the distance from assigned operational areas during training or war.

The units of the 1st Belgian Corps have participated in a number of annual exercises and maneuvers, and their operational readiness has been continually maintained. Most of the equipment has been renovated or upgraded since 1975. Although the Leopard tank was standard in the armored battalions, various smaller armored vehicles were used by the reconnaissance units. The antitank battalion was equipped with various light antitank weapons (LAWs) and antitank missiles, such as the Swingfire, Milan, and the Panzerjäger. Honest John tactical missiles were being replaced by Lance missiles in 1984. The German-manufactured Gepard anti-aircraft gun system has also been added to the anti-aircraft batteries. The Epervier, an unmanned drone of Belgian construction, has been used for battlefield surveillance. The field artillery consisted primarily of United States-built, self-propelled guns. In 1984 Belgium agreed to purchase a number of Canadian-built four-wheel-drive jeeps to replace existing vehicles used by the armored infantry battalions.

The Forces of the Interior have a triple role. In peacetime they have the responsibility of helping the 1st Belgian Corps by running training schools and preparing for the mobilization of reserve forces. In the event of war, they are to defend Belgian territory and protect the allied as well as Belgian lines of communication. They also have a logistic responsibility to the air force and the navy and supply medical assistance to the gendarmerie. The average strength of the Forces of the Interior is 35,000, but if the mobilized reserve is included, they would total approximately 195,000.

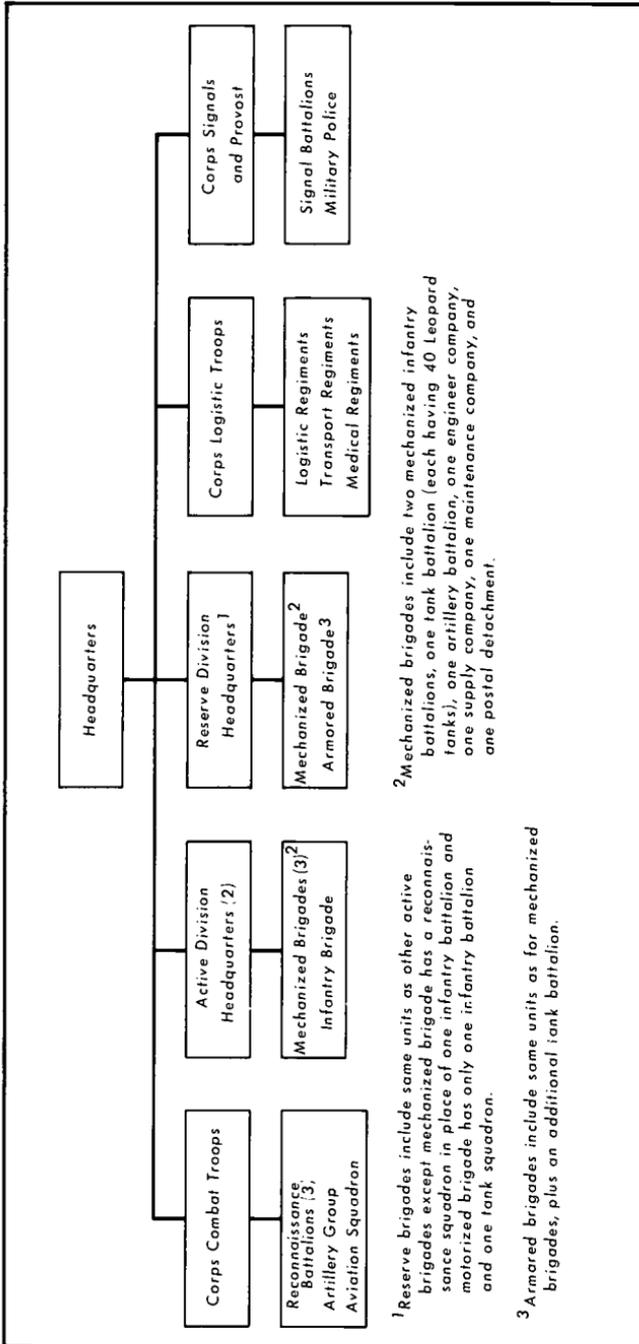
The Forces of the Interior are made up of army units and in time of war would be supplemented by local gendarmerie and reserve forces. The Regiment of Para-Commandos, an elite, highly trained unit, supplements the Forces of the Interior with three battalions—two airborne infantry units and one commando unit. (The commando troops are the equivalent of the United States



*Belgian armored tanks participating  
in training exercise Leopard 1  
Courtesy Embassy of Belgium Washington*

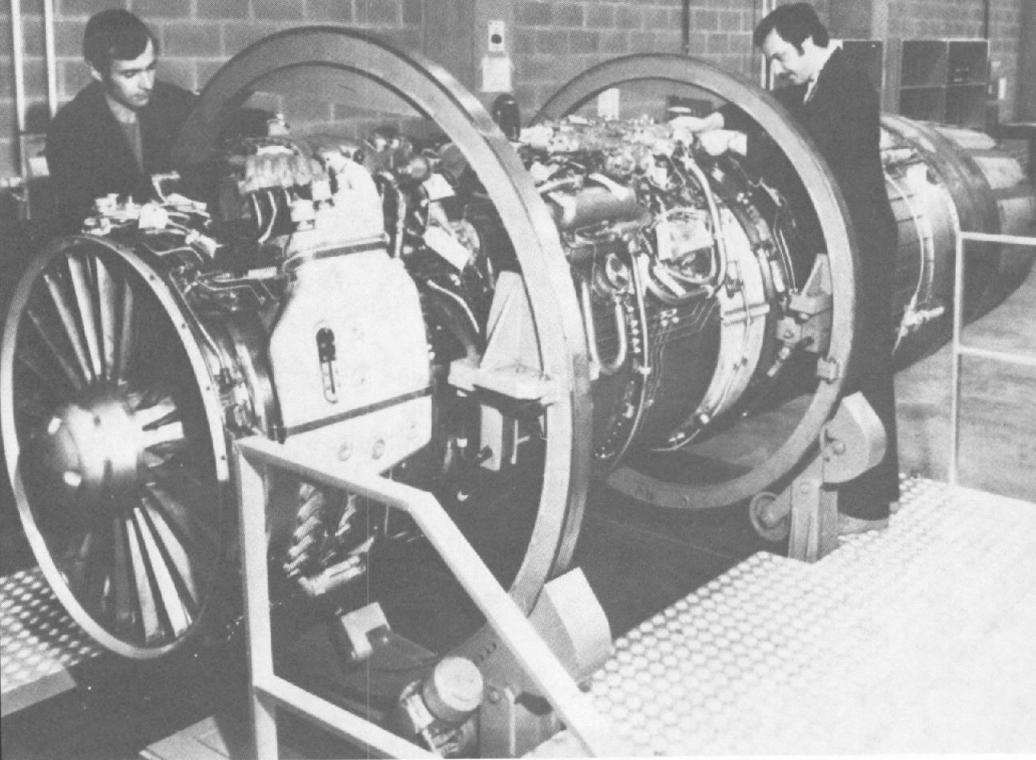


*Belgian M109A1 howitzer on  
training exercise  
Courtesy Embassy of Belgium,  
Washington*



Source: Based on information from John Keegan, ed., *World Armies*, Detroit, 1983, 51.

Figure 15. Organization of 1st Belgian Corps in Federal Republic of Germany.



*Final assembly of the F-100 engine, the basic engine of the F-16 fighter, at the Fabrique Nationale plant in Herstal, Liège Province. Belgium assembles these engines under a special agreement with the United States. Courtesy Belgium Information and Documentation Institute*

Rangers.) In addition to its mission in the overall defense of Belgium, this regiment furnishes an artillery and armored reconnaissance battalion to the NATO mobile forces. The para-commandos are the most battle-experienced of the Belgian armed forces, having fought in Kolwezi province in Zaïre (formerly the Belgian Congo) as recently as 1978.

### **The Air Force**

The Belgian Air Force plays a deterrent role as part of the NATO command in Europe. If the land-based deterrent capability of NATO were to fail, the air force would fight for the defense of the NATO area. Its mission would be to participate in the overall NATO air defensive plan and give air support to the land-based forces. The air force has three major divisions: the Tactical Air Command, the Training Command, and the Logistics Command. The Tactical Command is responsible for the operational air wings that are assigned to NATO. The air force has a strength of

approximately 20,000, of which 3,600 are conscripts. The majority of flying and technical personnel are volunteers.

In 1984 two all-weather fighter-bomber wings of the air force were equipped with F-16 aircraft, manufactured in part in Belgium. The mixed reconnaissance and fighter-bomber wing was equipped with French-made Mirage 5 aircraft, as was a second fighter-bomber wing. Each of these four wings consisted of two squadrons. The transport wing was made up of a squadron of C-130H cargo planes and a composite squadron of passenger-type aircraft, including Boeing 727s, Merlin IIIs, and Falcon 20s. The helicopter squadron flew Sea King aircraft on air and sea missions and used large transport helicopters when moving equipment and personnel. Air force training has received consistent praise from NATO, as has its performance in NATO training exercises.

The air force also has been responsible for maintaining air defense installations in conjunction with NATO. In 1984 six squadrons of surface-to-air Nike Hercules missiles were assigned to the NATO Second Tactical Air Force as the Belgian contribution to aircraft and air defense units shared by the Netherlands, Britain, and West Germany. Budgetary constraints, however, have led Belgium not to upgrade the air defense system with Patriot missiles. These same constraints also forced a decision to dismantle two of the existing six Nike Hercules batteries in 1984. Belgium remained responsible for the operation of two NATO Air Defense Ground Environment (NADGE) radar stations that regulate civilian as well as military air traffic.

Civil defense has received little emphasis in Belgian planning. Belgian citizens were reminded that defense plans exist only by the occasional testing of air raid sirens by the police, fire department, and military reserves. Basements of large buildings, as well as the Brussels subway system, were designed for use as shelters in the event of enemy attack.

### **The Navy**

The main mission of the Belgian Navy within the NATO framework is to protect the maritime lanes of communication that pass through the English Channel and the North Sea. The shallowness of Belgian waters and the narrow access to Belgian ports make them vulnerable to mine and submarine attack. The Belgian Navy has three different missions: antisubmarine warfare, antimine operations, and defense of the coast and ports. These are both NATO and national responsibilities in time of war. In peacetime the navy is also responsible for other tasks, such as pro-

tection of fisheries, antipollution operations, sea rescue and, if necessary, the clearing of mines. In late 1984 the Belgian Navy assisted the British and French navies in removing radioactive material from a cargo vessel that had accidentally sunk in the North Sea.

The navy has approximately 4,550 personnel, of which about one-quarter are conscripted. As in the other services, their organization is based on three functions: operations, training, and logistics. Naval ships are stationed in the ports of Oostende, Zeebrugge, and Kalloo. The combined Belgian-Dutch Anti-Mine Warfare School is located in Oostende.

To fulfill its mission, the navy has assigned a number of vessels to NATO. These included seven ocean-minehunter/sweepers, six coastal minesweepers, and 14 shallow-water minesweepers. Two ships, the *Godetia* and the *Zinnia*, have served as logistical and command-support ships. Four frigates armed with French-made Exocet ship-to-ship missiles and Sea Sparrow surface-to-air missiles have been available to protect merchant vessels against submarine threats. In addition to the main fleet, a number of smaller ships have been assigned to specific tasks, such as oceanographic study, river patrols, and ammunition and water transport. Three Alouette III helicopters were used as well.

### **The Medical Branch**

The Medical Branch is a separate organization of the armed forces and is responsible for all aspects of medical support. It is organized for field operation and to expedite casualty evacuation from areas of combat operation. The Medical Branch supports all units of the armed forces that are based in Belgium, including the gendarmerie.

The Medical Branch consists of two major commands, one serving with the 1st Belgian Corps in West Germany, the second on Belgian territory. The latter command would be subdivided during war into two commands, one responsible for medical support for the combat area and the other to assist with medical problems in Belgium. In turn, these commands are subdivided into specific units, such as field hospital evacuation units, mobile surgical units, and ambulance companies. The strength of the Medical Branch is approximately 6,000 but would increase to about 24,000 in war.

### **Language and the Belgian Armed Forces**

Detailed laws regulating the use of language in the Belgian armed forces have been designed to balance the principles of lin-

guistic equality with the requirements for efficient operation of the military chain of command. The basic law of 1938 (amended in 1955, 1961, 1963, and 1970) stresses the right of individuals to use their native tongue while satisfying their national military obligation. The language preference of each soldier is presumed to be that of the region of residence at the time of entry into the military, unless a specific request is made for assignment to another language group. Residents of Brussels declare their preference at the moment of induction. Basic military training is then given to the recruit in the native tongue, after which the soldier joins a monolingual unit. All orders, communications, commands, and general administrative work are conducted exclusively in the language of the unit concerned. Any official communication between the administration of the armed forces and the individual soldier is in the language of the region in which the individual resides.

Commissioned and noncommissioned officers (NCOs) are required to have at least a working knowledge of both national languages. Language competency is established through testing. A thorough knowledge of one of the national languages and a working knowledge of the other is required for entrance to the Royal Military Academy and War College and for promotion. Fluency in both languages is a prerequisite for promotion to all of the senior ranks above captain. Personnel policies of the armed forces have been formulated to ensure parity between the language groups among the senior officers; 60 percent of the junior officers, NCOs, and civilian personnel are supposed to be Dutch speaking. Forty percent are French speaking.

In 1982 some 59 percent of all Belgian officers were Dutch speaking, and 41 percent were French speaking. This reflected a significant effort by the Belgian military to achieve the linguistic balance, regulated by the 1938 law and its subsequent revisions. It was a distinct change from the French-speaking bias among officers that prevailed until the early 1970s.

## **Manpower, Support, and Conditions of Service**

There were approximately 93,600 personnel serving on active duty in the Belgian armed forces and the gendarmerie in 1984, or about 3.6 percent of the adult population between the ages of 17 and 45. This represented 2.9 percent of the total Belgian work force.

The gendarmerie was an all-volunteer force, but one-half of the army, one-third of the navy, and one-fifth of the air force are



*Belgian frigate Wielingen  
Courtesy Embassy of Belgium, Washington*

selected by the draft. Universal conscription has been in effect since 1964. Although the draft remained a controversial political issue, extensive efforts have been made to ensure that the process was as impartial and as beneficial to individuals of draft age as possible. Women are not required to register for the draft but may volunteer for service in the armed forces. In 1984 about 3,500 women were serving in the Belgian armed forces.

Preliminary screening to determine draft eligibility and classification occurs at age 16. In 1981, for example, more than 223,000 males aged 16 were screened or tested. Of these about 45,000 were deemed physically and mentally able for service. About 39,000 males aged 18 and 19 were called into one of the armed forces during 1981.

Preliminary screening of 16-year-olds permits the local authorities and the armed forces to determine the military occupational specialty as well as the service compatibility of the potential draftees. There are also tests of educational background and proficiency in mechanical and electrical engineering. In 1981 over 70 percent of those entering the armed forces had educations beyond the elementary-school level. The services also admit a small number—about 350 in 1981—of physically handicapped or

mentally impaired individuals who are assigned to positions where their abilities can best be used.

### **Service Obligations**

Each male must register at age 16 and is liable for service in the army, navy, or air force two or three years later. Authorities communicate with potential draftees annually after registration. Registrants normally are called at age 18, or one year later upon request for a deferment. All eligible draftees are automatically called up when they are 19. Prior to that, each individual undergoes two days of questioning, screening, and testing in order to determine background, education, interests, abilities, qualifications, and assignment preferences. At that time the selection board recommends specific service and training assignments. If the candidate is qualified, a more intensive, 15-month reserve officer training course may be offered. Otherwise, the normal service tour is eight to 10 months. Upon completion of this tour of duty, military conscripts remain in the active reserve until age 45. Enlisted men are recalled only once after active duty; officers are annually recalled for one month.

The percentage of those conscripted who ultimately serve in capacities advantageous to themselves is not known, but the armed forces make a positive effort to encourage the draftees to regard their service as a right and an honor as well as a duty to the state. Accordingly, the Belgian armed forces admit only Belgian citizens and reject all applications from non-Belgians. Belgians who have resided out of the country for five consecutive years prior to conscription are considered to have lost ties with their communities to such an extent that exemptions are granted. Belgian law also guarantees that conscripts may return to their old jobs after completion of their service obligation.

Deferments are granted for a variety of reasons. The sole supporter of parents or siblings, the oldest son in a family having five or more children, or anyone with unusual problems is deferred. Merchant marines, coal miners, and those in high-priority jobs are deferred or exempted. Students may be deferred on an annual basis until they have completed secondary or technical school. They may start a university course and be deferred while they complete the course in a specified time period. Exemptions are granted to the physically unfit and to some for whom a military tour of duty would constitute an unusual hardship. Deferments are also granted for conscientious objection to military service, but the individual is required to participate in noncombative work.



*Woman in Belgian Army practicing marksmanship  
using Fabrique Nationale 7.62m rifle  
Courtesy Embassy of Belgium, Washington*

Voluntary service for three years in poor or less developed countries may be substituted for military duty. The law defines missionaries, physicians, teachers, engineers, agricultural specialists, and skilled blue-collar workers in broad enough terms so that virtually any Belgian having a professional or technical skill of value to developing economies may choose this option. About 80 percent of those who have chosen this option were educators, most of the remainder were physicians.

### **Training and Logistics**

Training for new conscripts and enlistees is on a continuing monthly schedule. As a result, the armed forces remain in a better state of readiness than would be possible if all new soldiers were inducted at one time. All kinds of training facilities operate 52 weeks per year, enabling individuals to get the most from their instructors. All military units are in a constant state of partial preparedness—much different from systems where training progresses by annual cycles to develop fully trained, combat-ready forces at the end of the year.

A variety of in-service schools are available for technical and administrative training of NCOs, as well as schools in Zedelgem and Dinant for warrant officers. Technical schools for naval personnel are located in Oostende and Brugge; the air force technical school is in Saffraanburg, and flight training occurs in Goetsenhoven and Brustem.

The Royal Military Academy and War College, founded in 1834, is located in Brussels. It is the primary source of regular officers for all four services and offers a bachelor of military science and economics degree upon completion of a four-year curriculum and a civil engineering degree that requires five years of study. The war college program for the midcareer training of professional officers consists of a two-year course that prepares officers for positions of greater responsibility.

Pay scales for service personnel are comparable to those of the other European NATO members. When monetary allowances for food, housing, and clothing are included, the lowest grade soldier is compensated at about the same rate as the typical unskilled laborer in Belgian industry. NCOs are paid on a scale roughly equivalent to blue-collar workers. Officers receive lower salaries than their civilian counterparts in managerial positions, but fringe benefits permit them a comparable standard of living.

### **Medical Care**

Military medical facilities are designed to provide for the medical and health requirements of armed forces personnel, to cope with emergencies and disasters, and to maintain accepted standards of medicine and sanitation. Routine medical care is available to active-duty military personnel as well as to the reserves and the retired. Their dependents can also use civilian facilities at little or no cost, depending on the coverage to which they subscribe.

Military hospitals admitted more than 21,000 patients in 1981. Patients with respiratory diseases, gastrointestinal problems, and injuries caused by accidents were treated in greater numbers than any other group. Military hospitals treated relatively few cases of cancer and, as a result of high sanitary standards, had few cases of infectious or parasitic disease.

Emergency treatment is available for military personnel at the nearest medical facility, military or civilian. Civilians may also receive medical treatment at military facilities under similar emergency conditions. Military medical teams are able to respond to major catastrophes quickly, and they have the necessary equipment to establish temporary treatment centers or to

evacuate victims to larger hospitals.

### **Military Justice**

The armed forces adhere to the national criminal code but have an additional list of purely military offenses, such as absence without leave, desertion, sleeping on guard duty, misuse of weapons and equipment, and breaches of military discipline. Military justice agencies and military courts have jurisdiction only over military personnel. They do not ordinarily try civilians, even those who commit crimes on military installations. The military courts may also waive jurisdiction for petty offenses committed off the bases, such as traffic violations. If, however, the infraction is serious enough to warrant confinement, either before trial or as a result of sentencing, the case is almost always remanded to a military court. Action in borderline cases is decided upon jointly by civil and military authorities, but the armed forces have final authority on jurisdictional questions.

Minor infractions are dealt with by administrative punishment at the individual unit level. Company punishment may consist only of penalties such as area restriction or extra and undesirable work. These penalties may only be specified for limited time periods. If an individual feels that unjust punishment has been imposed, trial before a formal military court may be requested.

Military courts are separate from civilian courts at low levels, but the military section of the civilian Court of Cassation rules on military cases at the appeal level (see *The Judiciary*, ch. 4). The composition of military courts varies with the rank of the accused, and all other members of a court, except professional lawyers and judges, must have superior rank. If the Court of Cassation determines, upon appeal, that a military trial procedure or verdict was improper, it may erase the guilty verdict, change the sentence, or return the case for retrial in a different military court.

### **Ranks, Uniforms, and Decorations**

The army and air force each have a total of 17 ranks: five for enlisted personnel, two for warrant officers, and 10 officer grades. In the officer group there are three general, three field-grade, and four company-grade ranks. This hierarchy represents a departure from typical rank structures in a majority of the world's armed forces by creating a rank of captain commandant between the captain and major ranks and also by limiting general officers to three instead of four or five grades (see fig. 16).

Warrant officers are referred to as adjutants and chief adjutants, indicative of their primarily administrative functions. Below

<b>ARMY</b>		Sous-Lieutenant		Lieutenant		Capitaine-Commandant		Major		Lieutenant-Colonel		Colonel		Général de Brigade		Général-Major		Lieutenant-Général
<b>UNITED STATES EQUIVALENT</b>		Second Lieutenant	First Lieutenant	Captain	Major	Major	Lieutenant Colonel	Colonel	Colonel	Brigadier General	Major General	Major General	Lieutenant General					
<b>NAVY</b>		Enseigne de Deuxième Classe		Enseigne de Vaisseau Première Classe		Lieutenant-Vaisseau de Première Classe		Capitaine de Corvette		Capitaine de Frigate		Capitaine de Vaisseau		Commodore		Amiral de Division		Vice-Amiral
<b>UNITED STATES EQUIVALENT</b>		Ensign	Lieutenant Junior Grade	Lieutenant	Lieutenant Commander	Commander	Captain	Commodore	Rear Admiral	Vice Admiral								
<b>AIR FORCE</b>		Sous-Lieutenant		Lieutenant		Capitaine-Commandant		Major		Lieutenant-Colonel		Colonel		Général de Brigade		Général-Major		Lieutenant-Général
<b>UNITED STATES EQUIVALENT</b>		Second Lieutenant	First Lieutenant	Captain	Major	Major	Lieutenant Colonel	Colonel	Colonel	Brigadier General	Major General	Major General	Lieutenant General					

Figure 16. Officer Ranks, Insignia, and United States Equivalents

them are three sergeant grades; sergeants are NCOs. At the lower end of the rank scale are corporals and privates (see fig. 17).

The navy and the gendarmerie have similar and parallel rank structures. Both services have the same number of ranks as the army and air force at levels below that of general officer. The navy has two admiral ranks; the gendarmerie has two general officer ranks. The gendarmerie also has special titles for its enlisted grades but uses army ranks at higher levels. Naval ranks follow established patterns: two degrees of ensign and two degrees of lieutenant. However, instead of the usual commander ranks, three degrees of captain are used. Petty officer and seaman grades are similar to those of other navies.

The army uses rank insignia primarily on the collars and caps of its uniforms. To differentiate between ranks, it is necessary to recognize small insignia details, but it is unreliable to differentiate high or low rank by the degree of ornateness of the patch. Cap insignia, however, do become more striking with increasing rank.

Sleeve and shoulder board stripes on navy and air force uniforms closely resemble those of the majority of other armed forces and are relatively easy to recognize. Gendarmerie rank is shown on caps of all ranks, on sleeves of enlisted personnel, and on shoulder boards of officer uniforms.

The army service uniform most frequently worn for light work and informal recreation includes olive-khaki coats and trousers that are worn by all ranks. The navy uniform is navy blue. The air force uniform is also dark blue but a slightly lighter shade than that of the navy. The gendarmerie uniform is also a dark shade of blue. With the exception of navy whites, the summer uniforms of all services are identical in color but lighter in weight than the winter uniforms.

The Order of Leopold, when awarded with its "collar", is the highest and most cherished Belgian decoration. The order is actually a beautifully jeweled, unusually ornate necklace from which the medal itself is suspended. The order is also awarded in lower degrees that do not include the necklace; different medals of the same degree may also be struck for civilians. The Order of Leopold is followed in importance by the Order of the Crown and the Order of Leopold II. These decorations are awarded in five degrees. They are followed by the Iron Cross, the Military Cross, and the Croix de Guerre. During World War I and World War II, the Croix de Guerre was presented to members of foreign armies more frequently than were the other high Belgian military decorations.

ARMY		Adjutant-Chef	Sergeant Major
		Adjutant	Master Sergeant
		Premier Sergeant-Major	Sergeant First Class
		Premier Sergeant	Staff Sergeant
		Sergeant	Sergeant
		Corporal-Chef	Corporal
		Corporal	Private First Class
	UNITED STATES EQUIVALENT		
NAVY		Maitre-Principal	Master Chief Petty Officer
		Premier-Maitre-Chef	Senior Chief Petty Officer
		Premier-Maitre	Chief Petty Officer
		Maitre	Petty Officer First Class
		Second-Maitre	Petty Officer Second Class
		Quartier-Maitre	Petty Officer Third Class
		Premier-Matfelat	Seaman
	UNITED STATES EQUIVALENT		
AIR FORCE		Adjutant-Chef	Chief Master Sergeant
		Adjutant	Senior Master Sergeant
		Premier Sergeant-Major	Master Sergeant
		Premier Sergeant	Technical Sergeant
		Sergeant	Staff Sergeant
		Corporal-Chef	Sergeant
		Corporal	Airman First Class
	UNITED STATES EQUIVALENT		

Figure 17. Enlisted Ranks, Insignia, and United States Equivalents

## **Defense Spending and Defense-Related Industry**

The Belgian defense budget has been designed to provide for an efficient defense within the limits of available public funding. This level of spending has been relatively constant in relation to the gross domestic product (GDP) since 1975, at a level of 2 to 2.5 percent of the total. NATO commitments have also required Belgium to acquire matériel comparable to and compatible with that of the alliance partners in terms of modernization and also in terms of sharing similar burdens of support for the alliance. Since 1971 the overall level of Belgian defense spending has increased proportionally in response to NATO requests for greater alliance participation.

The concept of burden sharing or equity in the allied defense effort is a highly complex and volatile process. Central to any assessment of the Belgian defense contribution must be its economic capacity, its sense of vulnerability, its perception of threat, and a number of extraneous factors, such as cultural and historical influences. Defense remains a national prerogative and constant concern in Belgium, and although NATO has developed an allied consensus on policy guidelines and actions, Belgian contributions toward the implementation of these agreed upon measures have reflected this concern despite economic decline (see Belgium and NATO, this ch.; Role of Government, ch. 3).

In 1981 and 1982 defense expenditures amounted to an estimated BF90 billion (for value of the Belgian franc—see Glossary). This amount represented a constant defense expenditure of about 2.2 percent of GDP since 1975. It also reflected an annual 4-percent increase in overall national defense spending within the defense portion of the budget; 50 percent of available funding was allocated toward personnel expenses, 26 percent for operational costs, and the remaining 24 percent toward equipment maintenance and resupply.

Each country in Europe has its own tradition of arms sales, each with its own special pressures and conflicts. The most persistent sellers of all are the Belgians, who have been renowned as weapons manufacturers and traders since the Middle Ages. In the fifteenth century, for example, Charles the Bold of Burgundy forbade the city of Liège—then as today the center of the Belgian armaments industry—from producing weaponry. When this ban was defied, Charles had the city razed and its inhabitants slaughtered. Liège was also the first antinational arms trafficker—that is, its armaments manufacturers sold weapons to known enemies. In 1596, when the duke of Alva invaded the Low Coun-

tries, the Dutch and Flemish defenders were armed with weapons manufactured in Liège. So were the duke's Spanish legions.

In the nineteenth century Liège became more important as the headquarters of Fabrique Nationale d'Armes de Guerre (FN), which remains today one of the world's most aggressive manufacturers and exporters of small arms, such as rifles, machine guns, and Browning pistols. More than 90 percent of total Belgian small arms production is exported each year. In 1981, for example, small arms valued at US\$270 million were exported. Although this represents only 0.5 percent of total Belgian exports in 1981, given the inexpensive nature of small arms, this amount represents a significant infusion of weaponry into the international market. Although Belgium officially has stringent controls on these sales, FN rifles have found their way to many areas of conflict: they were the first arms to reach Cuba after the Fidel Castro takeover and were used by both sides in the Congo crisis, by the Christians in Lebanon, and by all warring factions in Central America.

FN has also aggressively sought business with major military powers. In 1976 the United States Army awarded a large contract to FN to produce small machine guns for armored vehicles. FN built a small factory in South Carolina to satisfy this agreement. FN has also manufactured jet engines for the European coproduced F-16 fighter aircraft that have been purchased by Belgium, the Netherlands, Denmark, Norway, the United States, and other countries.

In 1984 Belgium continued to be regarded as a major supplier of small arms throughout the world. Although the weapons manufactured in Belgium represented less of an immediate threat than the larger weapons exported by other states, they nevertheless continued to have a significant impact on world affairs. Belgian-made arms have been present on international battlefields since 1945, and in late 1984 there was no indication that such arms supplies would cease to have an immediate impact on international relations.

## **Belgium and NATO**

Belgium has been one of the strongest supporters of NATO since the inception of the alliance in 1949. Having suffered through two invasions in two world wars, Belgium was aware of its security needs and the limitations of its means for self-defense. As

a result, the leaders of that nation began calling for the formation of a defensive alliance shortly after the liberation of Belgium at the end of World War II. In March 1948 Belgium joined with France, Luxembourg, the Netherlands, and Britain in an agreement to establish a joint defense system. This agreement, known as the Treaty of Brussels, was a recognition that individual national responses to the threat of aggression were inadequate and that a united defense effort was necessary for mutual security.

In 1948, after expressions of concern by several European states that the Treaty of Brussels was too limited in scope and effectiveness, the prime minister of Canada called for a mutual defense system comprised of Western Europe and North America. On April 4, 1949, the foreign minister of Belgium joined with representatives from Britain, Canada, Denmark, France, Iceland, Italy, Luxembourg, the Netherlands, Norway, Portugal, and the United States in signing the treaty forming NATO. Greece and Turkey became members in 1952, West Germany joined the alliance in 1955, and Spain became a member in 1982. The treaty established NATO as a multilateral political alliance that binds its members to obligations of mutual defense and economic cooperation.

Belgium has influenced the alliance policy in many ways. One of the country's most prominent international statesmen, Paul Henri Spaak, served as secretary general of NATO from 1957 to 1961. When France withdrew from the military operations of NATO in 1966, the Supreme Headquarters Allied Powers Europe was transferred to Mons, in a rural area southwest of Brussels. Six months later, the organization's political headquarters was also relocated to Brussels.

In 1967 the North Atlantic Council formally adopted a proposal, formulated by Belgian foreign minister Pierre Harmel, that altered the nature of NATO policy. The Harmel plan called for NATO to be partially transformed from an entirely defensive system to one designed to encourage East-West détente and increased political consultation among the members of the alliance.

By the late 1970s, however, the optimistic policy of East-West rapprochement had deteriorated. Arms control negotiations were not achieving results, and the NATO countries became increasingly concerned about the Soviet military buildup. As a result of this concern, the NATO countries pledged to maintain an annual 3-percent growth in their defense spending. Reassessing the Harmel report in May 1978, the NATO ministers had a more somber view of the Soviet Union and a less optimistic projection for East-West cooperation in Europe. Having voiced these con-

cerns, the ministers nevertheless reaffirmed the continued validity of the complementary goals of the maintenance of military superiority and the pursuit of *détente*.

The decision to adhere to 3-percent annual growth in defense spending has led to disagreement among NATO allies on the proportion of funding that each state can give to the alliance. The term *burden sharing* has come to be applied to a variety of issues related to the defense spending of NATO nations. Burden sharing refers to issues of equity—that is, how national effort on behalf of the alliance is to be measured and compared with the efforts of fellow alliance members.

In Belgium, as in other NATO nations, the desire to keep taxes down and to facilitate continued investment in civil technologies and industrial renovation has set limits on increased defense expenditures. Belgium has nevertheless increased defense spending at a rate equal to or greater than many of its NATO allies. Defense spending in 1982 reached the equivalent of US\$2.9 billion, a 46-percent increase since 1971. This represented an overall 17.7-percent increase in defense spending as a portion of GDP since 1971. Despite the economic hardship of the late 1970s, Belgium has continued to support the NATO alliance.

In December 1979 the members of NATO decided to modernize the Europe-based United States nuclear arsenal by deploying 572 new ground-launched missile systems in Western Europe that were capable of reaching the Soviet Union. The deployment would consist of 108 Pershing II ballistic missiles and 464 ground-launched cruise missiles (GLCM), all armed with single nuclear warheads. The missiles were to be deployed in five countries: the Pershing IIs and some cruise missiles in West Germany and cruise missiles only in Britain, Italy, the Netherlands, and Belgium. The NATO allies also agreed to attempt negotiations with the Soviet Union in order to limit further nuclear deployment in Europe. The NATO decision was an integrated, or dual-track, approach involving both modernization and arms control negotiation.

During the consultations that preceded the NATO decision, the Belgian coalition government was described as supportive of the proposed missile deployment. The NATO ministers expected the government to endorse the proposal and accept the missile deployment on Belgian territory. Domestic opposition, especially from the Dutch-speaking Socialist Party (SP), however, caused the government to condition its support for the deployment policy. Belgium endorsed the decision to modernize the nu-

clear capability of NATO but wavered on its applicability to Belgian territory. The government was unable to concentrate fully on the issue of deployment in 1979 because of its preoccupation with linguistic and economic issues (see *The Language Cleavage, 1917–80* ch. 1; *Patterns of Development*, ch. 3). In September 1980, however, the government issued an ambiguous “non-decision” that allowed supporters and opponents of deployment to claim victory. Belgian acceptance was linked to progress in the Intermediate Nuclear Force (INF), negotiations being conducted by the United States and NATO with the Soviet Union and the Warsaw Pact. If the negotiations did not succeed in lessening tensions between the states, then Belgium would, “in concert with its Allies, take all the measures agreed upon by the NATO partners (in 1979),” i.e., would allow the missiles to be stationed on Belgian territory. There would also be semiannual review of this 1980 policy until a firm decision could be made. In late 1984 the policy was still under review.

The SP continued to be the political group most strongly opposed to deployment. It made opposition to deployment one of its reasons for participating in the government, and its leaders have made a considerable political investment in the issue. The leader of the SP, Karel Van Miert, saw the initial NATO decision as an example of overwhelming American pressure on the Europeans and stressed that deployment in Belgium be linked to a possible INF agreement with the Soviet Union. However, the underlying rationale for opposition by the SP may have been lack of economic gain to the Dutch-speaking areas of Belgium. The opposition may also have been mounted as a reaction to the strong antinuclear sentiment in neighboring countries, namely, the Netherlands and West Germany. The French-speaking Socialist Party (PS) has not seriously opposed deployment. The lack of PS opposition may have been positively influenced by the economic benefits to Wallonia that would result from deployment in that region.

Because of the fragility of coalition politics, as well as the continued economic strain in late 1984, the Belgian government was still unable to make a firm decision on cruise missile deployment. It has nonetheless taken initial steps to implement the plan, including the selection and construction of a site for the missiles at Florennes. A large number of Belgian officials continued to support the NATO dual-track decision and stressed Belgian willingness to counteract any increased Soviet threat to Western Europe. Nevertheless, in late 1984 it seemed likely that the government would continue to postpone a final decision as long as possible.

## **Public Order**

Three kinds of police exist in Belgium—the gendarmerie, the Criminal Police, and a number of commune police forces. There also exists a parish constable system in the rural areas.

## **Internal Security**

The gendarmerie is one of the armed forces of Belgium but is not part of the army. Apart from having a general headquarters and a training school, it is organized into territorial groups, mobile groups, and criminal investigation detachments. Its main functions are the investigation of crimes, the escorting of prisoners, preventive police work, the restoration and maintenance of public order, the enforcement of traffic laws, and military police duties. Although the gendarmerie has jurisdiction over the entire country, it normally operates only in those areas outside the jurisdiction of a municipal police force. For operational purposes the country is divided into five regions, each of which covers two provinces and is commanded by a colonel. Within each region are two territorial groups (only one in Brussels) and a mobile group commanded by a major or a lieutenant colonel.

Each of the nine territorial groups covers a province and is divided into a number of districts. There is also a section of traffic police attached to each territorial group. Each district is divided into brigades, which are each composed of a warrant officer and at least six other officers, often considerably more. These brigades are scattered over the whole country, each covering one or more rural communities. A surveillance and investigation detachment is also assigned to each district for investigating crimes and collecting intelligence related to public order. Its members work in civilian clothes.

The standard uniform of the gendarmerie consists of a blue uniform and cap with red piping on the trouser legs, cuffs, and caps. Red collar tabs bear gendarmerie insignia and, in the case of officers, insignia of rank. To this uniform is added a Sam Browne belt, which carries the standard 9mm automatic pistol as well as a billy club. This uniform is similar to that worn by the municipal police except that the latter have silver, not red, embellishments.

The gendarmerie is under the command of the Ministry of National Defense, but its officers are also answerable to the Ministry of the Interior and Public Office for the enforcement of certain laws and for public order matters. They are also answerable to the Ministry of Justice and Institutional Reform for criminal and investigative matters.



*A member of the commune police in an area of Brussels  
Courtesy Belgium Information and Documentation Institute*

The commune police have primary jurisdiction in all important towns. There are 345 such local police units. They are responsible for the enforcement of criminal and general police statutes within the town boundaries. On criminal matters, municipal police officers work under the direction of the royal prosecutor, but for general police duties, such as the enforcement of local bylaws and traffic regulations, they are answerable to the mayor. The larger units have special sections that deal with criminal or traffic offenses as well as the normal uniformed patrols. Municipal detectives work strictly in accordance with their instructions from the local police commissioners and the mayor.

Commune police officers wear a dark blue uniform and a peaked cap. They are authorized to carry either a 7.65mm automatic pistol or a .38-caliber revolver.

The Rural Police exists in small country towns and villages. Each village has one or more constables. Larger towns that have a broad agricultural area within their boundaries may also have a rural constable attached to their commune police force. One parish constable may look after several communities if the total population does not exceed 5,000.

Parish constables are responsible to the mayor for general duties and to the royal prosecutor for criminal matters. They are able to deal with all police matters--crimes, general police duties, and traffic. Their competence in criminal matters is limited, however, to certain offenses such as poaching and other rural crimes.

The Criminal Police is concerned exclusively with breaches of the criminal law. The personnel are placed under the authority and control of the public prosecutor attached to the appeals courts and under the day-to-day command of the royal prosecutor for the judicial area in which the brigade works. The Criminal Police deals only with the most serious crimes and is also responsible for the maintenance of national criminal records.

### **Crime and Justice**

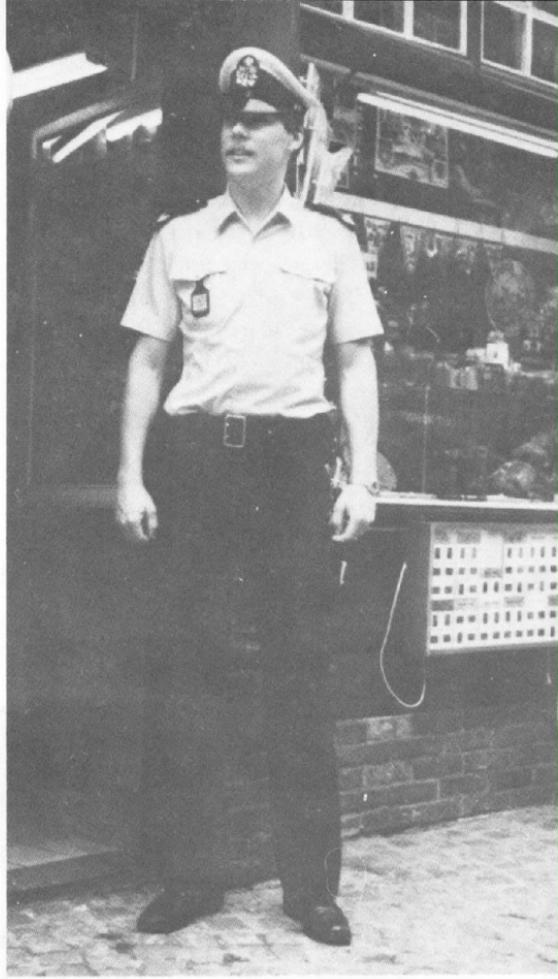
Criminal justice in minor cases is administered by justices of the peace, by the local police, or by the police courts in 222 judicial cantons. Misdemeanors and other more serious cases are tried before the 26 district courts, the tribunals of first instance. A person charged with a grave crime is tried before an assize court and jury as well as a judge. Verdicts of the lower courts may be appealed before the five appellate courts; verdicts of the assizes courts may be reviewed by the Court of Cassation (see *The Judiciary*, ch. 4). Although it has changed over the years, the criminal code retains its nineteenth-century character based on the Napoleonic code.

Records of the administration of justice are carefully prepared and, as a result, criminal statistics are released after three years of compilation and analysis. Official documents published in 1982 and 1983 have been updated to include data from 1978. During that year about 194,000 petty offenses, some 60,500 misdemeanors, and 48 serious crimes were brought to trial. Approximately 6,400 cases were referred to the lower appellate courts and about 1,200 cases were reviewed by the Court of Cassation.

Justices of the peace and the police courts have the authority to levy fines and, if required, impose short-term jail sentences. Of the 194,000 cases presented at this judicial level in 1978, approximately 9 percent were dismissed without trial or acquitted. Of the 175,000 cases that were judged guilty, about 99 percent were for petty crimes classified as police cases--public inebriation, disorderly conduct, disturbing the peace, simple assault, and minor traffic violations. The remaining number included convictions for vagrancy, truancy, and failure to vote (a legal offense in Belgium).

Approximately 3,800 of those found guilty were sentenced to prison terms. More than one-half of these were granted a condi-

*A city policeman in  
Bruges wearing the  
shield of the province  
of West Flanders on  
his pocket.  
Photo courtesy  
Robert Rinehart*



tional sentence under which confinement was intermittent. For example, if a person was sentenced to six days of confinement but it was determined that incarceration would create undue financial hardship for the family of the prisoner, an arrangement could be made to allow the prisoner to serve the sentence on weekends. Similar conditional arrangements were allowed for the payment of judicial fines and penalties. This might entail a deduction from wages, time payments, or community service in lieu of a fine. Those convicted of begging or vagrancy were not ordinarily fined or jailed but placed “at the disposition of the government.” They were then required to participate in rehabilitation programs.

District courts—those with jurisdiction over misdemeanor cases—are empowered to hand down sentences of up to five years of imprisonment or to impose an equivalent fine. In 1978 those courts acquitted approximately 12 percent of the 60,000 accused.

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Of the 53,500 who were found guilty, 65 percent were fined; of the 18,000 sentenced to prison, approximately two-thirds of the sentences were conditional.

The superior courts—those with trial by judge and jury—are empowered to hand down more severe sentences. About 25 percent of the cases presented to the superior court in 1978 were acquitted. Of those convicted, more than half were sentenced to hard labor. Eight persons were sentenced to solitary confinement. A few others were sentenced to prison terms without a determination of special kinds of treatment. Five were sentenced to hard labor for life. None were sentenced to death. Death sentences in peacetime are usually commuted by the king to life imprisonment.

Of the approximately 6,500 petty cases and misdemeanors brought before the appellate courts, about 2,400 of the original verdicts were upheld. Some of the original verdicts were invalidated; in most cases, however, the sentence was simply altered. The Court of Cassation returned about 900 of the 1,150 criminal cases it reviewed to the lower courts for retrial. It rescinded the lower court verdicts in 150 cases and took action of its own in 87 cases.

Belgian prisons have an international reputation for cleanliness, satisfactory food, efficient management, and effective rehabilitation programs. Statistics about the prison population are misleading, however, as the figures appear to indicate a high degree of recidivism—about 40 percent. This impression is the result of distortions owing to the conditional sentencing of many first-time inmates and the short duration of a number of the sentences.

Freedom from torture and from cruel, inhumane, or degrading treatment is guaranteed by law and respected in practice. The Belgian Constitution provides that “no person may be prosecuted except in cases laid down by the law and in the form it prescribes” and “no penalty may be decreed or applied save in accordance with the law.” The Belgian Penal Code prohibits the deliberate mistreatment or injury of another and is applicable to the actions of both officials and private individuals. There are no differences in the conditions of confinement based on race, sex, religion, or social class.

Since the late 1960s, political violence has not been a major problem in Belgium. The street riots caused by the fractious linguistic debate have not recurred, nor have there been any major incidents of political terrorism characteristic throughout much of Europe. However, in late 1984 a series of terrorist bombings near

Brussels and Antwerp were directed at NATO defense suppliers and at the offices of moderate political parties. Responsibility for the attacks was claimed by a left-wing splinter group called the Communist Combative Cells, and in late 1984 Wilfried Martens' fifth coalition government (Martens V)—in concert with France, the Netherlands, and West Germany—vowed to arrest and prosecute the terrorists. The Benelux Extradition and Judicial Assistance Treaty of 1962 provided a framework for regional cooperation in criminal matters and also facilitated joint activity in the event of political terrorism in the Benelux region.

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Thorough studies of Belgian military capabilities are difficult to find in English. Because of the integration of Belgian forces into the NATO military structure, however, much information is available in analyses of the alliance as well as in comparative threat and force assessments with the Warsaw Pact. The research reports of the Congressional Research Service of the Library of Congress, contain much information useful to scholars of Belgian military activities. *The Military Balance*, published annually by the International Institute for Strategic Studies, and the various Jane's publications are sources of personnel strength and weapons information. (For further information and complete citations, see Bibliography.)



## Appendix A

Table

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- 2 Dutch and French Names of Provinces, Arrondissements, and Selected Rivers
- 3 Population and Population Change by Province and Arrondissement, 1970–81
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Table 2. Dutch and French Names of Provinces, Arrondissements, and Selected Rivers<sup>1</sup>

Dutch	French	French	Dutch
<i>Provinces</i>			
<i>Antwerpen</i> <sup>2</sup>	Anvers <sup>2</sup>	Anvers <sup>2</sup>	<i>Antwerpen</i> <sup>2</sup>
<i>Brabant</i>	Brabant	Brabant	<i>Brabant</i>
<i>Henegouwen</i>	<i>Hainaut</i>	Flandre Occidentale	<i>West-Vlaanderen</i>
<i>Limburg</i>	Limbourg	Flandre Orientale	<i>Oost-Vlaanderen</i>
<i>Luik</i>	<i>Liège</i>	<i>Hainaut</i>	<i>Henegouwen</i>
<i>Luxemburg</i>	<i>Luxembourg</i>	<i>Liège</i>	<i>Luik</i>
<i>Namen</i>	<i>Namur</i>	Limbourg	<i>Limburg</i>
<i>Oost-Vlaanderen</i>	Flandre Orientale	<i>Luxembourg</i>	<i>Luxemburg</i>
<i>West-Vlaanderen</i>	Flandre Occidentale	<i>Namur</i>	<i>Namen</i>
<i>Arrondissements</i>			
<i>Aalst</i>	Alost	Alost	<i>Aalst</i>
<i>Aarlen</i>	<i>Arlon</i>	Anvers <sup>2</sup>	<i>Antwerpen</i> <sup>2</sup>
<i>Aat</i>	<i>Ath</i>	<i>Arlon</i>	<i>Aarlen</i>
<i>Antwerpen</i> <sup>2</sup>	Anvers <sup>2</sup>	<i>Ath</i>	<i>Aat</i>
<i>Bastenaken</i>	<i>Bastogne</i>	Audenaarde	<i>Oudenaarde</i>
<i>Bergen</i>	<i>Mons</i>	<i>Bastogne</i>	<i>Bastenaken</i>
<i>Borgworm</i>	<i>Waremmes</i>	Bruges	<i>Brugge</i>
<i>Brugge</i>	Bruges	Bruxelles <sup>3</sup>	<i>Brussel</i> <sup>3</sup>
<i>Brussel</i> <sup>3</sup>	Bruxelles <sup>3</sup>	<i>Charleroi</i>	<i>Charleroi</i>
<i>Charleroi</i>	<i>Charleroi</i>	Courtrai	<i>Kortrijk</i>
<i>Dendermonde</i>	Termonde	<i>Dinant</i>	<i>Dinant</i>
<i>Diksmuide</i>	Dixmude	Dixmude	<i>Diksmuide</i>
<i>Dinant</i>	<i>Dinant</i>	Eeklo	<i>Eeklo</i>
<i>Doornik</i>	<i>Tournai</i>	Furnes	<i>Veurne</i>
<i>Eeklo</i>	Eeklo	Gand <sup>4</sup>	<i>Gent</i> <sup>4</sup>
<i>Gent</i> <sup>4</sup>	Gand <sup>4</sup>	Hal-Vilvorde	<i>Halle-Vilvoorde</i>
<i>Halle-Vilvoorde</i>	Hal-Vilvorde	Hasselt	<i>Hasselt</i>
<i>Hasselt</i>	Hasselt	<i>Huy</i>	<i>Hoei</i>
<i>Hoei</i>	<i>Huy</i>	<i>Liège</i>	<i>Luik</i>
<i>Ieper</i>	Ypres	Louvain	<i>Leuven</i>
<i>Kortrijk</i>	Courtrai	Maaseik	<i>Maaseik</i>
<i>Leuven</i>	Louvain	Malines	<i>Mechelen</i>
<i>Luik</i>	<i>Liège</i>	<i>Marche-en-Famenne</i>	<i>Marche-en-Famenne</i>
<i>Maaseik</i>	Maaseik	<i>Mons</i>	<i>Bergen</i>
<i>Marche-en-Famenne</i>	<i>Marche-en-Famenne</i>	<i>Mouscron</i>	<i>Moeskroen</i>
<i>Mechelen</i>	Malines	<i>Namur</i>	<i>Namen</i>
<i>Moeskroen</i>	<i>Mouscron</i>	<i>Neufchâteau</i>	<i>Neufchâteau</i>
<i>Namen</i>	<i>Namur</i>	<i>Nivelles</i>	<i>Nijvel</i>
<i>Neufchâteau</i>	<i>Neufchâteau</i>	Ostende	<i>Oostende</i>
<i>Nijvel</i>	<i>Nivelles</i>	<i>Philippeville</i>	<i>Philippeville</i>
<i>Oostende</i>	Ostende	Roulers	<i>Rooselare</i>

Table 2. (Continued).

Dutch	French	French	Dutch
<i>Arrondissements</i>			
<i>Oudenaarde</i>	Audenarde	Saint-Nicolas	<i>Sint-Niklaas</i>
Philippeville	<i>Phillippeville</i>	<i>Soignies</i>	Zinnik
<i>Roeselare</i>	Roulers	Termonde	<i>Dendermonde</i>
<i>Sint-Niklaas</i>	Saint-Nicolas	<i>Thuin</i>	Thuin
Thuin	<i>Thuin</i>	Tielt	<i>Tielt</i>
<i>Tielt</i>	Tielt	Tongres	<i>Tongeren</i>
<i>Tongeren</i>	Tongres	<i>Tournai</i>	Doornik
<i>Turnhout</i>	Turnhout	Turnhout	<i>Turnhout</i>
Verviers	<i>Verviers</i>	<i>Verviers</i>	Verviers
<i>Veurne</i>	Furnes	<i>Virton</i>	Virton
Virton	<i>Virton</i>	<i>Waremme</i>	Borgworm
Zinnik	<i>Soignies</i>	Ypres	<i>Ieper</i>
<i>Rivers</i>			
<i>Dender</i>	Dendre	Dendre	<i>Dender</i>
<i>Dijle</i>	Dyle	Dyle	<i>Dijle</i>
<i>Leie</i>	Lys	Escaut	<i>Schelde</i>
Maas	<i>Meuse</i>	Lys	<i>Leie</i>
<i>Schelde</i>	Escaut	<i>Meuse</i>	Maas

<sup>1</sup>Italics indicate preferred version because the province, arrondissement, or river is located primarily in the Dutch-speaking or the French-speaking area.

<sup>2</sup>Conventional English version is Antwerp.

<sup>3</sup>Conventional English version is Brussels; Brussels is bilingual and therefore has no preferred version.

<sup>4</sup>Conventional English version is Ghent.

*Table 3. Population and Population Change by Provinces and Arrondissement, 1970-81<sup>1</sup>*

Province Arrondissement	Population 1970	Population 1981	Percent Change 1970-81
<b>Antwerpen</b>			
Antwerpen . . . . .	917,559	918,144	0.1
Mechelen . . . . .	287,713	292,325	1.6
Turnhout . . . . .	<u>332,728</u>	<u>359,407</u>	8.0
Total Antwerpen . . . . .	1,538,000	1,569,876	2.1
<b>Brabant</b>			
Brussels . . . . .	1,075,136	997,293	-7.2
Halle-Vilvoorde . . . . .	472,030	518,191	9.8
Leuven . . . . .	389,460	414,729	6.5
Nivelles . . . . .	<u>234,328</u>	<u>291,009</u>	24.2
Total Brabant . . . . .	2,170,954	2,221,222	2.3
<b>Hainaut</b>			
Ath . . . . .	78,335	77,291	-1.3
Charleroi . . . . .	456,716	443,832	-2.8
Mons . . . . .	261,078	257,234	-1.5
Mouscron . . . . .	72,198	72,674	0.7
Soignies . . . . .	164,925	167,238	1.4
Thuin . . . . .	139,222	141,442	1.6
Tournai . . . . .	<u>144,474</u>	<u>141,766</u>	1.9
Total Hainaut . . . . .	1,316,948	1,301,477	-1.2
<b>Liège</b>			
Huy . . . . .	85,868	88,221	2.7
Liège . . . . .	618,229	605,123	-2.1
Verviers . . . . .	239,242	245,260	2.5
Wareinme . . . . .	<u>59,401</u>	<u>60,809</u>	2.4
Total Liège . . . . .	1,002,740	999,413	-0.3
<b>Limburg</b>			
Hasselt . . . . .	319,559	352,707	10.4
Maaseik . . . . .	166,619	187,771	12.7
Tongeren . . . . .	<u>166,369</u>	<u>176,410</u>	6.0
Total Limburg . . . . .	652,547	716,888	9.9
<b>Luxembourg</b>			
Arlon . . . . .	47,586	47,311	-0.6
Bastogne . . . . .	36,438	36,199	-0.7
Marche-en-Famenne . . . . .	39,437	42,697	8.3
Neufchâteau . . . . .	51,344	51,488	0.3
Virton . . . . .	<u>43,149</u>	<u>44,231</u>	2.5
Total Luxembourg . . . . .	217,954	221,926	1.8

Table 3. (Continued).

Province Arrondissement	Population		Percent Change 1970-81
	1970	1981	
<b>Namur</b>			
Dinant . . . . .	86,592	88,924	2.7
Namur . . . . .	245,472	261,054	6.3
Philippeville . . . . .	<u>55,191</u>	<u>57,422</u>	4.0
Total Namur . . . . .	387,255	407,400	5.2
<b>Oost-Vlaanderen</b>			
Aalst . . . . .	263,842	262,469	-0.5
Dendermonde . . . . .	175,530	180,617	2.9
Eeklo . . . . .	78,561	79,924	1.7
Gent . . . . .	479,152	485,565	1.3
Oudenaarde . . . . .	113,845	112,501	-1.2
Sint-Niklaas . . . . .	<u>199,185</u>	<u>210,116</u>	1.6
Total Oost-Vlaanderen .	1,310,115	1,331,192	1.6
<b>West-Vlaanderen</b>			
Brugge . . . . .	241,813	254,221	5.1
Diksmuide . . . . .	49,191	47,680	-3.1
Ieper . . . . .	105,214	103,893	-1.3
Kortrijk . . . . .	263,840	271,613	2.9
Oostende . . . . .	130,043	132,204	1.7
Roeselare . . . . .	133,670	137,035	2.5
Tielt . . . . .	83,645	84,727	1.3
Veurne . . . . .	<u>47,015</u>	<u>47,880</u>	1.8
Total West-Vlaanderen	1,054,431	1,079,253	2.4
<b>TOTAL BELGIUM<sup>a</sup></b>			
Flanders . . . . .	5,416,583	5,630,129	3.9
Wallonia . . . . .	3,159,225	3,221,225	2.0
German-speaking area of Wallonia . . .	61,972	64,914	4.7

<sup>1</sup>For definition of arrondissement—see Glossary.<sup>a</sup>Includes Flanders (provinces of Antwerpen, Limburg, Oost-Vlaanderen, and West-Vlaanderen and arrondissements of Leuven and Halle-Vilvoorde in province of Brabant), Wallonia (the rest of Belgium except for Brussels, which is bilingual), and Brussels.

Source: Based on information from Belgium, Ministère des Affaires Économiques, Institute National de Statistique, *Annuaire de statistiques régionales*, Brussels, 1982, 11.

*Table 4. Revenue, Expenditure, and Net Financing Requirement of the Central Government and Local Authorities, Selected Years, 1977-83*  
(in billions of Belgian francs; figures in parentheses indicate percentage of gross national product)<sup>1</sup>

	1977	1979	1981	1982	1983
<b>Revenue</b>					
Direct taxes . . . . .	482	608	655	768	774
Indirect taxes . . . . .	355	413	457	498	535
Social security contributions . . . . .	378	425	489	521	577
Capital taxes . . . . .	10	13	13	12	13
Nonfiscal revenue . . . . .	39	45	74	89	86
Total revenue . . . . .	1,264 (44.4)	1,504 (46.2)	1,688 (46.6)	1,888 (48.4)	1,985 (47.9)
<b>Expenditure</b>					
Current expenditure					
Net expenditure on wages, goods, and services . . . . .	456	535	637	677	691
Interest charges . . . . .	116	165	287	361	384
Unemployment and job-creation . . . . .	68	104	152	166	191
Social security transfers to individuals . . . . .	524	619	724	778	831
Subsidies to enterprises <sup>2</sup> . . . . .	95	111	128	135	144
Net current transfers to rest of world . . . . .	35	44	46	58	63
Total current expenditure . . . . .	1,294	1,578	1,974	2,175	2,304

Table 4. (Continued).

	1977	1979	1981	1982	1983
<b>Expenditure (cont'd)</b>					
Capital expenditure					
Net capital transfers . . . . .	77	92	154	166	171
Investments . . . . .	110	124	146	151	147
Total capital expenditure . . . . .	187	216	300	317	318
Total expenditure . . . . .	1,481	1,794	2,274	2,492	2,622
	(52.0)	(55.1)	(62.8)	(63.9)	(63.2)
Net financing requirement . . . . .	-217	-290	-586	-604	-637
	(7.6)	(8.9)	(16.2)	(15.5)	(15.3)
Net financing requirement of central government . . . . .	(6.1)	(6.8)	(12.6)	(13.0)	(12.6)

<sup>1</sup>For value of the Belgian franc—see Glossary.

<sup>2</sup>Primarily represents operating losses of public enterprises, i.e., railroads, urban transport, SABENA, Post Office, and Postal Chèque Service.

Source: Based on information from National Bank of Belgium, *Report for 1983*, Brussels, February 1984, 128–29; Belgium, Ministère des Affaires Économiques, Direction Générale des Études et de la Documentation, *L'économie belge en 1983*, 1, Brussels, 1984, 78; and Belgium Ministère des Affaires Économiques, Direction Générale des Études et de la Documentation, *L'économie belge en 1982*, 1, Brussels, 1983, 222, 430–31.

*Table 5. Gross Fixed Capital Formation (GFCF) and Foreign Investment, 1975-83*  
(in billions of Belgian francs)\*

	1975-77	1978	1979	1980	1981	1982	1983
GFCF (in constant 1975 prices) . . . . .	1,573.0	547.0	548.0	557.0	470.0	455.0	438.0
GFCF (in current prices) . . . . .	1,573.0	654.0	684.0	729.0	640.0	659.0	665.0
Public authorities . . . . .	303.0	113.0	124.0	144.0	146.0	151.0	147.0
(percentage of GFCF)	(18.0)	(17.3)	(18.1)	(19.8)	(22.8)	(22.9)	(22.1)
Individuals . . . . .	544.0	283.0	266.0	279.0	187.0	184.0	182.0
Corporate sector							
Foreign and mixed investment							
in new enterprises							
Flanders . . . . .	12.0	5.6	8.6	2.2	4.9	4.0	n.a.
Wallonia . . . . .	12.8	4.2	1.1	1.2	0.2	2.2	n.a.
Brussels . . . . .	5.8	2.4	1.0	2.4	3.5	2.6	n.a.
Subtotal . . . . .	30.6	12.2	10.7	5.8	8.6	8.8	n.a.
Other corporate investment . . . . .	696.4	245.8	283.3	300.2	298.4	315.2	n.a.
Total corporate sector . . . . .	727.0	258.0	294.0	306.0	307.0	324.0	336.0

n.a.—not available.

\*For value of the Belgian franc—see Glossary.

*Table 6. Distribution of Economically Active Population, 1970-81 (in percentage)*

Sector	1970	1979	1981	Average Annual Change 1970-81
Agriculture, forestry, and fishing . . . . .	4.5	2.9	2.6	-3.52
Energy and water . . . . .	2.3	1.5	1.5	-2.59
Extraction and processing of noncombustible ores; chemical industry . . . . .	7.4	5.3	4.9	-2.43
Metal processing, mechanical engineering, metalworking, and other manufacturing industries . . . . .	24.7	17.5	16.2	-2.57
Construction and civil engineering . . . . .	8.0	7.2	6.2	-1.10
Transportation and communications . . . . .	6.4	6.6	6.6	1.54
Commerce, food, lodging, and repair services; financial and insurance institutions . . . . .	21.0	22.9	22.8	1.96
Other services, including career military and civil service . . . . .	20.6	27.3	27.8	4.00
Military service . . . . .	0.9	0.7	0.8	-0.46
Unemployed <sup>1</sup> . . . . .	2.2	7.0	9.6	15.70
Other <sup>2</sup> . . . . .	2.0	1.1	1.0	-4.70
<b>TOTAL</b> . . . . .	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	
<b>TOTAL NUMBER (in thousands)</b> . . . . .	<b>3,638</b>	<b>4,138</b>	<b>4,161</b>	

<sup>1</sup>Includes compensated unemployed and unemployed registered with the National Office of Employment.

<sup>2</sup>Includes commuters from Belgium to neighboring countries, personnel employed with international organizations outside Belgium, and interns in professions.

Source: Based on information from Belgium, Ministère des Affaires Économiques, Direction Générale des Études et de la Documentation, *L'économie belge en 1982*, 1, Brussels, 1983, 18; and Belgium, Ministère des Affaires Économiques, Institut National de Statistique, *Annuaire statistique de la Belgique*, 102, Brussels, 1983, 525.

Table 7. Unemployment by Area, 1982

Area	Men		Women		Total	
	Actual <sup>1</sup>	Rate <sup>2</sup>	Actual <sup>1</sup>	Rate <sup>2</sup>	Actual <sup>1</sup>	Rate <sup>2</sup>
<b>Province</b>						
Antwerpen . . . . .	32.2	11.1	38.1	24.9	70.3	15.9
Brabant . . . . .	45.7	12.9	48.5	19.9	94.2	13.4
Hainaut . . . . .	30.3	15.4	34.0	29.2	64.3	20.6
Liège . . . . .	23.0	14.4	30.6	29.9	53.6	20.5
Limburg . . . . .	14.7	11.9	31.5	42.7	46.2	23.4
Luxembourg . . . . .	2.9	11.0	3.2	22.1	6.1	14.9
Namur . . . . .	8.2	15.5	8.4	25.7	16.6	19.4
Oost-Vlaanderen . . . . .	20.9	12.2	23.5	23.1	44.4	16.2
West-Vlaanderen . . . . .	28.8	13.0	32.0	24.0	60.8	17.1
<b>Region</b>						
Flanders . . . . .	112.5	11.7	145.8	25.9	258.3	16.9
Wallonia . . . . .	68.8	14.3	81.4	27.8	150.2	19.4
Brussels . . . . .	25.5	16.6	22.6	19.2	48.1	17.7

<sup>1</sup>In thousands. Includes unemployed registered with the National Office of Employment and the compensated fully unemployed. Excludes those participating in government employment programs.

<sup>2</sup>As percentage of those insured against unemployment.

Source: Based on information from Belgium, Ministère des Affaires Économiques, Direction Générale des Études et de la Documentation, *L' économie belge en 1982*, 1, Brussels, 1983, 31-32.

*Table 8. Belgium-Luxembourg Economic Union Composition of Merchandise Trade, Selected Years, 1975-82*  
(in percentage of total value)

Sector	Exports				Imports			
	1975	1980	1981	1982	1975	1980	1981	1982
Agricultural, forestry, and fishing products . . . . .	3.4	2.7	2.8	2.8	7.5	5.9	6.2	6.4
Fuels and energy products . . . . .	4.8	8.3	8.9	8.5	14.0	17.2	20.4	20.5
Minerals, ores, and nonferrous metals . . . . .	22.1	20.5	18.1	17.6	13.7	13.3	12.4	11.5
Metal products, machinery, and transportation equipment								
Automobiles, automobile engines, and other transportation equipment . . . . .	10.8	10.9	11.3	12.5	11.9	11.3	11.1	11.6
Agricultural and industrial machinery . . . . .	8.5	6.5	6.3	5.8	7.3	5.7	5.0	5.1
Electrical products . . . . .	5.6	5.0	4.9	4.4	6.0	4.9	4.7	4.3
Office machines, computers, precision and optical instruments . . . . .	0.9	0.9	1.0	1.2	1.8	1.8	1.8	2.0
Other . . . . .	<u>2.7</u>	<u>2.3</u>	<u>2.3</u>	<u>2.3</u>	<u>3.0</u>	<u>2.7</u>	<u>2.4</u>	<u>2.3</u>
Subtotal . . . . .	28.5	25.6	25.8	26.2	30.0	26.4	25.0	25.3

Table 8. (Continued).

Sector	Exports				Imports			
	1975	1980	1981	1982	1975	1980	1981	1982
Food, beverages, and tobacco . . . . .	7.3	7.2	8.4	8.7	6.3	6.1	6.2	6.7
Textiles, leather, and shoes . . . . .	9.7	7.6	7.2	7.1	7.6	6.8	6.2	6.2
Wood industry, paper, and printing . . . . .	4.4	4.2	4.2	4.1	4.6	4.7	4.5	4.3
Chemicals, rubber, and plastics . . . . .	15.5	16.9	17.5	18.0	11.7	11.7	11.9	12.5
Other . . . . .	4.3	7.0	7.1	7.0	4.6	7.9	7.2	6.6
TOTAL . . . . .	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
TOTAL (in billions of Belgian francs—see Glossary . . . . .)	1,057	1,890	2,062	2,395	1,131	2,101	2,310	2,642

\*For value of the Belgian franc—see Glossary.

Source: Based on information from Belgium, Ministère des Affaires Économiques, Direction Générale des Études et de la Documentation, *L'économie belge en 1982*, 1, Brussels, 1983, 392-93; and Belgium, Ministère des Affaires Économiques, Direction Générale des Études et de la Documentation, *L'économie belge en 1979*, 1, Brussels, 1980, 400-401.

*Table 9. Belgium-Luxembourg Economic Union (BLEU) Balance of Payments on Transactions Basis, Selected Years, 1975-82<sup>1</sup> (in billions of Belgian francs)<sup>2</sup>*

	1975	1977	1979	1981	1982
Trade balance . . . . .	-32.2	-110.1	-139.5	-175.8	-169.9
Commission processing . . . . .	15.8	40.9	47.4	41.5	54.2
Third-country trade <sup>3</sup> . . . . .	16.8	25.7	18.5	25.0	24.3
Services					
Transport <sup>4</sup> . . . . .	6.9	9.8	10.6	14.8	26.5
Foreign travel . . . . .	-20.1	-26.1	-39.2	-46.9	-28.0
Portfolio and investment income . . . . .	16.4	19.2	10.4	-3.2	-9.6
Transactions of public authorities not included elsewhere <sup>5</sup> . . . . .	16.4	25.1	26.9	36.9	43.1
Other <sup>6</sup> . . . . .	9.8	20.2	3.9	0.5	- 5.0
Total services . . . . .	29.4	48.2	12.6	2.1	27.0
Transfers					
Public <sup>7</sup> . . . . .	-19.8	-18.8	-18.3	-33.0	-44.9
Private <sup>8</sup> . . . . .	- 4.0	- 5.8	-10.1	-15.3	-11.0
Total transfers . . . . .	-23.8	-24.6	-28.4	-48.3	-55.9
Current account balance . . . . .	6.0	-19.9	-89.4	-155.5	-120.3
Long-term capital <sup>9</sup>					
Private . . . . .	- 6.6	-10.0	17.8	95.3	-16.0
Public . . . . .	3.3	- 0.8	- 2.5	43.0	78.8
Total long-term capital . . . . .	- 9.9	-10.8	15.3	138.3	62.8
Basic balance . . . . .	- 3.9	-30.7	-74.1	-17.2	-57.5
Nonmonetary short-term private capital . . . . .	-14.2	9.7	-16.1	-102.8	- 5.5
Nonmonetary short-term public capital . . . . .	0.6	1.2	7.2	62.5	39.6
Errors and omissions . . . . .	13.8	11.0	-11.3	- 3.0	- 2.6
Balance on nonmonetary transactions . . . . .	-3.7	-8.8	-94.3	-60.5	-26.0
Change in National Bank of Belgium's foreign exchange reserves . . . . .	18.0	- 9.0	-31.0	-96.0	-38.0

<sup>1</sup> Includes, since 1977, transactions settled by offsetting.

<sup>2</sup> For value of the Belgian franc—see Glossary.

<sup>3</sup> Goods bought and resold abroad by Belgian companies.

<sup>4</sup> Freight and insurance for goods transport that could be identified separately from exports and imports.

<sup>5</sup> Includes the operating expenditure of BLEU.

<sup>6</sup> Includes contracting, technical assistance, management services, and patent fees.

<sup>7</sup> Mainly consists on the debit side of development assistance and contributions to European institutions and, on the credit side, of payments made by the European Agricultural Guidance and Guarantee Fund to Belgian farmers.

<sup>8</sup> Mainly consists on the debit side of funds transferred to their countries of origin by foreign workers and, on the credit side, of remittances of Belgians working abroad.

<sup>9</sup> In BLEU statistics, a distinction is not always made between direct investment and other capital or between long-term and short-term capital.

Table 10. Belgium-Luxembourg Economic Union (BLEU)  
Geographical Distribution of Trade, Selected Years, 1977-83  
(in percentage)

	1977	1981	1982	1983 <sup>1</sup>
<b>Exports</b>				
EEC <sup>2</sup>				
West Germany . . . . .	22.4	20.1	20.4	21.3
France . . . . .	19.1	19.2	19.4	18.2
Netherlands . . . . .	16.8	14.8	14.2	14.3
Other <sup>3</sup> . . . . .	<u>13.5</u>	<u>15.8</u>	<u>16.6</u>	<u>16.2</u>
Total EEC . . . . .	71.8	69.9	70.6	70.0
Other Western Europe . . . . .	8.7	8.5	8.6	8.2
Western Hemisphere				
United States . . . . .	4.2	4.2	4.4	5.1
Other . . . . .	<u>1.4</u>	<u>1.6</u>	<u>1.3</u>	<u>1.2</u>
Total Western Hemisphere . . . . .	5.6	5.8	5.7	6.3
Oil-exporting countries <sup>4</sup>				
Saudi Arabia . . . . .	0.9	1.2	1.2	1.3
Other . . . . .	<u>4.0</u>	<u>4.0</u>	<u>3.2</u>	<u>2.7</u>
Total oil-exporting countries . . . . .	4.9	5.2	4.4	4.0
Asia and Oceania . . . . .	2.8	3.5	4.1	4.2
Eastern Europe . . . . .	2.2	2.1	1.8	2.1
Africa . . . . .	2.2	2.2	2.2	2.1
Other . . . . .	1.8	2.8	2.6	3.1
<hr/>				
Total exports . . . . .	100	100	100	100
<hr/>				
TOTAL (in billions of Belgian francs) <sup>5</sup>	1344.7	2062.3	2394.5	2650.8
<hr/>				
<b>Imports</b>				
EEC <sup>2</sup>				
West Germany . . . . .	22.2	18.8	19.9	20.7
France . . . . .	15.9	13.7	13.9	14.1
Netherlands . . . . .	16.9	16.8	17.4	17.8
Other <sup>3</sup> . . . . .	<u>12.8</u>	<u>11.7</u>	<u>11.6</u>	<u>13.2</u>
Total EEC . . . . .	67.8	61.0	62.8	65.8
Other Western Europe . . . . .	5.5	8.0	7.1	7.8
Western Hemisphere				
United States . . . . .	6.0	7.1	7.0	6.7
Other . . . . .	<u>2.5</u>	<u>2.5</u>	<u>2.7</u>	<u>2.5</u>
Total Western Hemisphere . . . . .	8.5	9.6	9.7	9.2
Oil-exporting countries <sup>4</sup>				
Saudi Arabia <sup>6</sup> . . . . .	3.8	7.1	4.4	2.8
Other . . . . .	<u>4.6</u>	<u>2.7</u>	<u>4.0</u>	<u>3.5</u>
Total oil-exporting countries . . . . .	8.4	9.8	8.4	6.3
Asia and Oceania . . . . .	4.0	4.4	4.1	4.4
Eastern Europe . . . . .	1.8	2.3	3.2	2.9
Africa . . . . .	3.4	3.4	3.4	2.6
Other . . . . .	0.6	1.5	1.3	1.0

Table 10. (Continued).

	1977	1981	1982	1983
Total imports . . . . .	100	100	100	100
TOTAL (in billion of Belgian francs)	1448.0	2309.8	2642.3	2817.1 <sup>4</sup>

<sup>1</sup>Calculations based on data extrapolated from 11 months of reported trade statistics.

<sup>2</sup>European Economic Community.

<sup>3</sup>Includes Greece as of January 1, 1981.

<sup>4</sup>Includes Algeria, Indonesia, Iran, Iraq, Kuwait, Libya, Nigeria, Oman, Qatar, Saudi Arabia, United Arab Emirates, and Venezuela.

<sup>5</sup>For value of the Belgian franc—see Glossary.

<sup>6</sup>Adjustments made for BF51 billion of oil imports not accounted for in official statistics because of a misunderstanding regarding new customs documents introduced in May 1983.

Source: Based on information from International Monetary Fund, *Direction of Trade Statistics Yearbook, 1983*, Washington, 1984, 90–92; Belgium, Ministère des Affaires Économiques, Direction Générale des Études et de la Documentation, *L'économie belge en 1982*, 1, Brussels, 1983, 408–409; and Belgium, Ministère des Affaires Économiques, Direction Générale des Études et de la Documentation, *Aperçu économique trimestriel*, Brussels, No. 2, June 1984, 11–12.

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*Table 11. Gross Value Added by Sector, Selected Years, 1975–82  
(in percentage of total value)*

Sector	1975	1977	1979	1981	1982
Agriculture, forestry, and fishing . . . . .	2.9	2.4	2.2	2.3	2.4
Extractive industries . . . . .	0.8	0.6	0.5	0.5	0.5
Manufacturing					
Food, beverages, and tobacco . . . . .	5.3	4.8	4.6	4.6	4.8
Textiles . . . . .	1.4	1.3	1.2	1.2	1.1
Clothing and shoes . . . . .	1.1	0.8	0.7	0.6	0.6
Wood and furniture . . . . .	1.3	1.3	1.2	1.1	1.1
Paper, printing, and publishing . . . . .	1.5	1.4	1.4	1.3	1.3
Chemicals . . . . .	2.5	2.6	2.8	2.9	3.0
Clay, ceramics, glass, and cement . . . . .	1.3	1.3	1.1	1.0	1.0
Iron, steel, and nonferrous metals . . . . .	1.6	1.5	1.8	1.3	1.2
Metalworking and shipbuilding . . . . .	8.3	8.3	7.4	6.5	6.5
Other . . . . .	<u>3.2</u>	<u>3.5</u>	<u>3.6</u>	<u>3.4</u>	<u>3.4</u>
Total manufacturing . . . . .	27.5	26.8	25.8	23.9	24.0
Construction . . . . .	7.2	7.5	7.2	6.3	6.0
Electricity, gas, and water . . . . .	3.1	3.0	3.2	3.6	3.5
Commerce and finance . . . . .	26.3	27.5	27.8	28.7	29.0
Transportation and communications . . . . .	7.7	7.7	8.0	8.5	8.6
Other services . . . . .	25.7	26.8	27.7	29.0	28.8
Statistical adjustment <sup>1</sup> . . . . .	-1.2	-2.3	-2.4	-2.8	-2.8
<b>TOTAL . . . . .</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
Gross domestic product at market prices <sup>2</sup>	2,313	2,867	3,258	3,644	3,940

<sup>1</sup>Includes corrections for self-financing, the value added tax deductible on investment, and other related financial transactions.

<sup>2</sup>In billions of Belgian francs; for value of the Belgian franc—see Glossary.

Source: Based on information from Banque Nationale de Belgique, *Bulletin de la Banque Nationale de Belgique*, Brussels, 1, No. 2, February 1984, 7.

Table 12. Coalition Governments, 1973–84

Period of Office	Prime Minister's Cabinet and His Party Affiliation	Coalition Parties <sup>1</sup>
January 1973-		
January 1974 . . . . .	Edmond Leburton (CVP)	CVP/PSC-SP/PS-PVV/PRL
April-June 1974 . . . . .	Leo Tindemans I (CVP)	CVP/PSC-PVV/PRL
June 1974-April 1977 . . . .	Tindemans II <sup>2</sup>	CVP/PSC-PVV/PRL-RW
June 1977-October 1978 . .	Tindemans III	CVP/PSC-SP/PS-FDF-VU
October 1978-April 1979 <sup>3</sup> .	Paul Vanden Boeynants II <sup>4</sup> (PSC)	CVP/PSC-SP/PS-FDF-VU
April-December 1979 . . . .	Wilfried Martens I (CVP)	CVP/PSC-SP/PS-FDF
January-April 1980 . . . . .	Martens II	CVP/PSC-SP/PS
May-October 1980 . . . . .	Martens III	CVP/PSC-SP/PS-PVV/PRL
October 1980-March 1981 . .	Martens IV	CVP/PSC-SP/PS
April-November 1981 . . . .	Mark Eyskens (CVP)	CVP/PSC-SP/PS
December 1981- . . . . .	Martens V	CVP/PSC-PVV/PRL

<sup>1</sup>For full names of political parties, see Table A, p. xiii.<sup>2</sup>Cabinet was reorganized to include the Walloon Rally (RW).<sup>3</sup>Between February and April 1979, four different political leaders failed to form a coalition government.<sup>4</sup>Vanden Boeynants' first cabinet was in office between 1966 and 1968.

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*Table 13. Elections to the House of Representatives, 1965–81<sup>1</sup>*

Party	Number of Seats							
	Percentage of Votes	1965	1968	1971	1974	1977	1978	1981
<b>CVP/PSC</b>								
Seats	77.0	69.0	67.0	CVP	50.0	56.0	57.0	43.0
Votes	34.4	31.7	30.0		32.3 <sup>2</sup>	26.2	26.1	19.3
Seats				PSC	22.0	24.0	25.0	18.0
Votes					n.a.	9.8	10.1	7.1
<b>SP/PS</b>								
Seats	64.0	59.0	61.0	SP	26.0	27.0	26.0	26.0
Votes	28.3	28.0	27.3		26.7 <sup>2</sup>	13.0	13.0	12.4
Seats				PS	33.0	35.0	32.0	35.0
Votes					n.a.	13.4	12.4	12.7
<b>PVV/PRL</b>								
Seats	48.0	47.0	34.0	PVV	33.0 <sup>3</sup>	33.0 <sup>3</sup>	22.0 <sup>3</sup>	28.0 <sup>3</sup>
Votes	22.0	21.0	16.7		15.2 <sup>2</sup>	15.5 <sup>2</sup>	10.3	12.9
Seats				PRL	n.a.	n.a.	n.a.	n.a.
Votes					n.a.	n.a.	6.0	8.6
<b>VU</b>								
Seats	12.0	20.0	21.0		22.0	20.0	14.0	20.0
Votes	6.4	9.8	11.0		10.2	10.0	7.0	9.8
<b>KPB/PSB</b>								
Seats	6.0	5.0	5.0		4.0	2.0	4.0	2.0
Votes	4.6	3.3	3.2		3.2	2.7	2.7	2.3
<b>FDF</b>								
Seats	3.0				0.9	10.0	11.0	
Votes	1.3				5.1	4.7	4.3	
		12.0 <sup>4</sup>	24.0 <sup>4</sup>					8.0 <sup>4</sup>
<b>RW</b>								
Seats	--- <sup>5</sup>	5.9	11.4		13.0	5.0	4.0	4.2
Votes	--- <sup>5</sup>				5.9	2.4	2.7	
<b>Agalev/Ecolo</b>								
Seats	--- <sup>5</sup>	--- <sup>5</sup>	--- <sup>5</sup>		--- <sup>5</sup>	--- <sup>5</sup>	0	4.0
Votes	--- <sup>5</sup>	--- <sup>5</sup>	--- <sup>5</sup>		--- <sup>5</sup>	--- <sup>5</sup>	0.8	4.5
<b>VB</b>								
Seats	--- <sup>5</sup>	--- <sup>5</sup>	--- <sup>5</sup>		--- <sup>5</sup>	--- <sup>5</sup>	1.0	1.0
Votes	--- <sup>5</sup>	--- <sup>5</sup>	--- <sup>5</sup>		--- <sup>5</sup>	--- <sup>6</sup>	--- <sup>6</sup>	1.1
<b>RAD/UDRT</b>								
Seats	--- <sup>5</sup>	--- <sup>5</sup>	--- <sup>5</sup>		--- <sup>5</sup>	0	0	3.0
Votes	--- <sup>5</sup>	--- <sup>5</sup>	--- <sup>5</sup>		--- <sup>5</sup>	--- <sup>6</sup>	--- <sup>6</sup>	2.7
<b>Others</b>								
Seats	2.0	0	0		0	0	0	0
Votes	3.0	0.3	0.4		1.4	2.3	4.6	2.4

n.a.--not available.

<sup>1</sup>Election results for the Senate are roughly proportionate to those for the lower house and hence are not shown.

<sup>2</sup>Includes percentage votes for other party.

<sup>3</sup>Includes seats for other party.

<sup>4</sup>Aggregate results for joint lists.

<sup>5</sup>Party did not exist in that year.

<sup>6</sup>Aggregate figures shown in "Other" category.

### The European Communities

The complex and ever-changing institutions that make up the European Communities (EC—more and more commonly called the European Community) form more than a framework for free trade and economic cooperation. The signatories to the treaties governing the community have agreed in principle to integrate their economies and ultimately to form a political union. Frequent strong opposition from both the public and concerned politicians does not detract from the founders' intentions, born in the aftermath of World War II, to create a peaceful union of formerly hostile states.

The EC is actually a merger of three separate communities. The first, the European Coal and Steel Community (ECSC), was established by a treaty signed in Paris on April 18, 1951. After several false starts to expand the community, the original members agreed to form the European Economic Community (EEC or Common Market) and the European Atomic Energy Community (EURATOM) by treaties signed in Rome on March 25, 1957. The EEC and EURATOM modeled their governing institutions on those of the ECSC. Another treaty, signed in Brussels on April 8, 1965, planned the merger of the institutions governing all three communities, which was achieved slightly more than two years later.

The governing bodies of the EC act under guidelines from any of the community treaties as necessary. The provisions of the EEC treaty are the broadest of the three treaties: the elimination of all barriers to trade and to the movement of persons, services, and capital; the development of common policies on trade, agriculture, and transportation; the regulation of fair business practices; the harmonization of economic policies and laws; the creation of social development funds and investment banks; and the allocation of special assistance to an association of former colonies and dependencies affiliated with the member states. Those of the ECSC and EURATOM treaties are similar but limited to their respective industries.

Belgium, France, Italy, Luxembourg, the Netherlands, and the Federal Republic of Germany (West Germany) are original members of the community. Britain, Denmark, and Ireland joined on January 1, 1973; Greece became a member on January 1, 1981. Portugal and Spain applied for membership in 1977, but the tortuous negotiations regarding their membership were likely to delay their formal entry until at least 1986.

The leading institutions of the EC are the Council of Minis-

ters of the European Communities and the Commission of the European Communities, which are both headquartered in Brussels. The council tends to represent the interests of the individual member states; the commission represents those of the EC as a body. In theory, the fields of competence for each organization are separate; in practice, they overlap and blur. Generally, the council makes all the major decisions, acting on advice from the commission, which proposes and implements policy.

The council makes decisions by qualified majority or unanimous vote. For a qualified majority the votes are weighted roughly by population: Britain, France, Italy, and West Germany receive 10 votes each; Belgium, Greece, and the Netherlands, five each; Denmark and Ireland, three each; and Luxembourg, two. Unless the council acts on a proposal from the commission, it must have the approval of no fewer than six members for a qualified majority. An agreement reached in 1966 known as the Luxembourg Compromise, however, requires unanimity when any one country declares a decision to be of vital importance. Although the agreement is not part of an EC treaty document, it has been breached only rarely, as, for example, in May 1982, when Britain tried to veto a vote on agricultural policy to gain leverage in other budgetary negotiations. Unanimity is preferred for all major decisions. Several initiatives have been taken to make qualified majority voting the norm for all council actions. Each member appoints a permanent representative to the council to act as ambassador. The actual representative at meetings, varies, however, but is usually a cabinet minister familiar with the issues under discussion. The presidency of the council rotates every six months. The council is assisted by a secretariat, which had some 1,800 staff members in 1983.

The commission has two representatives each from Britain, France, Italy, and West Germany and one representative from each of the other member states. They are appointed for four-year terms. In 1983 some 12,500 staff members, organized into 20 specialized directorates-general, aided the commission in performing its duties.

Since 1974 it has become customary for the heads of state or government of the members of the EC to meet three times a year in a summit conference called the European Council. Although there is no mention of this organization in any EC treaty document, some legal experts believe it to be the supreme manifestation of the Council of Ministers of the European Communities. The European Council has become an important forum for developing common approaches to foreign policy as well as

economic issues. West Germany and Italy have proposed that its role be formalized.

The European Parliament, located in Strasbourg, France, has only advisory powers over the council and the commission, although it may remove the officers of the commission by a three-fourths vote of censure. It does not legislate but responds to actions or queries from the council and the commission and must approve the budget. If parliament rejects the budget, a complex procedure of month-to-month accounting ensues, which gives parliament some bargaining power. Parliament represents the European citizenry, who directly elect their representatives every five years according to local electoral laws. (There was an election in June 1984.) Britain, France, Italy, and West Germany elect 81 members each; the Netherlands, 25; Belgium and Greece, 24 each; Denmark, 16; Ireland, 15; and Luxembourg, 6, for a total of 434 representatives. Parliament had a support staff of 2,950 people in 1983.

The Court of Justice has the final say in interpreting and applying EC "laws," i.e., the policies of the council and the commission, and may judge any document or action except nonbinding opinions of the council. Individuals, corporations, governments, or EC institutions may bring suit to the court. The court may also render preliminary opinions on cases brought to it by other courts within the national judicial systems of the EC members. The court has 11 judges and five advocates-general who serve for renewable six-year terms. All members of the court must be chosen by unanimous decision of the council. In 1983 the court had 480 support staff members.

The Court of Auditors controls and monitors all budgetary revenues and expenditures of the EC. The court consists of 10 members selected by the council for six-year terms. In 1983 the court had a staff of 300 people.

From time to time, proposals from the council or the commission are discussed with the Economic and Social Committee, which is made up of about 150 representatives from employers' groups, trade unions, and other interest groups. Other important EC institutions include the European Investment Bank, agricultural advisory committees set up for individual commodities and markets, the European Social Fund, the European Agricultural Fund, and various other funds.

The plethora of organizations dealing with agricultural problems demonstrates the central importance of this sector to the EC. Most of the EC budget is geared toward applying the Common Agricultural Policy (CAP), which has stirred considerable

debate in the 1980s. The CAP was initially successful in supporting the prices of farm products but by the early 1980s had become a drain on the EC budget. Britain, whose agricultural work force numbers less than one-third of the EC average, has been especially vigorous in demanding a reduction in both its budgetary contribution and CAP subsidies. The CAP has also complicated the negotiations over the entry of Spain and Portugal into the EC. The cheaper commodities (wine and olive oil, for example) produced in those countries would upset the CAP system.

Another set of issues facing the EC concerned institutional reform. In June 1984 an ad hoc committee on institutional affairs was created to consider, among other proposals, the strengthening of the commission's powers, the more frequent use of the qualified majority in the council, and the expansion of parliament's responsibilities. Parliament has drafted the Treaty of European Union, which would broaden cooperation between the EC states and require the council to share its legislative powers with parliament. In late 1984 it was trying to raise support for the treaty in the national parliaments of the member states. It was doubtful whether these efforts could persuade the council to relinquish any of its powers.

### The North Atlantic Treaty Organization

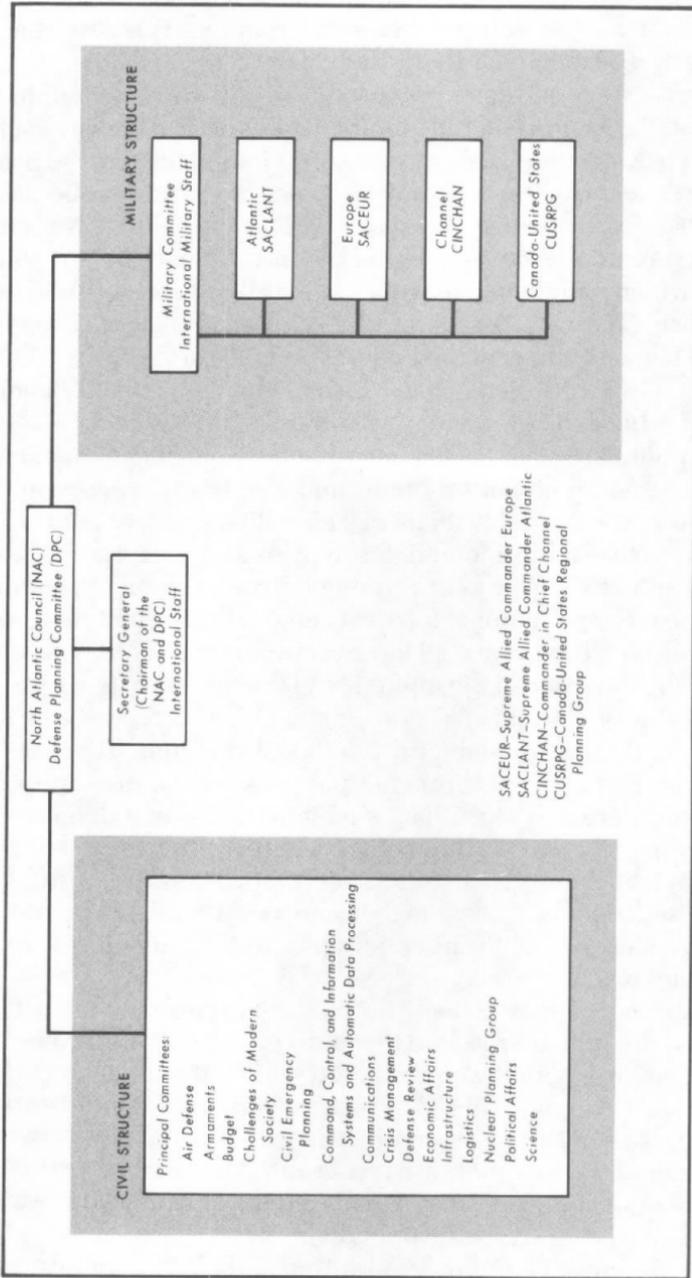
The North Atlantic Treaty Organization (NATO; also called the Atlantic Alliance) is a defensive alliance formed in 1949 to maintain Western military preparedness and to deter conflict with the Soviet Union and the member states of the Warsaw Pact. NATO is an association of Western nations joined together to preserve their security through mutual guarantees and collective self-defense, as recognized by Article 51 of the United Nations Charter. It is an intergovernmental, not a supranational, organization in which member states retain their full sovereignty and independence. The member states of NATO are Belgium, Britain, Canada, Denmark, France, the Federal Republic of Germany (West Germany), Greece, Iceland, Italy, Luxembourg, the Netherlands, Norway, Portugal, Spain, Turkey, and the United States.

The political task of NATO is to provide for periodic consultation on common political problems and also to give direction to the military aspects of the alliance. The military task of NATO in peacetime is to establish joint defense plans and necessary infrastructures and to sponsor joint training exercises among its members. In peacetime, national forces receive orders from their own national authorities; in war, all forces committed to NATO would be under the direction of the unified NATO command structure.

The aim of the alliance is to guarantee the security of its members and to foster stable international relations. It seeks to achieve these objectives through a policy based on principles of defense and *détente*. The alliance maintains a strong defense in order to ensure credible deterrence. At the same time, NATO seeks to establish a constructive East-West relationship through dialogue and mutually advantageous cooperation. This includes efforts to achieve significant, equitable, and verifiable nuclear arms reductions.

Alliance decisions reflect the collective perceptions of the member states and are reached through consultation and consensus. The major forum for consultation within the alliance is the North Atlantic Council (NAC), which is composed of ministerial representatives of the 16 member nations. The NAC meets twice each year, and the members are represented by their ministers of foreign affairs. The NAC occasionally meets at the head of state level as well (see fig. A, this Appendix).

The Defense Planning Committee (DPC) is composed of representatives of the member countries that actively participate in NATO's integrated military structure and deals specifically with defense matters. At the ministerial level member nations are



Source: Based on information from NATO Information Service, *NATO Handbook*, Brussels, 1983, 30–56; and NATO Information Service, *The North Atlantic Treaty Organisation: Facts and Figures*, Brussels, 1981, 89–112.

Figure A. Civil and Military Structure of North Atlantic Treaty Organization, 1984

represented by their ministers of defense. (France withdrew from military participation in the alliance in 1966; Iceland has no military forces.) The secretary general of NATO presides over meetings of the DPC and the NAC.

Nuclear matters are discussed by the Nuclear Planning Group (NPG). The NPG meets twice each year at the level of ministers of defense and as required at the permanent representative level.

The permanent representatives of member countries (ambassadors) are supported by delegations at NATO headquarters in Everre, a suburb of Brussels. NATO military headquarters are located near Mons in southwest Belgium.

The Military Committee is the highest military authority of the alliance and is composed of the chiefs of staff of all member nations but France and Iceland. The chiefs of staff meet at least twice each year. To allow the Military Committee to function continuously, each member also has a permanent military representative. The Military Committee is responsible for recommendations to the NAC and the DPC on actions necessary for the common defense of the NATO area and for supplying guidance on military matters to the major NATO commanders.

The strategic area covered by the alliance is divided among three commands: Allied Command Europe (ACE), Allied Command Atlantic (ACLANT), and Allied Command Channel (ACCHAN). The heads of these commands are, respectively, Supreme Allied Commander Europe (SACEUR), Supreme Allied Commander Atlantic (SACLANT), and Commander in Chief Channel (CINCHAN). ACE covers the area extending from the North Cape to the Mediterranean Sea and from the Atlantic Ocean to the eastern border of Turkey, excluding Britain and Portugal; the defense of this area falls under several NATO commands. ACLANT covers approximately 31 million square kilometers of the Atlantic Ocean. This area extends from the North Pole to the Tropic of Cancer and from the waters of North America to the coasts of Europe and Africa, except for the English Channel and Britain. ACLANT's primary wartime responsibility is to provide security for the Atlantic area by guarding the sea lanes and denying their use to an enemy in order to safeguard the reinforcement and resupply of NATO Europe with matériel and personnel. ACCHAN covers the English Channel and the southern areas of the North Sea. Its mission is to control and protect merchant shipping in the area and to cooperate with ACE in the air defense of the channel. The forces assigned to ACCHAN are primarily naval but also include maritime air forces. ACCHAN in-

cludes the Standing Naval Force Channel (STANAVFORCHAN), which is a permanent force composed of mine countermeasure vessels of NATO countries.

NATO military forces consist of three interlocking elements, known as the NATO Triad. The conventional forces are able to resist a conventional attack and sustain a conventional defense in forward battle areas until reinforced (see table A, this Appendix). The intermediate- and short-range nuclear forces enhance the conventional deterrent and, if necessary, the defensive effort of the conventional forces against a conventional attack. The nuclear forces would also deter and defend against an attack by nuclear forces of the same kind and provide a linkage to strategic nuclear forces of the United States and Britain, which constitute the third element of the NATO Triad.

NATO has adopted a defensive strategy of "flexible response." This means that NATO maintains sufficient forces to respond to any level of aggression and possesses the full spectrum of forces to counter any act of aggression with an equal or higher level of response. The maintenance of credible deterrence is increasingly difficult because of continued improvement and modernization of the Warsaw Pact forces and because of a common perception that NATO forces have become inferior to the Warsaw Pact. NATO defense policy is also based on eventual disarmament and arms control. In negotiations conducted in Geneva and Vienna, both sides have been discussing reductions not only in nuclear weapons and delivery systems but also in levels of conventional forces. The objective of these talks is an eventual balance of forces at much lower levels.

NATO has survived since 1949, despite policy differences between its members, because the members have been bound by common values and a common desire to unite in defense against a possible military attack by Warsaw Pact forces. Recognizing the political and economic constraints facing West European governments, they have nevertheless made progress in areas considered to be contentious in the early 1980s: sharing the NATO burden (maintaining equivalent levels of financial support), coordinating sanctions against the Soviet Union, and making common policies on problems outside the NATO area.

At least four previous controversies have presented greater cause for alarm than the issues facing the alliance in the 1980s: arguments over the European Defense Community (1950-54), American anger over the Suez invasion of 1956, French withdrawal from NATO military activities in 1966, and European concern about American involvement in Vietnam from 1965 to 1975.

Table A. Conventional Forces in Europe, 1983-84<sup>1</sup>

	NATO		Warsaw Pact	
	Note <sup>2</sup>	Note <sup>3</sup>	Note <sup>4</sup>	Note <sup>5</sup>
<b>Manpower</b>				
Total (in millions) . . . . .	2.6	4.5	4.0	6.0
Division equivalents <sup>6</sup> . . . . .	88	115	115	192
<b>Land forces</b>				
Main battle tanks . . . . .	13,470	17,730	26,900	46,230
Antitank guided weapon launchers . . . . .	12,340	19,170	18,400	35,400
Artillery/mortars, including rocket launchers . . . . .	11,000	14,700	18,910	38,800
Armored personnel carriers and infantry fighting vehicles . . . . .	33,000	39,580	53,000	94,800
Attack helicopters . . . . .	560	900	1,135	1,175
Transport/support helicopters . . . . .	1,960	6,000	1,180	1,375
<b>Naval forces</b>				
Aircraft carriers . . . . .	10		2	
Helicopter carriers . . . . .	n.a.		2	
Cruisers . . . . .	14		23	
Destroyers and frigates . . . . .	277		187	
Coastal escorts and fast patrol boats . . . . .	192		515	
Amphibious ships . . . . .	113		193	
Mine warfare ships . . . . .	273		378	
<b>Submarines</b>				
Ballistic missile submarines . . . . .	35		49	
Long-range attack submarines	67		142	
Other . . . . .	95		55	
Total submarines . . . . .	197 <sup>7</sup>		246 <sup>8</sup>	
Sea-based tactical antisubmarine warfare support aircraft . . . . .	685		181	
Land-based tactical and support aircraft including helicopters . . . . .	366 <sup>9</sup>		700 <sup>10</sup>	
Land-based antisubmarine warfare fixed-wing aircraft and helicopters	454		228	
<b>Air forces<sup>11</sup></b>				
Bombers . . . . .	0		400 <sup>12</sup>	
Fighter-bombers/ground attack . . . . .	1,960		2,250	
Interceptors/air-combat . . . . .	795		4,195 <sup>13</sup>	
Reconnaissance aircraft . . . . .	235		585	
<b>Air defense</b>				
As of 1983 the Warsaw Pact had nearly 4,000 more antiaircraft guns (20mm and above) than NATO and more than three times as many mobile surface-to-air missile systems than NATO.				

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### Table A. (Continued).

n.a.--not available.

<sup>1</sup>The focus of this comparison is for the most part on those Europe-based forces that can be expected to be available to the North Atlantic Treaty Organization (NATO) and those of the Warsaw Pact.

<sup>2</sup>This column applies only to rapidly deployable forces, including those United States forces whose equipment is stored in Western Europe, but it excludes France and Spain, both of which are NATO members but do not participate in the alliance's integrated military structure.

<sup>3</sup>Figures in this column pertain to fully reinforced forces, including North American reinforcements.

<sup>4</sup>Excludes high-readiness Soviet forces stationed in the Baltic, Belorussian, Carpathian, Odessa, Kiev, and North Caucasus military districts.

<sup>5</sup>Includes all Warsaw Pact forces located west of the Ural Mountains.

<sup>6</sup>Warsaw Pact divisions are smaller than many NATO divisions but include more tanks and artillery and thus obtain combat power approximately equal to that of NATO divisions.

<sup>7</sup>Fifty percent are nuclear powered.

<sup>8</sup>Sixty-four percent are nuclear powered.

<sup>9</sup>Includes United States Marine Corps aircraft and helicopters.

<sup>10</sup>About 300 of these are bombers.

<sup>11</sup>The figures under this heading refer to combat aircraft in operational units only.

<sup>12</sup>Includes 65 Backfire bombers but excludes Bison and Bear strategic bombers or support aircraft such as tankers or those used for command and control or electronic warfare.

<sup>13</sup>Excludes those in the Moscow military and air defense districts.

Source: Based on information from NATO Information Service, *NATO and the Warsaw Pact: Force Comparisons*, Brussels, 1984, 8-16; United States, Department of State, Bureau of Public Affairs, *Atlas of NATO*, Washington, February 1985, 8; and John M. Collins and Patrick M. Cronin, *U.S. Soviet Military Balance: Statistical Trends, 1975-1984 (As of January 1, 1985)*, Library of Congress Congressional Research Service, 85-83F, April 15, 1985, 97-108.

In addition, the alliance has been torn by debates over the Multilateral Force and Greek-Turkish conflicts over Cyprus.

Difficulties in the mid-1980s reflected the different attitudes the allies had toward Soviet behavior, problems outside the area, international economic difficulties, and defense doctrine and responsibilities. NATO has faced internal tensions created by the antinuclear movement, continued Greek-Turkish disputes, and a perceived growth in Eurocommunism. Many of these controversies have been magnified because of Western Europe's growing self-confidence and willingness to express openly doubts about American policies.

NATO's formal mandate does not encompass the defense of its members' vital interests if they lie outside the treaty area. Historically, the United States has resisted bringing the colonial and post-colonial commitments of Western Europe under the NATO umbrella. This long-held view has been modified as a result of the extraordinary impact of increased Western dependency on Persian Gulf oil, the revolution in Iran, and the Soviet invasion of Afghanistan. Despite their economic dependency, West Europeans have been less emotionally affected by these events than the United States and have resisted extending the NATO security area to include the Persian Gulf. Most policymakers agreed in the mid-1980s that a formal extension of NATO's area of coverage is unrealistic.

The economic problems confronting NATO members also exacerbate problems within the alliance. Divergent macroeconomic policies are a primary source of tension between the allies. High United States interest rates have been blamed by West Europeans for attracting short-term capital to the United States, driving up the dollar's exchange rate relative to the West European currencies and pulling up interest rates in Western Europe. West European governments, especially that of West Germany, have pointed out that the more expensive United States dollar increases the cost of buying United States military equipment as well as importing oil. Higher interest rates also increase government budget deficits in Western Europe and make it harder for those states to meet defense-spending commitments.



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## Glossary

**arrondissement**—An administrative division subordinate to a province.

**Belgian franc (BF)**—The national currency, consisting of 100 centimes. Since 1980 the Belgian franc has generally fluctuated downward and was devalued 8.5 percent in 1982. The number of Belgian francs per US\$1 averaged 29.24 in 1980, 37.13 in 1981, 45.69 in 1982, and 51.13 in 1983.

**black work**—Remunerated work not reported to the authorities to avoid income taxes and social security contributions.

**concertation**—Institutionalized consultation among public authorities, employer associations, workers' representatives, and professional organizations to harmonize conflicting views on national economic planning and socioeconomic policy, including the terms and conditions of employment. The Belgian industrial relations system has a dual structure with institutions at both the national and the industry levels responsible solely for either economic affairs or social issues.

**corporatist society**—A society organized into a limited number of hierarchical industrial and professional associations (corporations) that are recognized or licensed (if not created) by the state to serve as the organs of political representation and to control persons and activities within their jurisdiction. Corporatism was a particularly strong current in Roman Catholic social thought in the late nineteenth and early twentieth centuries.

**Estates**—Provincial assemblies, dating from the Middle Ages to the nineteenth century, composed of representatives from the clergy, nobility, and important economic groups (guild masters in urban areas, landowners in rural areas). Sometimes used to refer to the component groups within the assemblies.

**feudalism**—The hierarchical system of political organization prevailing in Europe from the ninth to about the fifteenth century that was based on reciprocal relations between lord, providing protection and land, and vassal, providing services. The economy associated with feudalism was a premarket and nonmonetary subsistence agriculture based on the manorial system of large landholdings owned by the lord and worked by serfs or tenant farmers.

fiscal year (FY)—Belgium's fiscal year is the same as the calendar year.

flat-rate indexation system—Temporarily instituted in Belgium in 1982 and 1983 to replace proportional indexation system (*q.v.*). The purpose of this arrangement was to limit indexation to the national minimum wage by only increasing wages by a fixed amount each time inflation crossed a specified threshold.

GDP—Gross domestic product. The total value of all final (consumption and investment) goods and services produced by an economy in a given period, usually a year.

GNP—Gross national product. The GDP (*q.v.*) plus income from overseas investments minus earnings of foreign investors in the home economy.

International Monetary Fund (IMF)—Established along with the World Bank (*q.v.*) in 1945, the IMF is a specialized agency affiliated with the United Nations and is responsible for stabilizing international exchange rates and payments. The main business of the IMF is the provision of loans to its members (including industrialized and developing countries) when they experience balance of payments difficulties. These loans frequently carry conditions that require substantial internal economic adjustments by the recipients, most of which are developing countries.

mixed economy—An economy that contains both private and public enterprises.

OECD (Organisation for Economic Co-operation and Development)—Established in 1961 to replace the Organisation for European Economic Co-operation, the OECD is an international organization composed of the industrialized market economy countries (24 full members as of 1984). It seeks to promote economic and social welfare in member countries as well as in developing countries by providing a forum in which to formulate and coordinate policies designed to achieve this end.

offset agreement—A trade arrangement, mainly used for defense-related sales, in which the supplier assists in or arranges for the marketing of goods or services from the buying country. Sometimes a portion of the supplier's exported product is manufactured by companies in the buying country.

oil equivalent tons—A measure that signifies the number of tons of oil required to produce an equivalent amount of energy.

parastatal—Partially or fully government-owned private corporation. Although managed autonomously, parastatal corpora-

tions in Belgium generally conform to government policy, and corporate presidents are appointed by government ministers.

pillar (*zuil*)—A term borrowed from the Netherlands by some Belgian sociologists and political scientists to refer to the Catholic, Liberal, and Socialist “spiritual families,” “ideological groups,” or “worlds” that may form the basis for social life and organization in Belgium. The pillarized society is a liberal modification of the corporatist society (*q.v.*).

proportional indexation system—Adjustment of wages commensurate with inflation to preserve purchasing power.

spiritual family (*famille spirituelle*)—A complex of organizations whose members share social networks and worldview; also called “pillar” (*q.v.*).

value added—Additional value created at a given stage of production calculated as the difference between the product value at that stage and the cost of all materials and services purchased as inputs.

World Bank—Informal name used to designate a group of three affiliated international institutions: the International Bank for Reconstruction and Development (IBRD), the International Development Association (IDA), and the International Finance Corporation (IFC). The IBRD, established in 1945, has the primary purpose of providing loans to developing countries for productive projects. The IDA, a legally separate loan fund but administered by the staff of the IBRD, was set up in 1960 to furnish credits to the poorest developing countries on much easier terms than those of conventional IBRD loans. The IFC, founded in 1956, supplements the activities of the IBRD through loans and assistance designed specifically to encourage the growth of productive private enterprises in the less developed countries. The president and certain senior officers of the IBRD hold the same positions in the IFC. The three institutions are owned by the governments of the countries that subscribe their capital. To participate in the World Bank group, member states must first belong to the International Monetary Fund (IMF—*q.v.*).



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