



MINISTRY OF DEFENCE

Youth Engagement Review: Final Report

by Brigadier James Plastow CBE



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EXECUTIVE SUMMARY

Background

1. The three Services each run or part fund very comprehensive external engagement operations with children and young people in schools and communities. This external engagement should meet two clear Defence outcomes: An **awareness** of the Armed Forces' role in the world and the quality of its work and people, in order to ensure the continued support of the population; and **recruitment** of the young men and women that are key to future sustainment and success. However a fair proportion of Defence's current youth engagement activity (principally the cadet forces), whilst contributing to awareness and recruitment ends, also meets much wider personal and social **development** needs. Youth development programmes are in high demand at the moment as the Government and devolved administrations explore cross-government¹ approaches to improving the outlook of young people. The Defence sponsored Cadet forces² run well established, comprehensive and highly successful youth development programmes involving around 140,000 young people, and the Services also run a number of bespoke youth development schemes (Service outreach³). Together this activity is making a significant contribution, but it operates in separate Service stovepipes and Defence is not well configured to respond to cross-government initiatives in the youth area. With other pressures on Defence spending there is a danger that this low profile but important activity might not receive the priority and attention appropriate to its cross-government contribution. Defence also has statutory responsibilities for Service children and all recruits and Service personnel under 19 (and some under 25). There are links between Defence's *internal* needs (as part of the Armed Forces Community Covenant to look after Service families), and its *external* social contribution (cadets and development programmes) that have yet to be properly connected.

2. This Review has sought to improve understanding of: why Defence engages young people; the current context for this engagement; what activity is taking place; how type and scale of effort of activity might be better determined; and the organisational changes that need to be made to optimise youth engagement activity in the future.

Principal Conclusions

3. **The link between activity and outcomes should be improved and the requirement formalised.** The Review established three principal outcomes of Defence's external engagement with young people (awareness, recruitment, and development), and has shown that youth engagement activity generally contributes to more than one of these outcomes.

¹ The term cross-government has been used throughout the report to describe contributions from a number of Government or Devolved Administration departments towards common objectives.

² All have different operating models. The Army Cadet Force and Air Cadets are a part of their respective commands but have supporting charities, Combined Cadet Force contingents are managed by schools and supported by the Services, and the Sea cadets are a part of the Marine Society and Sea Cadet charity who have a partnership (memorandum of understanding) with the RN. This imposes constraints on Defence's ability to direct change.

³ The term Service Outreach has been used throughout the report to describe Service youth development programmes (as opposed to cadet force activity) run in conjunction with local organisations in more demanding and hard to reach communities.

It has also found that there is only limited rationale to the scale of effort given to some activities . Cadet forces are a good example where the Services have difficulty defining a requirement that justifies current size and syllabus (not having been asked to do so previously). Public funding allocated to cadets forces is based more on historical precedent in each Service than any analysis of the output required. This is because their primary contribution is to wider personal and social development outcomes which are external and hitherto not formally defined or championed by Defence. Awareness outcomes would also benefit from clearer central policy ownership. In sum, there is scope to clarify responsibility for youth engagement outcomes, to bring more science to defining the type and scale of activity required to meet those outcomes, and to encourage cooperation between the Service youth engagement efforts.

4. The Defence contribution to the personal and social development of young people is significant, but not optimised to support cross-government initiatives. The Services have a unique formula for motivating young people that develops confidence, responsibility, self reliance and leadership. Cadet forces and other Service assets are doing some really outstanding work in communities and schools. But this activity is not recognised as a formal Defence task, and so suffers from being both a low priority within Defence and not sufficiently on the radars of the other departments who are the primary beneficiaries. As current Defence arrangements are not optimised for supporting cross-government youth activity the scope for expansion, should this be required, is very limited.

5. Defence should therefore modernise its approach. As cadet forces and other development activity contributes so profoundly to cross-government youth objectives, Defence should ensure that, where possible and without compromising the style and activities which define its cadet forces, its approach is optimised to support those objectives. This requires a stronger Defence focus to represent and champion cross-government contribution, and other initiatives to ensure that Defence's approach is properly promoted both nationally and in the regions⁴, is recognised best practice alongside other youth development experiences, and is demonstrably cost effective. Cadet Force Adult Volunteer (CFAV) commitment is remarkable and very much at the centre of gravity of the four cadet forces. Any modernisation must take account of this volunteer contribution, nurture and enhance it, remove unnecessary administration that might constrain it, and seek to make maximum use of the considerable experience available. The level of charitable support to cadet forces is also significant⁵ and its preservation and enhancement is an important consideration. Service outreach programmes need clearer policy to help inform risk/benefit judgements and improve support.

6. Evolution not Revolution. Current Service cadet force arrangements may be diverse but each organisation is working well and making a significant difference to the lives of the many young people involved. The requirement to bring adult volunteers (CFAVs) along with any changes and to sustain charitable and non public support, during a period of exceptional turbulence across Defence, suggest an approach of progressive development rather than urgent change. The Review has therefore focused on getting the right

⁴ The term 'region' is used in this context to refer to the authorities that exist from Devolved Administration downwards whose influence is key to support and funding.

⁵ 45% of total budget for MSSC, 16% for Air Training Corp, and 5% for Army Cadet Force

arrangements in place to deliver change over time, rather than forcing the pace with speculative targets and end states. However the Review is clear that Defence needs to take a more joined up approach to its youth engagement effort and that such an approach should realise significant benefit.

Principal Recommendations (a detailed list is at Annex L to the Report)

7. **Clarify leads and improve processes for meeting youth engagement outcomes.** Defence and the Services should clarify leads for the three youth engagement outcomes and work together to ensure that type and scale of activity is appropriately directed. Cadet force and Service outreach activity should become a formal Defence Task overseen by a more empowered MOD policy division with a dedicated 1* (and two additional posts). This lead should be linked more closely with the existing D Children and Young People so that a single 2/3* authority is handling both community covenant and external development youth transactions with other Government departments.
8. **Encourage cadet forces to work more closely together.** The Review has proposed a confederated approach to cadet force policy and development which sees Services continuing to manage their cadet forces, but within a more empowered Defence policy focus which can properly represent and enable the cross-government contribution. This policy focus, empowered by better information feeds, would work with cadet forces to identify scope for closer cooperation. Early examples identified include a common management information system, greater consistency of terms for volunteers, a single skills and qualification framework, and a more coherent approach to Combined Cadet Forces. The formal appointment of Defence regional agents for youth development should enable better connection with regional agencies, local authorities and schools, and identify opportunities for both expansion and more cost effective operation, without undermining individual cadet force engagement and influence. This modest hardening up of Defence's youth engagement policy and development capability, whilst retaining Service responsibilities for managing their operations, should bring about the more outward facing Defence posture required. Cadet forces and Service outreach programmes should also be encouraged to explore opportunities to derive benefit from partnership with other youth organizations, and to exercise their collective weight (26,000 CFAVs) in the volunteering sector.
9. **Confirm cost effectiveness and improve Defence support arrangements.** Cadet forces should adopt a common approach to financial and performance reporting to help identify opportunities to improve cost effectiveness and promote their success in this respect. Support arrangements with Services and Defence organisations, such as DIO/DTE and the RFCAs, should be placed on a more formal customer/supplier footing that clearly articulates the transactions involved. This should improve understanding of the importance of this support to cadet forces and Service outreach activity, as well as helping to identify areas where support might be provided more efficiently.
10. **Clarify policy for Service Outreach youth programmes.** Defence should clarify its approach to Service run outreach youth development programmes to ensure that the risks

and costs of engagement are balanced against Defence and wider benefits, and activity is properly supported.

11. **Defence Posture.** Defence should sustain a posture of contributing to cross-government youth objectives through the provision of cadet experiences at current levels, as well as supporting other more targeted Service outreach youth development programmes where appropriate. Concurrently Defence should modernise to enable a more coherent approach that would facilitate expansion of these activities if there is a demand to do so. Some limited expansion may be possible within existing resources as Defence modernises its approach. But more significant expansion will be conditional on drawing down additional funds, Defence support capacity (supervision and facilities), and a commitment from other Government departments to support recruitment of additional adult volunteers.

Summary

12. The Review sets out proposals to ensure that Defence's youth engagement effort not only meets Defence needs more precisely, but is ready to increase the valuable part it plays in the personal and social development of young people. This contribution to cross-government youth development will require a more empowered MOD policy focus and some modernisation of the approach. The proposed improvements will help ensure the continued success and relevance of Defence's youth engagement programme, and enable the right balance to be struck between Defence's core youth engagement requirements and the cross-government benefit of this activity.

FINAL REPORT

INTRODUCTION

1. **Background.** The Armed Forces engage with a large number of young people each year. This connection is central to support in the widest sense, with young people also providing the Servicemen and women that will deliver future sustainment and success. The Services have a particular blend of values, ethos and challenge that both stimulates young people and can make a seminal contribution to their personal and social development. The cadet forces in particular have become something of a national institution, delivering well established and high quality youth experiences, and playing a valuable part in the positive development of the 140,000 young people and 26,000 adult volunteers involved. Indeed as Government and Devolved Administration youth policies evolve it seems likely that demand for this type of youth development experience will increase. Concurrently Defence is undertaking a detailed and rigorous examination of all its activities to ensure their connection and relevance to achieving Defence and national outcomes. This analysis must be applied to Defence's youth engagement activity to ensure its position alongside other more obvious and urgent operational priorities. And if there is demand to expand the successful work of cadet forces and youth outreach initiatives, Defence must be well positioned and appropriately structured to meet that challenge.

2. **Aim and Approach.** The original TORs (at Annex A) envisaged a comprehensive study team with sufficient investigative capacity to conduct a thorough analysis across the whole youth area¹. The lack of investigative capacity has forced the Review to narrow its focus onto the 13 to 18 year group (so University training units have not been examined), and to focus on external activity (so youth activity involving Service children, and responsibilities for recruits and young soldiers have not been examined). The Review has considered recruiting activity in its overall examination of the requirement, but has concentrated on the more comprehensive youth development programmes, principally cadet forces, where the need for analysis was most pressing. This report will:

- a. Set out the context within which Defence youth engagement activity is operating.
- b. Examine how Defence's youth engagement requirement might be better determined, and recommend Defence's youth engagement posture going forward.
- c. Propose some organisational (C2) and other improvements which will help deliver the requirement.

3. **References and Consultation.** The Review has consulted widely and a summary of those approached is at Annex B. A trawl of past studies was also carried out and these and more recent relevant publications, including personal submissions to the Review, are listed

¹ Terms of reference envisaged full time contributions from a Team Leader, an SO1 from each Service, and a civil servant. Only the Team Leader and one SO1 were made available full time with other limited support co-opted on a part time basis.

at Annex C. The Review also conducted a survey of adult volunteers which returned 4,700 completed questionnaires and made a valuable contribution to the Review².

GOVERNMENT, WIDER YOUTH AND DEFENCE CONTEXT

4. **Overview of Current Defence Youth Activity.** Before examining the wider context for youth engagement it is helpful to be clear about the breadth and scale of youth engagement activity undertaken by the three Services. The Review identified 9 broad types of activity and these are explained with approximate scales of effort attributed at Annex D. A brief overview, which separates out cadet activity from more directed military engagement, is set out below:

- a. **Service External Engagement.** Servicemen and women engage young people in schools through presentations, discussions, problem solving and personal development activity and there are a wide range of displays and events run in the community each year. This engagement is primarily focused on recruitment and each Service also runs short military familiarisation courses to introduce selected young people to Service life. More recently the Services in some parts of the country have been involved in running development programmes for young people in more challenging communities, in partnership with other civilian agencies³ (Service outreach⁴). Whilst not examined by the Review, the Services also run military training programmes in universities⁵.
- b. **Cadet Forces.** Defence delivers⁶ a high quality Service based youth development experience to around 140,000 young people in four cadet forces culminating in flying light aircraft, taking significant responsibility as crew on large offshore vessels, and enjoying challenging leadership experiences in arduous field conditions. All who take part, even for a short time, are the better for it. For many, the experience is life changing. Around 95,000 cadets enjoy an annual development package of between 30 and 60 days in the three community cadet forces⁷ and a further 45,000 benefit from a shorter (20 to 30 day) school based programme⁸. Cadet forces also run a limited number of more targeted week long programmes for around 1000 vulnerable children each year in conjunction with local authorities (known as Cadet outreach⁹). All four cadet forces are critically dependant on

² Whilst the general tone of the returns has been considered in the analysis it has not yet been possible to get the survey professionally evaluated. This must happen and the results made available to any Implementation Team.

³ For example the Army in Scotland (51 (Sc) Bde) working with the Social Justice Foundation and local agencies to deliver Op Youth Advantage (OYA+), RAF initiatives with Lincolnshire Youth Offending Services and the Hillingdon Peer Mentoring Project, and 42 (NW) Bde working with the Princes Trust on the Burnley outreach project (see Annex F later).

⁴ The term Service outreach has been used throughout the report to describe Service youth development programmes (as opposed to cadet force activity) run in conjunction with local organisations in more demanding and hard to reach communities.

⁵ Based on the Russell Group universities but involving students from a wider catchment.

⁶ Some cadet forces are sponsored and part funded by Defence and delivered by others – for example MSSC and CCFs.

⁷ Sea Cadet Corps (MSSC), Army Cadet Force, Air Training Corps – three separate cadet forces based largely in community cadet facilities although with some detachments using school premises, and operating out of school time.

⁸ Combined Cadet Force – school run Contingents that operate principally in school time.

⁹ Principally Army Cadets through the Army Cadet Force Association who coordinate activity.

volunteers to run their activity, and rely to different degrees on charitable donations¹⁰.

c. **Service Internal Responsibilities.** Defence has welfare and educational responsibilities for around 80,000 Service children, runs its own schools for 10,500, and employs professional youth workers¹¹ to conduct youth club activity for 47,000. The Review has not examined this provision nor Defence's statutory responsibilities for Servicemen and women in any detail, but it has considered higher level youth policy implications.

5. **Wider Context for Youth Engagement.** Focusing on those Defence youth activities that are primarily about developing young people, the following context is relevant:

a. **Government and National Interest.** Government has shown a consistent interest in preventative youth development activity as part of its commitment to early intervention to improve the prospects and outcomes for young people. The Positive for Youth strategy (published on 19 December 2011)¹² has a high profile across Government¹³ as has the Social Policy Review which followed more recent public disorder. Both seek cross-government solutions to youth development issues, and as Defence is already engaged in a substantial amount of publicly funded youth development activity, there is Government and local interest in how this might be enhanced¹⁴. The establishment of a National Citizens Service, for which Defence has been approached for support, is a good example of both Government intent and expectation. However there is no current Defence requirement to run personal and social development programmes for young people¹⁵, so Defence's youth development effort is not set up to respond to cross-government initiatives. Cadet forces and service outreach programmes operate very independently under separate service direction. At the MOD level, the current youth engagement focus is primarily centred on cadets so does not, for example, provide policy for Service outreach programmes or recruitment. It also has no control or visibility of the resources committed to youth engagement, and therefore does not have the information or levers required to direct change or development. Most cadet forces are not that well understood¹⁶ and are sometimes seen by the welfare and education sectors more as a military activity, linked in some way to recruitment, than as part of the Government's general youth development capability. If the latter, then Defence should consider whether there is benefit to cadet forces having a better profile alongside other youth development programmes. In sum, there is clearly a demand

¹⁰ Charitable donations as a percentage of public funding are Army Cadet Force (5%), Air Training Corp (16%) and Sea Cadet Corps, which is part of the Marine Society and Sea Cadets charity (45%).

¹¹ Each Service has a dedicated professional lead for youth activity.

¹² Applies to England only. See Devolved Administration differences at paragraph 5b.

¹³ Well over a million young people now Not in Employment, Education, or Training with the total cost of youth unemployment and inactivity estimated (by the Princes Trust) at £155m a week.

¹⁴ There are over 120 expressions of interest for Combined Cadet Forces on the MOD's books and there appears to have been a surge in community Cadet units setting up in schools in the last 4 years.

¹⁵ Other than through existing service youth programmes for Service children within the UK and overseas.

¹⁶ The Review detected a lack of understanding of cadet force activity at national and regional level, and independent research done for CVQO (Aug 11) indicates that business HR staff do not understand the extent of leadership and development skills gained through the cadet experience.

for youth development activity, but Defence will need to change its approach to how this is tasked and funded, if it is to play an increased part in cross-government youth initiatives.

b. **Devolved Administration, Regional and Local Interest.** There are some significant differences in approach to policies across the UK and between England, Wales, Northern Ireland and Scotland. In England, the Big Society initiative has, at its heart, a shift of power from Whitehall to local communities thus enabling people to have more say about how their community is run and how services are provided. Devolved Administrations and Local authorities¹⁷ are likely to be the key point of influence and the grouping through which funding is channelled for expenditure on more locally directed initiatives¹⁸. This suggests a requirement both to interpret national youth and cadet direction sensibly and to be able to engage and influence credibly at all levels from Devolved Administration downwards¹⁹. There is currently no single organisation charged with representing the four youth and cadet operations locally to schools, local authorities and other agencies²⁰.

c. **Youth and Voluntary Sector Expertise and Linkages.** There are many providers in the youth sector, some running military style activity²¹, and all competing for limited resources and adult volunteers. The cadet forces are volunteer youth organisations seeking similar development outputs for young people and sharing with that sector many of the functions and issues they deal with on a day to day basis. Amongst the most obvious are the running of estate (there are around 3,300 separate cadet units) and the management and support of volunteers (of which Defence has around 26,000 that are the lynchpin of the cadet forces). Cadet Forces have strong links with the Services (in the Army's case they are embedded in the command structure) but links with other youth organisations at national and regional level are more tenuous. As an example, other youth organisations do not generally understand military Cadet Forces and do not consider them to be *volunteer* youth organisations. Improved connection with each other, and others in the youth sector²² might enhance Service cadet forces' youth development credentials and provide opportunities²³. They would certainly improve others' understanding of cadet forces. Finally, with the Big Society initiative aiming to build on and strengthen the culture of volunteering, Defence (representing 26,000 adult volunteers) should be in the vanguard of influencing Government policy with a view to promoting the

¹⁷ 430 equivalents across the UK, 351 in England with 152 Chief Financial Officers.

¹⁸ Cadet forces already attract some funds from local authorities and, as an example, the RFCA and Regional Brigade in Scotland are engaged in trying to secure 'Cashback for Communities' funding to support cadets.

¹⁹ The term 'regional' has been used throughout the paper to refer collectively to Devolved Assemblies, local authorities and communities.

²⁰ RFCA CEs are certainly operating in this space but only partially and not to any Defence authority. They already chair Joint Cadet Committees but output is currently limited and patchy.

²¹ Includes Skill Force, privately run Military Preparation Colleges, and cadet organisations some of which receive Defence support (eg. Girls Venture Corps, Air Scouts, Sea Scouts, and the Voluntary Cadet Corps), and some of which do not (less than 5 independent Army and Air Cadet units and around 35 marine based units under the umbrella of the Federation of Independent Nautical Training Organisations).

²² Through forums such as Youth United.

²³ Sponsorship, partnership, sharing expertise, influencing Government and local authorities, and sharing facilities.

value of volunteering, particularly to employers, and improving understanding of management and reward.

d. **Defence Context.** Aside from the immediate recruitment challenge, youth engagement has a part to play in deeper and more long term support to the operational imperative. The Armed Forces ethos and approach is powerful and both cadet forces and recruits bear testament to the contribution it can make to personal and social development. There are opportunities for the Armed Forces to run programmes in more hard to reach communities in partnership with local authorities and 3rd sector agencies (Service outreach). The value of these programmes to Defence might not be immediately apparent, but properly targeted they can make a wider contribution to National Resilience, prepare the ground for future recruitment²⁴, and increase regional influence and support. Separately, the current squeeze on Defence spending places responsibilities on every Department to clearly articulate how activity links to outcome, and to demonstrate cost effective delivery. This is particularly important for those activities that do not have a high profile and are vulnerable to a straight cut²⁵, or a reduction in support from other agencies as they reassess their own priorities²⁶. Finally, the Army is in the process of engaging a contractor to deliver its recruitment operation (the Recruit Partnership Project – RPP). This may affect the resources available for Service outreach programmes and could change the way in which all three Services approach youth engagement in the future.

EVALUATING THE REQUIREMENT FOR DEFENCE YOUTH ENGAGEMENT

6. **Analysis of Defence Outcomes from Youth Engagement Activity.** In the absence of any formal Defence requirement for youth engagement, the Review has established that Defence seeks two core outcomes from its youth engagement activity (**awareness**²⁷ and **recruitment**), but much of the activity currently undertaken contributes to a third outcome (**personal and social development**) which, whilst not a Defence output, should be of significant interest to other Government departments. The relationship between activity and outcome can be illustrated by taking the 9 types of youth activity (identified in paragraph 4 and Annex D) and mapping them against the 3 core youth engagement outcomes (awareness, recruitment, and development), shown diagrammatically below.

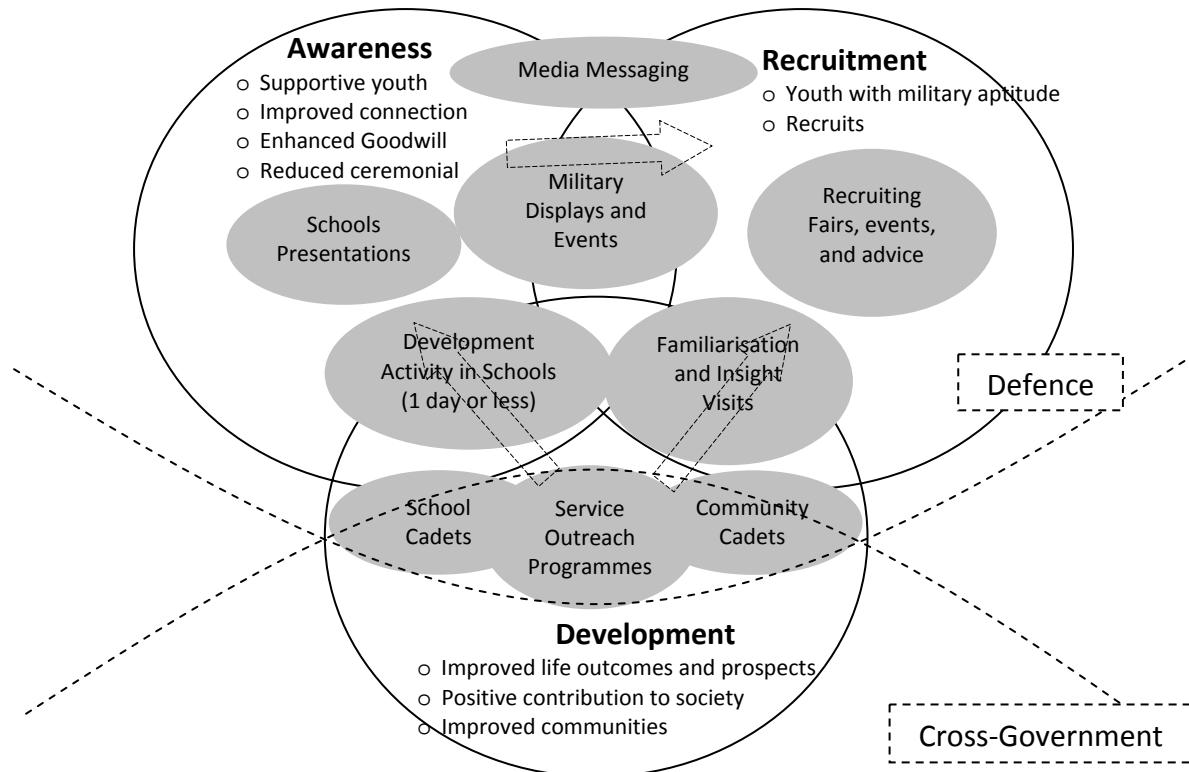
²⁴ The Army predict that up to 24% of Army recruits will be drawn from black and minority ethnic communities by 2020.

²⁵ For example the disbandment of RAF and Army student presentation teams, the closing of the Defence Dynamics website, and the temporary cessation of Army cadet volunteer payments in 2009.

²⁶ Current examples include restrictions on the use of training facilities, and Service support to RAF and Army cadets.

²⁷ It is in Defence's interest to ensure that as many young people as possible are aware of the Armed Forces' role in the world and have a favourable impression of how they operate. This background understanding, nurtured by gatekeepers, is important both to wider public support and as the foundation from which to encourage interest in an Armed Forces career.

DEFENCE YOUTH ENGAGEMENT REVIEW



The most cost effective arrangements would ensure that those responsible for youth engagement outcomes (large circles) were also responsible for deciding the type and scale of activity undertaken to meet those outcomes (small lozenges), the ability to measure the effectiveness of each activity objectively being key to making this happen. The following observations were made whilst assembling this model:

- Responsibility for Outcomes.** Service responsibilities for **recruitment** are clear, and there are well developed processes by which resources are allocated to activity to meet recruitment targets. This tends to be centrally driven by the RN and RAF but delegated to regional commanders in the Army (although RPP will change this). Responsibility for ensuring that young people are favourably disposed to the Armed Forces (**awareness**) tends to be picked up by recruiters who will want to ensure that there are sufficient numbers with a predisposition to serve, from which to generate contacts leading to recruits. But the awareness requirement is wider than this and is not being properly championed at a time when it is of increasing importance²⁸. The **development** outcome has no real champion²⁹ as it only contributes to recruitment and awareness. Therefore nobody is really driving the size of cadet forces or the quality of the cadet experience. The diagram at Annex E shows current responsibility for both outcomes and activity, at each level, in each Service.

²⁸ High operational commitment, but debate on the Armed Forces future and reducing Armed Forces footprint.

²⁹ Cadet Forces have Service leads and charitable objects (MSSC) but there is no body or process that sets out the extent to which Defence should be engaged in this type of activity.

b. **Managing Performance - Linking Activity to Outcome.** The clear apportionment of responsibility for **recruitment** outcomes means that those responsible decide and resource the most cost effective blend of activities required to meet recruiting targets. Conversely the lack of a youth **development** outcome focus means that the logic for current scales of effort is thin.

(1) **Cadets.** Current practice is for each Service to maintain the quality of their current cadet experience for as many cadets as it can afford and each approaches this differently³⁰. The only objective measurement of quality is the number of 'cadet activity days' and these are not measured consistently across cadet forces³¹. The relationship between syllabus and actual experience is also tenuous as cadets are encouraged to turn up as often as they can – for example the Army Syllabus takes an average of 18 days a year to deliver, but it is estimated that average attendance is between 50 and 60 days³². This may be entirely justifiable given the clear benefit to the individual and the fact that volunteer time does not link directly to cost. But it does make the justification and allocation of resources more difficult, and if Defence is seeking to increase the number of cadets it is an area that needs further work. For *illustrative* purposes only, these are the sort of questions that might more confidently be addressed by a more systematic and objective approach to determining cadet output:

- (a) How many cadets should be engaged by each cadet force?
- (b) How many contact days are required to produce a reasonable level of cadet experience that achieves the desired outcome? (Annual contact days per cadet currently range from 20 to 60).
- (c) How much does a contact day cost? Are some contact days a free good, requiring no additional resources?
- (d) What are the outputs of the Combined Cadet Force and are they different for independent and state schools?
- (e) How does the output from school cadet activity differ from community cadet force activity and is this difference necessary?
- (f) Are the outputs different for 13 to 16, and 17 to 19 year olds?

(2) **Service Outreach Programmes.** The rationale, scope and scale of Defence's contribution to personal and social **development** in more

³⁰ The Army has devised a formula to tie resources to numbers of cadets and training days; the Air cadets have begun to focus funding on defined core cadet outputs; and the Sea Cadets direct their more limited funding towards cadet outputs around key training events and monitor through a robust recording and authorisation system.

³¹ This can be qualified by the achievement of qualifications although these are not currently recorded consistently and in a way that best promotes the life skills and leadership element of cadet force activity (see footnote 16 and paragraph 23).

³² This prompts a debate about the extent to which cadet force activity is a community benefit, in that it keeps young people occupied and out of mischief, or a personal benefit that improves prospects and outcomes for young people.

challenging communities needs carefully thinking through. Current initiatives are relatively small scale pilots conducted using limited resources and manpower (principally recruiting staff). Such engagement has potential benefit to Defence³³ and may become more established (see paragraph 5d). But looking after more vulnerable young people is complex, there are presentational risks, and there are dangers that unfunded expectations are built up³⁴. This would suggest a cautious approach, working in support of partners, with clear and achievable objectives. Less risky and committed alternatives, such as contributing Service personnel as mentors to programmes run by other reputable providers³⁵, should also be considered. It is an area that requires Defence policy and guidance to ensure that the right opportunities³⁶ are pursued and properly supported³⁷. More information about current Service outreach programmes and some emerging engagement principles are at *Annex F*.

Although much of the current youth **development** activity is neither defined nor a core Defence requirement, there is clearly a strong cross-government moral imperative, and therefore a persuasive argument, that this activity should be established as a Defence Task³⁸. The table at *Annex G* records the link between activity and outcome, those measurements of effect currently in use, and how we might improve linkage and measurement in the future.

c. **Demonstrating Cost Effectiveness.** Some detailed work on the cost of cadet forces was carried out in 2010³⁹, enabling some comparisons to be made between cadet forces at *Annex H*. The different Service cadet arrangements - some with dedicated cadet headquarters and others integrated into larger headquarters; some generating their own income and others almost entirely reliant on Defence public funds - offer very different approaches to monitoring and driving cadet force performance. Achieving a common cost base has therefore been particularly challenging and still requires further work, but a number of deductions have been made:

(1) **Cost per Cadet.** The very crude ‘cost per cadet’ calculation below suggests that:

(a) Cadet forces appear relatively good value compared to other publicly funded youth providers⁴⁰.

³³ For example work which improves confidence in the Armed Forces amongst Muslim communities.

³⁴ This sort of activity is normally conducted using recruiting staff, numbers of which will be significantly reduced under the Army Recruit Partnering Initiative.

³⁵ Defence already contributes Service mentors to the Princes Trust (35 last year) all of whom gain substantial benefit.

³⁶ On the back of Army Regional Brigade work there are a number of organisations seeking to get Defence more involved in delivering development activity to young people.

³⁷ This includes a more sensible interpretation of the rules governing the costing of MOD resources

³⁸ Other priorities have made it difficult for this idea to gain traction in the MOD to date. The logic which applies a military task to Public Duties might provide a useful comparator.

³⁹ MAS(A) - Cost of Cadet Forces Financial Baseline dated Sep 10.

⁴⁰ Canadian cadet Force £2483 a year per cadet, National Citizens Service £1182 per person (3 weeks close supervision).

(b) Assuming that each community based cadet force produces a broadly similar outcome for each cadet (and accepting that CCF experiences are less comprehensive), then there is sufficient variation in costs across the three main cadet forces (table below) to suggest that further more detailed examination is essential.

Cost per Cadet (£)	SCC	ACF	ATC	CCF
Total Cost	1,442	1,759	1,208	557 ⁴¹
Non Public	600	49	122	Not known
Defence	842	1,710	1,086	557

(2) **Infrastructure.** With around 3300 units and a number of other national and regional training facilities⁴² the cadet forces occupy a significant amount of estate. Army and Air cadet facilities (90% of the cadet estate) are funded almost entirely by the MOD and form part of the Volunteer Estate which includes that occupied by the TA and other Reserve forces⁴³. MSSC estate is mostly privately funded. There is very limited understanding of the total cost of the MOD cadet estate but there is definite scope for increased sharing both amongst cadet forces and potentially with other civilian users⁴⁴.

(3) **Other Support.** Cadet forces receive support from a wide range of agencies including the Services, DIO/DTE, and the RFCAs. The level and cost of support varies and there would be benefit in reviewing and formalising these arrangements so that their link to cadet force outputs is more transparent and can be properly evaluated.

(4) **Other (non Defence) Funding.** Whilst there are sound reasons why there is a wide variation in external fund raising between cadet forces (5% to 45%), there is scope for improving the drawdown of non Defence funds. Sources might include parental contributions, charitable giving, sponsorship and cross Government youth funding. No targets should be set at this stage, but cadet forces should share best practice and ensure that organisation and processes reflect the need to increase this dimension over time.

d. **Tri/lead Service Approach Opportunity.** Where Defence identifies a specialist activity that is being undertaken by all three Services it is sensible to check whether a more joint approach might produce a better solution (stronger and more capable central focus) and/or be more cost effective. DMC's (formally DGMC) report into recruit marketing identified a number of recruitment functions that might be better done on a more joined up basis⁴⁵ and work is currently in hand

⁴¹ It has not yet been possible to determine the value of resources provided by schools.

⁴² Including over 100 ACF Training centres, ATC Regional Activity Centres, Gliding/Flying facilities, and boating stations and training centres.

⁴³ 80% of the c.375 Reserve sites include one or more cadet unit.

⁴⁴ Only 369 of the 922 ATC squadrons share site and buildings and over half the 1680 ACF detachments are on singleton sites.

⁴⁵ Recommendations included a Tri-Service media marketing plan, stronger partnerships to exploit service brands, outsourcing backroom staff functions on Tri-Service basis, DCDS (Pers & Trg) policy oversight, and project team to deliver.

to move this forward. Limited analysis of awareness activities, such as web based curriculum support and school presentations and visits, suggests that there would be value in improving the coordination of both messaging and at least the sequencing of delivery (the latter from a schools perspective too). Cadet forces are very much cast in the image of their Service and this is critical to their popularity with both cadets and volunteers. But they are all volunteer youth organisations, and a quick glance at some of their core management issues⁴⁶ shows that they have as much in common with each other as they do with core Armed Forces business.

e. **Sustaining the Cadet Force Adult Volunteer (CFAV).** The requirement analysis (above) has looked at how the process of determining type, scale and effectiveness of youth engagement activity might be improved. But cadet forces have a huge dependence on the volunteer contribution, which is deeply impressive, with most contributing around 100 day equivalents a year⁴⁷. Through the adult survey and consultation with cadet forces the Review has detected that this commitment is fragile. Future proposals must be better for the volunteer, policies must make life easier, administration must reduce, training must be relevant and comprehensive, support assured, and the experience rewarding. So attracting and sustaining the volunteer becomes a critical factor when adjusting the cadet force requirement⁴⁸ or deciding how best to deliver it.

DEDUCTIONS FOR MANAGEMENT AND ORGANISATION

7. Drawing together the wider youth context (paragraph 5) and the Defence youth engagement requirement (paragraph 6), the most important deductions are: That a substantial portion of current Defence youth activity is more relevant to cross-government youth development objectives than to Defence objectives; that there is a potential demand to increase Defence's contribution to these objectives; but that Defence is not yet organised in a way that might enable this to happen. **The following recommendations are proposed:**

- a. **Improve the Approach to Determining the Requirement.** Set up a more robust process for determining the required outcomes (and therefore outputs) of Armed Forces youth engagement activity. Improve measurements of effectiveness and develop a process that links the scale of effort afforded to each activity with agreed Defence and Service outcomes. Establish youth development activity as a Defence task aligned to cross-government youth policy.
- b. **Improve the Coherence of Recruitment and Awareness.** Continue with existing Defence initiatives to bring some coherence to how desired recruitment outcomes are determined and met. Establish a Defence focus for awareness outcomes and apply a similar discipline.

⁴⁶ Key functional areas include volunteer terms and conditions, volunteer selection and training, cadet activity and syllabus, cadet qualification and benefit, governance, inspection, assurance, marketing and PR, cadet force development (opening, closing, merging), MIS, cadet activity support (buildings and facilities, catering contracts, uniforms and equipment, cadet rifle and ammo, transport).

⁴⁷ 4 evenings (2 hours each) equating to a day, weekends and weekdays, including preparation time.

⁴⁸ For example, most would not volunteer if the primary outcomes were awareness of, and recruitment to, the Services.

c. **Modernise Youth Development Activity.**

- (1) **Improve National and Local Responsiveness, Influence and Promotion.** Develop a more dedicated national Defence focus for youth and cadet activity supported by more coherent regional foci better placed to project regional influence and identify and exploit opportunities across all four cadet forces. Improve the understanding of cadet forces and their benefit. Develop contingency plans for possible cadet expansion.
- (2) **Improve Connection Between Cadet Forces and with the Youth and Voluntary Sectors.** Seek opportunities for cadet forces to work more closely together with a view to improving the quality of policy and functional direction and increasing cost effectiveness. Develop multi level links with schools and other national and local youth service providers whilst retaining critical linkages to the sponsoring Armed Service. Raise Defence's profile and influence in the volunteer sector.
- (3) **Demonstrate Cost Effectiveness.** Devise a more consistent approach to financial and performance reporting. Encourage all cadet forces to be more focused on performance (ensuring the most appropriate and cost effective delivery of activity). Allow savings to be reinvested. Improve customer/supplier relationships so support is more assured and tested. Consider the extent to which cadet forces should draw more income from other (non Defence) sources, and how this might best be achieved.
- (4) **Focus on Betterment for Volunteers.** Recognising the importance of the CFAV, seek opportunities for simple more appropriate cadet policies that reduce administration, sustain terms that attract and retain the best volunteers, and improve volunteer leadership training and opportunities. In particular, improve the Service administration of school run cadet contingents.
- (5) **Develop Defence Policy for Service Outreach Programmes.** Develop Defence policy for Service outreach programmes to guide decision making, enable proper support to selected projects (particularly the application of MOD charging policy), monitor contribution and champion achievement.

8. **Defence Youth Engagement Posture.** Based on this analysis, a summary of the proposed Defence youth engagement posture is:

- a. Sustain current service recruiting operations and support these and wider objectives with an improved approach to ensuring widespread positive awareness of the Armed Forces amongst young people.
- b. Contribute to cross Government youth objectives through the provision of comprehensive cadet experiences at current levels, and modernise the approach to

enable an expanded provision with the support of other Government departments, if required.

- c. Engage in Service outreach programmes through partnership with reputable providers on the basis of a more comprehensive and consistent risk/benefit analysis.
- d. Continue to work closely with other Government Departments to ensure that Service children and young Service personnel are properly supported.

MANAGEMENT AND ORGANISATION

High Level Coherence

9. The Review has identified an important and emerging requirement for Defence to address its contribution to cross-government youth development objectives in a more coherent way. This suggests the requirement for a more informed and empowered Defence policy focus which spans all three youth engagement outcomes, and connects to Defence's internal responsibilities for young people which are also the subject of cross-government initiative and agreement⁴⁹. This will be explored in more detail later in the report.

Recruitment Management Structure

10. DCDS (Pers & Trg) has already established a Defence policy focus for recruitment, tasked with capturing information and drawing together best practice, with a view to submitting more joined up and credible plans for Cabinet Office approval and authorisation of funding. Whilst the extent of this coordination is restricted by existing contracts, the approach has successfully identified areas for closer cooperation and has improved Cabinet Office understanding and support of the Armed Forces recruitment process. Concurrently the Army (who have by far the largest recruitment operation) have progressed RPP, which is scheduled to pass through Main Gate to IAC shortly, and will see the entire recruitment operation handed across to an external contractor for delivery. The other Services will wait on the success of RPP, but have already agreed to cooperate on the information system.

Recommendations:

- a. Continue the DCDS (Pers & Trg) initiative to develop Defence recruitment policy, increase understanding and confidence of interested Government departments, and encourage coherence between Services where it is sensible to do so.
- b. Monitor the progress of the Army's Recruit Partnering Project to evaluate its implications for other youth engagement activity.

Awareness Management Structure

11. Awareness outcomes would benefit from some form of central policy ownership in

⁴⁹ Conducted for Defence by D Children and Young People as part of the Armed Forces Covenant.

the same way as has been set up for recruitment. Such a focus could capture current activity and identify best practice, improve messaging, and help set reasonable targets. DMC (who owned the Defence Dynamics curriculum support website) have already started work on a youth awareness strategy. **Recommendation:** Direct DMC to produce a youth awareness strategy which draws Service activity and messaging more closely together, identifies best practice, and agrees targets and the strategies for achieving them.

Cadet Management Structure

12. **Overview of the Cadet Forces.** Before coming to a view on the organisation and structure of the cadet forces, it is important to understand their nature and how they compare both to conventional volunteer youth organisations and to other Armed Forces structures.

- a. **Armed Forces.** Armed Forces structures are hierarchical. The method of operation is clearly laid down, commanders are given direction, they make their own estimate, and orders are issued down the chain of command for implementation. Even accounting for mission command, the process is essentially ‘top down’ with the organisation working to commander’s intent at every level.
- b. **Volunteer Youth Organisations.** Volunteer youth organisations succeed on the enthusiasm and quality of the volunteers. They tend to have clear national charters and policy which set out the ethos of the operation and the boundaries within which it operates. Volunteers are then empowered to operate within the constraints of the policy, playing to their own strengths to deliver a youth development experience. Volunteers are accountable to the organisation and the law for the conduct of activity. Management structures tend to focus on getting the policy framework right, checking compliance, and looking upwards and outwards to promote and connect their organisation.
- c. **Cadet Forces.** The community based Service cadet forces have evolved to be a hybrid. At their heart they are volunteer youth organisations, hugely reliant on ‘bottom up’ energy, and producing similar youth development outcomes to others in the field such as the Scouts. But the ethos and programme of cadet forces are constructed in the image of the three Services who also carry liability and provide physical support and resources. These reputational and practical issues have caused the Services to apply, in different ways, their own ‘top down’ management processes. These cause difficulties that are most evident in CCFs where contingents are subject to three separate Service regulations, the military approach of which is not always optimised to running youth activity. Evolution from different start points and in separate Service stovepipes has produced the full spectrum of cadet management arrangements. A summary of strengths and weaknesses and other organisational details is set out at *Annex 1* and summarised below.
 - (1) **Cadets in the Community.** Around two thirds of cadets are community based:

- (a) **Sea Cadet Corps (SCC).** 14,000 cadets⁵⁰. 13% of cadet facilities. The SCC is a separate organisation which is part of a marine based charity (Marine Society and Sea Cadets)⁵¹. The MSSC has a partnership with the RN via a Memorandum of Understanding (MOU) under which it receives a grant and some other resources, but the overriding requirement to meet its charitable objectives produces a fundamentally different operating model to the other cadet forces. Responsibility, accountability and funding are clearly aligned with the Chief Executive directed by Trustees. Each Sea Cadet unit is an independent charity, an arrangement that tends to have the advantage of strong volunteer support, but which leaves units much more reliant on local charitable donations so there is less consistency of output.
- (b) **Army Cadet Force (ACF).** 47,000 cadets. 55% of cadet facilities. The Army cadet force is embedded in the Personnel and Support Command structure. There are therefore no *dedicated* cadet commanders above County level and, with other organisations (ACFA and RFCA) involved respectively in national policy and regional management, there are questions about how responsive⁵² the organisation is compared to other cadet forces. Conversely the ACF is less reliant on military support particularly for its ‘camp’ activity, there is lots of capacity at regional level⁵³, and the Army/RFCA structure also gives varying degrees of support to other cadet forces.
- (c) **Air Training Corps (ATC).** 35,000 cadets. 32% of cadet facilities. Whilst a part of the RAF training organisation (22 (Trg) Gp), within which it competes for resources, the ATC has its own structure with a large and discreet national headquarters working down through cadet regional headquarters to Wings and Squadrons. But the ATC is very reliant on RAF units (drawing down) and the Army for their collective activity (camps). Flying is not delivered by the ATC but by specialist volunteers under 22 (Trg) Gp supervision.

(2) **Cadets in Schools.** The remaining cadets operate on school premises and the issues associated with this are examined in more detail at paragraph 17.

- (a) **Combined Cadet Forces.** 45,000 cadets in 256 school Contingents. They operate in school time and on school premises, drawing their cadet policy, and some funding support from the MOD and respective Services (who run external military training and

⁵⁰ 3500 of these are aged 10 to 12 and undergo a more limited syllabus.

⁵¹ MSSC is a charity that runs both the Sea Cadets and the Marine Society. The latter supports the education and development of professional seafarers in both the Royal and Merchant Navies.

⁵² In terms of developing policy and ensuring the most cost effective delivery of cadet activity.

⁵³ For example the ACF has been much more proactive at opening up detachments in schools (potentially cheaper because less infrastructure cost) than the other cadet forces.

supervisory teams). School policies have primacy and it is the Head Teacher's responsibility to implement. So in a sense they operate like a conventional volunteer youth operation, although the administrative burden of separate Service policies and a lack of local cadet expertise make their lives difficult. Their programme is less comprehensive than community cadets and volunteers are drawn mainly from the school.

(b) **Community Cadets in Schools.** At least 272 community cadet units⁵⁴ are set up in schools. They operate at evenings, weekends and in the school holiday (so outside school time). They are either 'closed' units, for the use of that school only (run by the schools in conjunction with the local cadet force), or 'open' units, where the community cadet force uses school buildings and premises, but the Detachment is open to anyone (and run by the local cadet force).

d. **Supporting Organisations.** The Reserve Forces' and Cadets' Association (RFCA), and the double hatted Army Cadet Force Association/Combined Cadet Force Association (ACFA/CCFA) both make significant contributions to cadet forces.

(1) **RFCA.** The RFCA provide and maintain all Army cadet, most Air cadet and 14% of Sea Cadet accommodation and facilities (some 2500 sites) and are contracted to handle facilities development (new build, modification, leasing) for the Army and Air cadets. They also recruit and manage the ACF adult NCOs (appointment, promotion, discipline) and manage all of the 474 Army cadet permanent staff below the regional brigade headquarters⁵⁵. In effect, the Army command the ACF, and the RFCA manage the key staff in the ACF (but not the officers). Whilst this arrangement generally works harmoniously, based on an SLA and good cooperation between Brigade Commander and RFCA Chief Executive, it is unusual for one authority to manage an organisation in which another authority manages the majority of its key people – the other cadet forces all manage their own permanent staff and volunteers. The ACF appear to have three times more permanent staff per cadet supporting them at and below regional level. There may be good reasons for this, for example if the staff are key to delivering wider infrastructure support, but the arrangements need testing. RFCA Chief Executives are well connected with communities and, with their estate responsibilities, already have a very good feel, and some good ideas, for how cadet forces might be best developed in their region. They would be ideally placed to scope development options more formally, negotiate locally, and become a key point of influence for Defence's youth and cadet development activity. They might also be well placed to take on more support tasks that other cadet forces agree might be more effectively delivered by a third party.

(2) **ACFA/CCFA.** The ACFA is a separate charitable body that was established in the 1930s effectively to keep the Army cadet force flame alive,

⁵⁴ 8 Sea Cadet Units, 179 Army Detachments, 88 Air Cadet Squadrons.

⁵⁵ This includes dedicated safeguarding officers in each County who liaise with local authorities on child protection issues.

at a time when the Army's support was withdrawn. Since then it has become the champion of Army cadet ethos and a focus for adult volunteers (all are members of the Association). It delivers the adult volunteer national recruit marketing operation and a bespoke cadet force insurance scheme, plays a significant part in Army cadet public relations (e.g. producing the in-house magazine, running the ACF's website, and training volunteer Public Relations Officers), and manages a number of Army cadet force activities⁵⁶. In effect it is both a guardian of Army Cadets, which it does successfully through the auspices and lobbying of its senior members, but also now a key contributor to the central policies and direction needed to run the cadet force. The Army funds the 18 full time equivalent ACFA posts and operating costs, twice the number of posts currently dedicated to the Army cadet headquarters staff. Further work is now required to determine whether a combined ACFA/Army headquarters might be more cost effective, or whether ACFA's capabilities might be exploited more extensively by other cadet forces. The ACFA's resources are double hatted to provide a similar support and guardianship function for the Combined Cadet Force (CCFA), as well as advocacy for the position of schools in CCF arrangements.

13. Deductions for Structure and Management. Analysis to this point, and extensive consultation with cadet forces, has identified those things that need to be preserved and also some areas for enhancement.

Preserve:	Enhance:
<p>Unique Service Orientated Cadet Experience. A bespoke single Service experience is a key attractor for cadets and volunteers.</p> <p>Service Interest in Cadet Force. The three Services must feel that they have a stake in their cadet forces which binds them to provide critical support to and contact with cadets.</p> <p>Attraction to Volunteers. All cadet forces depend on volunteer commitment and any changes must continue to attract them. Terms of service are an important element and are covered later.</p> <p>Quality Experience. The volunteers are proud of the quality of their cadet force. Whereas the current experience must be open to development, responsive to external requirements, and keep cost and reward in balance, it must also continue to be stimulating, challenging, appropriate, and safe.</p>	<p>Clear Alignment of Responsibility, Accountability and Resources. A clear cadet command chain which ensures that a challenging cadet experience is delivered cost effectively and safely.</p> <p>Connection and Responsiveness to National and Local Needs. Cadet forces are a national asset, benefiting individuals and communities and so should be better organised to support cross-Government youth initiatives.</p> <p>Skills and Benefit Widely Recognised. The significant benefit of the cadet experience to individuals and society needs better articulation and promotion at national and local levels.</p> <p>Volunteers Freed to Run Activity. Proposals must ease the administrative burden and enhance volunteer training and leadership.</p> <p>Defence and Service Support More Guaranteed. The level of support required from Defence agencies and the Services should be the subject of more formal agreement.</p>

⁵⁶ Including sports, music, competitive shooting, DofE, first aid, expeditions, youth Outreach, signals and public relations training programmes. Advice is also provided to the Army-run cadet adventurous training programme.

14. **Possible Options.** In seeking to meet the deductions above, and acknowledging the very different current cadet force arrangements, the Review considered three broad approaches:

- a. **Status Quo.** Under this option cadet forces would remain independent nationally and regionally with a very ‘light touch’ Defence focus. CCF administration would remain an issue although a lead Service approach to CCFs might be adopted under this option.
- b. **Joint.** Whilst Units, Detachments and Squadrons would remain sService, the national and regional headquarters directing them would become joint and attend to CCFs on this basis. The joint cadet organisation would be responsible to the sServices for bespoke Service outputs in a similar way to existing Defence run Tri-Service training establishments.
- c. **Confederation.** This option retains three separate Service sponsored cadet forces but creates a stronger more empowered Defence focus for youth activity, with greater authority and responsibility to influence and guide the development of cadet forces and improve CCF administration, and provide the critical MOD linkage to cross-government youth objectives. This focus would be fed by regional agents with responsibility for proposing development and leading Defence influence. The spirit would be one of more joined up endeavour to ensure mutual benefit in meeting common objectives that were in cadet force, Service and Defence interests.

15. **Analysis of Options.** The status quo is not likely to produce the changes required. If we were starting with a clean sheet of paper, it is the Review’s judgement that the joint approach would be the most effective, allowing the retention of a strong single Service identity alongside the benefits of joint management and administration and a more powerful connection with external agencies. But this would be a very significant change for a fragile volunteer membership, it would be very difficult to accommodate the Sea Cadets into a fully joint model, and there is too much other change in progress to be confident that this scale of reorganisation would succeed. The joint approach was therefore rejected by the 3* Steering Group. The confederated approach would realise some of the benefits of working more closely together, particularly on development/expansion/schools issues, whilst retaining sService management and responsibility.

16. **Confederated Approach – Enabling Conditions.** The Review **recommends a confederated approach which would require the following to be put in place:**

- a. **Establish a more empowered Defence focus.** This would be a dedicated youth and cadets team combining higher level MOD upward and outward functions, with the more practical business of ensuring improved cadet force policy coherence and recommending development options. Empowerment would be achieved through better understanding, made possible by more centralised cadet force performance reporting, and the gathering of development proposals through regional agents. It would not cut across the ultimate responsibility of the Service to

run its cadet force, but it should give a single body a much improved network and overview upon which to make proposals for change, who could also have responsibilities for overseeing the policy for awareness and recruitment activity. The focus would report to the 3* Y&CSG for which it would provide the secretariat. Further details are covered under Higher Level Policy and Implementation (paragraph 24).

- b. **Appoint regional agents responsible to the Defence focus for cadet force development and regional/local influence.** These agents would produce development options for the Defence focus working to agreed national strategic objectives agreed by the cadet forces. They would also provide the principal point of influence and contact on youth matters with schools and local authorities. This would not prevent each cadet force from conducting its own local engagement and influence but would provide an element of regional coordination where this was appropriate and beneficial. This focus could be provided from within existing RFCA or Army Regional Brigade liability noting that RFCAs already have established Tri-Service support credentials.
- c. **Encourage cadet forces to work more closely with each other and the new Defence focus.** Cadet Forces must be prepared to work much more closely together than has been the case to date. Sea and Air Cadets would both benefit from improved regional support, and the Army should consider improving the capacity and responsiveness of its cadet structure by looking at drawing in the ACFA and tightening management arrangements at the regional level. It is envisaged that a committee comprising the four cadet forces and the Defence focus, based on the existing 1* Youth and Cadet Steering Group, would agree and set strategic direction, agree development proposals, and monitor collective performance.
- d. **Impose some control over Service policies affecting cadet forces to ensure that they do not unintentionally impede the benefits of closer cadet cooperation.** There is a case for maintaining cadet budgets at current levels for up to 3 years to allow some stability within which improvements can take place. It is envisaged that potential difficulties will be better coordinated between the Defence focus and the Services at working level, with the 3* Steering Group resolving differences.

CADETS IN SCHOOLS

17. **Combined Cadet Force.** The CCF is a partnership between the MOD and the school involved, where the Head Teacher is responsible for ensuring safe and challenging activity, and the Services provide training and other support. There are currently 256 schools with a CCF Contingent which may consist of up to 4 sections⁵⁷. CCFs are different to community cadet forces in that they are managed by the Head Teacher (so different aims, C2 and supervision arrangements), and largely in school time (so a different motivation and experience for cadets and adults). Some aspects of the current Defence arrangements for administering and supporting CCFs are sub optimal:

⁵⁷ Royal Navy, Royal Marines, Army and Royal Air Force

- a. **Single Service Support.** Many of the Contingents have at least two different single Service sections whose policy, and some support, is organised by the parent Service creating unhelpful anomalies in policy and procedure⁵⁸. Jointly staffed CCF working groups at national level have made some progress in recent years but the Review judges that a more comprehensive alignment of policy and supervision arrangements⁵⁹ is now required.
- b. **Isolation.** School Contingents work to their head teacher who is rarely consulted effectively by Defence and who is heavily dependent on his own cadet officers for in house advice and experience – there are few opportunities for finding or spreading best CCF practice. This relative isolation is particularly difficult for new Contingents that are growing capability, leaving them vulnerable to failure in the early years. There are also concerns around the single School Staff Instructor posts which struggle to deal with the bureaucracy involved with running a CCF contingent. This reinforces the argument to take a more holistic regional view of support to school contingents (paragraph above) and appoint a lead Service responsible for their day to day supervision.
- c. **Syllabus and Purpose.** The Review has highlighted the need for a fresh look at the outputs of CCFs,⁶⁰ two thirds of which are to be found in the independent school sector where they have operated successfully, some for over 150 years. There is a growing interest from the state sector where cadet forces have made a real difference to some schools in recent years⁶¹. Schools must find volunteer officers and other resources (additional to Defence support) to run CCFs, so establishing new ones is not easy. The encouragement of school staff to volunteer, and the linking of the cadet experience to curriculum objectives and therefore potential funding streams, are key to any expansion plans and will require Department for Education support. Some existing independent school CCFs have already entered into partnership with state schools⁶² and this might provide an alternative way of expanding.

18. **Other Schools Arrangements.** The Review has identified at least 272 community cadet units/detachments that have been set up on school premises under a variety of different arrangements. These arrangements with schools are not well understood and cause confusion within Defence and amongst those seeking to understand Defence's

⁵⁸ This includes areas such as officer selection, commissioning, remuneration, and inspection and assurance regimes.

⁵⁹ The appointment of a single point of responsibility for day to day supervision of CCFs has been a live issue for at least the last 2 years. The Army's comprehensive regional structure would seem to be the best option once the changes to its Regional Support Command have had a chance to bed in.

⁶⁰ See Para 6b.(1)(d). Like the community cadet forces, the 256 CCFs offer a military themed developmental programme but not all contingents are voluntary, and the overwhelming priority in most is on developing *leadership* as opposed to *citizenship*. The relative contribution of cadet forces to these two ends requires clarification.

⁶¹ As one example, the Walker College in Durham sees the CCF playing a central part in the ethos of the school and the new build (due to open this year) has a large CCF facility at its core.

⁶² A relatively cost effective scheme that also facilitates cross community integration and has been particularly active in London.

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potential cross-government contribution⁶³. There is therefore an imperative to be clear about our approach to schools and how this sits alongside our approach to community cadet forces. This is urgent work because if Government decides to support a cadet expansion programme, then Defence must be in a position to recommend the most appropriate (and cost effective) strategy.

19. Recommendations. It is recommended that early work for the new Defence policy focus should include:

- a. A detailed audit of cadet activity in schools to understand the type and scale of activity being conducted, the balance between activities conducted in and outside school time, relative costs, and the support and supervision arrangements with the schools.
- b. Based on the audit, an evaluation of Defence requirements and school needs (in terms of programme and support) and how this might most cost effectively be provided, looking at both independent and state sectors. This should include:
 - (1) An examination of the rationale for existing CCFs (in terms of desired Defence outcomes) to help inform future funding models.
 - (2) Taking stock of current partnership programmes and gauging their success.

Although school circumstances will often be different, this process should build up a foundation of good practice on which expansion decisions can be based. This work should be done in partnership with the Department for Education to improve their understanding and support, and to enable early identification of the key enablers for expansion. These will include support to encourage teachers to volunteer as CFAVs, and improved linkage of the cadet experience to curriculum objectives and potential funding streams.

- c. Taking responsibility for improving Service administrative arrangements for CCFs. This should include both a review of CCF policies and the establishment of a single point of responsibility for day to day supervision of individual CCF contingents.

with a view to producing the most appropriate strategy for future development.

FURTHER CADET CONSIDERATIONS

20. Volunteer Terms. The morale and commitment of the Cadet Force Adult Volunteer has already been identified as being central to the future success of all four cadet forces. As with most volunteer organisations, the factors which motivate commitment vary

⁶³ As an example, recent inquiries into cadet activity in schools revealed 256 CCFs, and that funding constraints had prevented expansion despite over 120 expressions of interest over the last 4 years. But in the same period it transpired that the community cadet forces (principally the ACF) opened 43 Detachments in schools of which 13 were 'closed' and therefore run exclusively for the school.

significantly from person to person, but there are some additional motivators common to cadet forces which merit examination. Two separate pieces of work were commissioned to look at these issues⁶⁴ and the Review's recommendations are summarised below:

- a. Connection with the Service is important and Army and Air cadet volunteers value the status of the current 'Reserve' commission⁶⁵. But this commission (based on a comprehensive Armed Forces commission) draws some volunteers into HR processes that are inappropriate to the volunteer nature of their appointment⁶⁶. This causes real difficulty when things go wrong and distracts cadet force administrators from their primary task. A bespoke 'volunteer' commission with more appropriate terms seems the most sensible way forward, but it must be seen as a 'proper' commission and implementation will require detailed work and legislative amendments⁶⁷.
- b. CFAV's receive remuneration for a proportion of the time that they are conducting cadet activity. Given their commitment and responsibilities, and observing practice in other country's cadet forces, this long standing practice seems reasonable. But it is applied inconsistently within Defence⁶⁸ and is not understood across other volunteering sectors. It will clearly be difficult to close the remuneration gap between the Sea cadets and other cadet forces but given the similar commitment of the adult volunteers this should remain an aspiration. The Review judges that levels of remuneration should remain at current levels for now, but that for the Army, Air and CCF CFAVs payment for conducting activity should be related to total annual commitment and re-profiled appropriately, with cadet commanders retaining a degree of flexibility in early years. There is also scope to shift from the current rank based remuneration to one based more on the CFAV's role. It would also make sense for all cadet forces to have more control over rates and levels of remuneration as a normal part of running their organisations. In sum, this is a particularly sensitive issue where changes must be carefully thought through in close consultation with senior volunteers. A more common approach to CFAV remuneration should be the aspiration, accepting that *levels* will remain different for now.

21. It is therefore recommended that:

- a. Work is started to revise CFAV terms to include:

⁶⁴ Andrew Blowers (ex Army ACF Comdt) carried out an early pan cadet force review and this was followed by a separate review of RAF terms by John Middleton (RAF Area Comd). Both reviews reached similar conclusions.

⁶⁵ Army and Air cadet adult volunteers hold this commission and wear Service uniform and rank. Sea cadet volunteers hold 'honorary' commissions and have their own uniform and rank structure that mirrors but is separate to the RN.

⁶⁶ Commissioned Army and Air Cadet Adult Volunteers follow similar discipline and appeals procedures to serving Service personnel and can appeal up the military chain of command to Service Board level.

⁶⁷ This is a significant change that might only eventually be resolved through amendments to the Armed Forces Act in 2015. It may also be prudent to look at the status of non commissioned officers and thus review the complete volunteer package.

⁶⁸ Army and Air Cadet volunteers receive a rough average of around 20 days a year but Sea cadets volunteers average less than 5 days and at different rates. The MSSC does not receive sufficient Grant in Aid to raise this level.

- (1) A 'volunteer' commission whose terms more closely match the task for which the commission has been awarded. This should be introduced as soon as possible subject to legislative constraints.
 - (2) A remuneration package for Army, Air and CCF CFAVs, based on CFAV roles, which compensates for travel and subsistence expenses, and awards additional remuneration based on actual commitment over the year.
 - (3) A more consistent and improved package of other benefits.
- b. Cadet forces work towards a more common approach to remuneration, over time.

22. **Management Information System (MIS).** All agree that a single MIS is key to understanding cadet force operation and enabling a more joined up approach, particularly in CCFs where existing school-based MIS must also be a factor. It must be optimised to help the Volunteer run activity, administer volunteers, and provide key performance management information⁶⁹. A single cadet MIS is now part of the Personnel area ICT Capability Review and will be included in the business case. A capability road map will be produced for DCDS (Pers & Trg) by Jun 12. **It is therefore recommended that** subject to the approval of cost implications for each cadet force a single MIS solution is developed for Defence's cadet forces as part of the wider Personnel area ICT Capability Review.

23. **Skills Framework and Recognised Benefit.** All four cadet forces have the same broad purpose and intent⁷⁰. They provide a disciplined environment in which to challenge young people developing confidence, responsibility, self reliance and leadership. The formula is unique and powerful⁷¹ yet there are gaps in the public understanding of benefit and how this translates into qualification⁷². This could be rectified by taking a more cross-cadet force approach to cadet benefit and qualification⁷³, and promoting it with a single more powerful message. The Review envisages the creation of a skills framework which maps the current activity of all four cadet forces and shows how it aggregates to develop valuable life skills, as well as the more specialist qualifications already well recorded. Annex J shows how the three main cadet programmes might sit on a single framework and illustrates how the skills gained might be mapped across to life skills and then to more credible qualification and recognition. This sort of objective analysis of cadet programmes should also help highlight best practice and assist in mapping resources to scale of effort to outcomes more directly. **It is therefore recommended that:**

- a. A high level cadet skills framework is created which better articulates benefit and allows more objective mapping of resources to scale of effort to outcomes.

⁶⁹ The Review commissioned some work to scope the issue and a short supporting paper was produced – Cadet Force MIS: Towards a common solution (John Woods) dated 4 Oct 11.

⁷⁰ To provide a challenging youth experience which is founded on the values, standards, and activities of the three Services in order to help develop young people and stimulate an interest in the Armed Forces.

⁷¹ The Societal Impact of Cadet Forces, Graham Moon, University of Southampton Nov 2010.

⁷² For example there is no recognition after one year, the average cadet engagement, although the Cadet Volunteer Qualifications Organisation is now looking at qualifications for under 16s.

⁷³ Cadet Forces are currently pursuing separate initiatives developing 'Cadet Passports' (Army), and 'Cadet CVs' (RAF).

- b. A more credible external accreditation is pursued which properly recognises the ‘life skills’ elements of the cadet experience, is available at different levels from 13 to 19, and is widely respected by employers, local authorities and education establishments.
- c. A single lead is identified to take forward agreed elements of this work for all cadet forces.

HIGHER LEVEL POLICY AND IMPLEMENTATION

24. **Defence Policy.** The Review has recommended a more empowered Defence focus for youth development activity and suggested how this focus might also oversee the coherence of other external youth engagement activity (awareness and recruitment). This will, in effect, become the means by which the Review’s findings are implemented. The new focus should be led by a 1* and have sufficient capacity to take on current RF&C Div MOD responsibilities for youth and cadet policy, as well as playing a more proactive role in cadet force coherence and development work (in effect implementing this Report). This would only require a small increment (3 posts) over and above the current MOD youth and cadet liability (5 posts and half a 1*). It is important that this focus is correctly placed within Defence. DCYP was set up in 2010 under new 2* leadership to provide a high level policy focus for all Defence’s responsibilities for children and young people. The Directorate’s focus so far has tended to be towards ‘internal’ engagement (Service children, recruits and young Service personnel) where it works very closely with other Government departments on the young people aspects of the Armed Forces Community Covenant. RF&C Div pick up ‘external’ engagement (principally cadet forces) but this competes with the very busy and diverse Reserve forces portfolio. There are clear advantages to a single 2* handling cross-Government arrangements for Defence’s internal youth requirements (as part of the Armed Forces Covenant) and its external youth contribution (cadets and development programmes). Future arrangements should bring DCYP and the 1* youth focus more closely together and place them under the same high level 3* proponent. More detail is at Annex K. **It is therefore recommended that:**

- a. D Defence Youth Engagement (new post) subsumes the high level youth and cadet responsibilities from RF&C Div (adding MOD policy for youth awareness and recruitment activity), and becomes a more empowered MOD policy division charged with implementing the Review and guiding the development of Defence’s youth and cadet activity.
- b. The Council notes the advantages to DCYP becoming the 2* high level policy authority for all Defence’s engagement with young people (external and internal).
- c. A transition plan is drawn up which maps the developing role of DCYP, the formation of DDefYE, and the implementation of this report for agreement and final decision by the 3* Youth and Cadet Steering Group.

DEFENCE YOUTH ENGAGEMENT REVIEW

- d. Once the transition plan is agreed, a decision is made on who holds the Defence higher level 3* authority for youth and cadet policy – DCDS (Pers & Trg) (who currently manages RF&C Div), AG (who currently manages DCYP, for Defence), or another Service⁷⁴.
- e. High level committee structures are amended accordingly to reflect new arrangements.

25. Recommendations and Initial Work. A summary of the Review's recommendations is at *Annex L*. The list below gives a feel for the early work required.

- Draw up transition plan for formation of D Def Youth Engagement and the higher level architecture
- Set up regional agents
- Do some urgent work to audit cadet activity in schools and CCFs
- Gather initial ideas and produce the first draft of a contingency plan for expansion
- Establish youth development activity as a Defence task
- Commence project work on MIS, skills framework and adult terms

26. Presentation. The Review presents an opportunity to increase the profile of Defence's youth engagement work at a time when this activity has growing national importance. Once the report has been agreed, a shorter summary of the Review and its key recommendations will be produced for both internal and external audiences. A separate Communications Handling Plan will also be produced.

Executive Summary

Annexes:

- A. Terms of Reference.
- B. Consultation List.
- C. Past Studies and References.
- D. Type and Scale of Current Youth Engagement Activity.
- E. Current Responsibility for Activities and Outcomes.
- F. Service Youth Outreach Programmes.
- G. Linking Activity to Outcome.
- H. Cadet Force Cost and Resources Data.
- I. Cadet Force Strengths, Weaknesses, Organisation and Details.
- J. Skills Framework and Recognised Benefit.
- K. Higher Level Defence Policy Focus.
- L. Extract of Main Recommendations.

⁷⁴ The Joint Force Command has been considered but youth engagement policy does not seem appropriate to its remit.

DEFENCE YOUTH ENGAGEMENT REVIEW

Annex A to Defence Youth
Engagement Review Final
Paper

D/DRFC/4/1/32

16 Nov 10

Study Team Leader

Copy to:

3* Youth and Cadet Steering Group Members

TERMS OF REFERENCE FOR A REVIEW OF DEFENCE YOUTH ENGAGEMENT

CONTEXT

1. Defence has an absolute interest in young people, and the values and standards associated with the three Services provide an attractive vehicle for youth development programmes. Not only does Defence have an undefined corporate responsibility to play a part in the Government's wider youth development agenda, but it is in the Department's interest to engage in public activity which promotes its values and standards and shows the organisation in a favourable light. Ultimately the three Services must also recruit around 25,000 young people each year.

2. This requirement is currently met by three separate and substantial recruiting operations which attract young people through a combination of advertising and activity, 53 University Training Units¹ and four separate Cadet Forces² neither of which are particularly coherent with the recruiting operation, and a wide range of other youth engagement and personnel development activity including Defence Dynamics, Student Presentation Teams, Educational Outreach, and Cadet Outreach. Taken together this activity consumes a significant amount of Defence resources³ yet there is no central coherence over these schemes, nor consistent measurable output, which might give confidence that activities are coordinated and cost effective. Concurrently the Government's youth agenda remains dynamic and ambitious with the trial of a National Citizens Service and other initiatives underpinning the Big Society idea. Defence needs to position itself both to contribute appropriately and to take advantage of potential opportunities.

PURPOSE

3. You are to conduct a strategic review to determine what Youth Engagement should be undertaken by Defence and how it can most cost effectively be delivered. Your review is to:

- a. Determine the Defence requirement for engaging with Young People.
- b. Recommend the posture Defence should take within the wider Government Youth Agenda.
- c. Propose options to deliver the Defence requirement.

SCOPE

4. The following areas should be addressed:

- a. **Determine the Defence Requirement.** What are the relevant wider Government (and consequent regional/devolved assembly) policies that should guide our engagement with young people? What are the Government's expectations of Defence? What are the MOD's requirements?

¹ 19 Officer Training Corps, 14 University Royal Navy Units, 14 University Air Squadrions, and 6 Defence Technical Undergraduate Schemes across 23 universities. Each has its own command chain, training support and administration.

² Combined Cadet Force, Sea Cadet Corps, Army Cadet Force and Air Training Corps.

³ Estimated running costs of £250m including Defence cadet forces £176m, University Units £55m, and Service recruiting.

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What are the requirements of each of the Services? What does this tell us about the nature of our future engagement? How can Defence remain connected more dynamically with the requirement in future?

b. **Establish Current Activity.** What youth engagement activity is Defence currently involved in, to what end, and at what cost? How does this compare with other organisations engaging in youth activity? To what extent is this activity meeting the requirement?

c. **Recommend Future Activity.** Assessing effect, risk, and costs, which activities should Defence focus on? Deal particularly with the balance between Defence run youth activity and engagement with other private and third sector youth organisations.

d. **Recommend Future Organisations.** How should these activities be governed (at all levels), prioritised, delivered and funded? Deal specifically with optimising safety, safeguarding, infrastructure and support services, management, funding (including non MOD sources), and links to other Defence assets such as Reserves and the Recruiting operation. Recommend options for future structures and command chains and deal specifically with the roles of the Service chains of commands, the RFCA, and youth sponsor organisations such as the ACFA and CCFA.

5. Whilst the Review will consider the role of the newly formed Directorate of Children and Young Peoples' (DCYP), it need not address DCYP's remit for Service Children Education. The review will include an analysis of recruiting activities designed to attract young people into the Services but not those activities that are an integral part of the recruitment process. You should derive a baseline for your study using current MOD and single Service policy and drawing on recent studies.

CONSULTATION

6. The review is to be conducted transparently and inclusively consulting widely with those organisations who may be affected by its findings.

REPORTING

7. An initial report is to be presented to the Youth and Cadet Council in Jul 11 and a final report in Oct 11. Written or verbal updates are to be provided to DCDS (Pers & Trg) or the 3* Youth & Cadet Steering Group as required.

PRESENTATION

8. A communications strategy is to be developed, in conjunction with DMC, to support the Review. This should emphasise Defence's desire to engage with young people in a more coherent, current, and effective manner, stressing that the Review is not a savings exercise.

Lt Gen
DCDS (Pers & Trg)

CONSULTATION/STAKEHOLDER/ENGAGEMENT LIST

Department	Appointment	Name/Contact details	Area of Interest	Engagement
Wider Government				
Number 10 All Party Parliamentary Group	Political Advisers	Richard Freer, Tim Colbourne, Michael Lynas plus Ross Able Thr' Leon		Meetings 4 May, 20 th Jun, 17 th & 25 th Aug 28 th Jun and 13 Sep at Westminster
Dept of Education	Ch School Standards Dir Sp CYP Group School Standards Cross government Youth Policy Group	Sue Hackman Penny Jones Anne Jackson Martin Bull Chris Caroe	AF Advocate Youth Groups Mapping	Email 17 Jan Visit 25 Jan Video Conf May Visit 17 Aug Briefing to - 14 th Jul
National Council for Volunteer Youth Services	Chief Executive	Susanne Rauprich	Youth matters	Meeting 22 Mar
Dept for Business, Innovation and Skills		Lizzy Ammon Cheryl Hodson		Email 17 Jan
Home Office	Military Liaison	Charlie Edwards Thr' James Wood	Youth matters	Email 10 Jan Meeting 18 May
Office for Civil Society		Peter Hatchard , Ann Watt ,Kate Engels , Sophie Chapman Philip Blond (Respublica), Nick Hurd MP	Big Society/NCS	Meeting 2 Feb
Challenge Programme		Diana Zvidra Paul Oginsky	National Citizens Service	Meeting 4 May
MOD				

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DCDS (Pers & Trg)		PA Sgt Sarah Swinscoe		OC 23 Nov 10 Brief 21 Jan 11 Once per month update briefings
MOD	Senior Claims Officer	Adrian Nash		Telecon May 11
Policy Director		Vincent Devine		Meeting 13 May 11
Hd RF&C		Staff	Youth, Cadet, UOTC, VEMT	Continuous
CTUKOps	Director	Cambel McCafferty Michael House		OC 19 Jan 11
Def RP/Strat Man		Cdre Russell Best		OC 6 Dec 10
Def Recruiting		Cdre Jonathan Woodcock	Tri Service Recruiting Working Group	OC 27 Jan 11
DMC		Chris Williams	Media & youth focus	OC 23 Nov 10
DCYP		Linda Fisher & Col David Cartwright	Service Children & Young People	OC 18 Nov 10
DIO (Ex DE/DTE)		Roger Talbot, Julian Chafer (VEMT)	Estate	OC 7 Dec 10 OC 13 Jan 11
DTE		Col Mark Waring Lt Col Richard English (D Trg SO1 Trg Strat)		OC 7 Mar 11
Defence Dynamics		Martin Hind	Education Outreach - Internet programmes	Papers and Telecon
Navy				
FOSNNI (Faslane)		Rear Admiral Martin Alabaster (Mark Wooller)	2* Youth and Cadets	OC 7 Dec 11 OC 11 Apr 11
Dep Comd Sec Fleet		Mr Simon Routh	Cadet/youth funding	OC 1 Jun 11
Captain Navy Recruiting (Portsmouth)		Capt Mike Davis-Marks	Recruiting	OC 8 Dec 10
FOSNNI Youth COS (Portsmouth)		Capt Colin Welborn Roger Armstrong (CCF)	Youth and Sea Cadets	OC 8 Dec 10 plus two more visits in 2011
MSSC (London)		Martin Coles & Capt Mark Windsor	Sea Cadets	Visit 6 Dec and various

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Sea Cadets	Comdt Offshore Trg	Jerry Bearne		Visit 24 Jan 11
Sea Cadets	Comd Southern Area	Andy Giles		Visit 24 Jan 11
Army				
CinC		Gen Sir Nick Parker	His request	OC 18 Mar 11
AG		Lt Gen Mark Mans	3* Youth and Cadets	OC 11 Jan 10
DRT (Ops)		Brig Jolyon Jackson	Recruiting	OC 17 Dec 10 and many phone conversations in 2011
COS PSC		Brig David Allfrey and replacement Brig Rob Nitsch	Youth, cadets, UOTCs	Discuss 17 Nov 10 OC 17 Dec 10 and May, Jun Jul, Aug & Sep 2011
DD Plans & Resources		Mr Chris Walker and Paul Edwards	Youth/cadet funding	Various
UOTC Study TL		Colonel Charles Roskelly	UOTCs	Brief 2 Feb 11
AD Youth and Cadets plus staff		Colonel Murdo Urquhart	Youth and Cadets	Meeting 12 Jan 11 and various meetings and workshops
Comd Army Presentation Gp		Colonel Jim Willis	Wider youth and student presentations	OC 21 Jan
51 Bde	Comd	Brig George Lowder	Op Youth Advantage	Visit 15 Dec 10 and several phone conversations Jun, Sep/Oct 11
42 Bde	Comd	Brig Bill Aldridge/Brig Nick Fitzgerald	Burnley Project & CASS Business School Report on Burnley Project Roll out potential for this Project across other regions	Visit 1 Feb, Sep/Oct/Nov 2011
49 Bde	Comd	Brig Andrew Williams	Cadet matters and sought views on cadet activities	Visit 31 Jan, Jul/Aug 2011
London	Comd	Brig Matt Lowe		Visit 27 Jan 10 with several phone conversations June and Sep 11
AWS and Service		Andy Simpson as POC for other Services	Service Families and children and	Visit 18 Jan 11

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Equivalents			wider youth advice	
Army Workshop for Policy and Regional delivery	Staff and Adult Volunteers	A wide selection of Cadet focused Army Staff and volunteers from London, south East and South West	Are there opportunities for better more joined up working at policy and regional level? How could that be developed?	All day 4 th June 2011
Air Force				
AMP		Air Marshal Andrew Pulford	3* Youth and Cadets	Meeting in Sep 11
22 Gp High Wycombe	AOC 22 (Trg) Gp	AVM Mark Green Jason Davies	2* Youth and Cadets	OC 19 Dec 10 OC 15 Apr 11
	SO1 Engagement and Coord	Wg Cdr Andy Green	Youth	OC 19 Dec 10
22 Gp Cranwell	Comdt and D Recruitment	Air Cdre Paul Oborn Wg Cdr Pete Jacobs	Recruiting SO1 Specialist Recruiting and Youth Outreach	OC 29 Nov 10
22 Gp Cranwell	OC 1 Elm Flying Trg School	Gp Capt Dave Lee	University Units	OC 29 Nov 10
22 Gp Cranwell	ACO/Comdt AC	Air Cdre Barbara Cooper Wg Cdr Sandy Sandilands	Air Cadets	Visit 29 Nov 10 and various meetings and phone calls in 2011
Air Cadet Conference		Senior Air Cadet staff and volunteers	Briefed on review and discussion	Visit 19 May 11
Air Cadets LASER	Regional Comdt	Les Hakin		Visit 26 Jan 11
Workshop for ACO - ACO HQ, Areas, Wings and Adult Volunteers	Staff and Adult Volunteers	A wide selection of staff and CFAVs from across the full air cadet spectrum of policy and delivery	How does it work? What are the opportunities for more joined up and joint working? How do we make the regional delivery work more effectively in support of the adult volunteer and cadet?	All day 9 th Aug 2011
Others				
Canadian Military Cadet	D Cdts & JCR	Colonel C.M. Fletcher - DCdts	Email correspondence & telecons	May/Jun/Sep 11

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Australian Military LO	Australian Army LO / ABCA STANREP (UK)	Lieutenant Colonel Paul McKay HQ LF (International Branch)	Emails and telecoms	May/Jun/Sep 11
Visit by Australian Sea Cadets	MOD visit	An opportunity to meet visiting Australian Sea Cadet leaders	Meeting to discuss mutual work	Aug 11
Study into the Societal Benefits of the Cadet Forces	School teacher, RNR and Adult Volunteer	SLt Julie Beaven CCF RNR	Paper on citizenship, schools and cadets benefits to all	May/Jun/Aug 2011
Melbounre University Australia	Future Generation Research – Generic Youth Development Framework	Dr Ani Wierenga	Emails and office call at Andover	16 th Jun 11 plus subsequent email correspondence on progress – Oct 11
RFCA	Chairman	Lt Gen Robin Brimms		Meeting 24 May 11
RFCA	CE	Paul Luker, Gary Bushell, Jonny Hackett	Youth and cadets	Visit 30 Nov, Jun and Jul/Sep plus several phone discussions
London RFCA	CE	Hugh Purcell	Youth and cadet, Project YOU, London Challenge, Sec to APRG	Visit 27 Jan 11
Lowland RFCA	CE	Robbie Gibson	Included discussion with Air, Sea, Army and schools reps	Visit 25 Dec 10
NE RFCA		Jonny Hackett	Included visit to Walker Academy and discussion with Air, Sea, Army and schools reps	Visit 24 May 11
ACFA/CCFA/ ACF Outreach	Secretary Chair CCFA Chair ACFA	Mike Wharmby Murray Wildman Malcolm Woods	Youth and cadets	Visit 30 Nov 10 Both Councils briefed 18 May 11 – Various phone calls and meetings – Sep
Challenge Programme		Daina Zvidra	National Citizens Service Pilot	Meeting 4 May 11
CVQO		Edward Woods, Peter Longfield	Vocational Qualifications and benefits	Visit 3 Feb 11 and several phone calls Sep 11
Youth United		Peter Cruddas, Stephen Cox & Member	Youth Organisations, Charities/NCS	Attended Meeting 3

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		Orgs	and Big Society	Mar/Jun 2011
Prince's Trust		Peter Lister Martina Milburn – CEO Rick Libbey – Wales & Service Adv	Community Development, young people team participation	Meeting 10 Jan 11 Meeting 12 May/ Sep 11
Scouts	Director Prog	Stephen Peck		Meeting 4 May 11
Skill Force	CEO	Peter Cross		Several phone calls: Jun- Sep 11
Social Justice Foundation		Heather MacLeod	Community Development	E Mail 23 Nov 10 and meeting with AG on 17 th Oct 11
Our Ladies, Oldham		Glyn Potts	ACF in school – provides alternative learning pathway	Visit 23 Feb 11
ACF staff and CCF Contingent		Discussion Andover		Continuous
Active Change Foundation		Chris Donnelly & Lesley Simms (Salisbury)	BME/Young People	Brief 24 Nov 10, Meeting with AG and ACF Oct 11

DEFENCE YOUTH STUDY/PAST STUDIES/REFERENCES

Study Title	Date	Aim	Author/ Sponsor	Principal Recommendations
Government Sponsored				
The Nations Commitment – Cross Govt Support to our Armed Forces, their Families, and Veterans	Jul 08	Mitigating disadvantage of AF on families and dealing with wounded	HMG	Signposts future work on Every Child Matters and 14 – 19 Reform programme.
The Nation's Commitment to the Armed Forces Community	Jul 09	How to secure consistent and enduring support for the Armed Forces	HMG	Legal duty on public bodies. Charter for AF community. Local AF advocates.
Building a Stronger Civil Society	2010	A strategy for voluntary and community groups, charities, and enterprises	HMG	Sets out scale and nature of opportunities being made available to civil organisations, the practical measures that the Govt is taking to support the sector, and discussion of how infrastructure organisations can be best improved
Opening Doors: Breaking Barriers – A Government strategy for Social Mobility	April 11	Everybody has a fair opportunity to fulfil their potential regardless of the circumstances of their birth	HMG	The lack of social mobility is damaging for individuals and it leaves the country's economic potential unfulfilled. These will require a long term view and is for the whole society not just government
Manifesto for Change – Commission on the Future of Volunteering	Jan 08	How to make volunteering the DNA of our Society	England volunteering Development Council	Raise profile of volunteering, produce volunteering Champions, access to volunteer funds, removing obstacles to volunteering, employer supported volunteering, modernisation of volunteering, training at every level and Government support
Greater London Authority – Time for Action	Nov 08	Equipping Young People for the Future Preventing Violence	Mayor of London	A wide array of recommendations essentially calling for greater collaboration and partnership to deal with the quarter of Londoners who are U19 yrs old
Coalition Government Paper – Policy for Youth	Sep 11	'Positive for Youth'	HMG	A Paper being circulated Nationally to engage a wide array of people who are to respond to the draft by 29 th Sep. Lead is MOD RF&C
Review of Australian Defence Force Cadets	Nov 08	Actions required to improve the ADF cadets	Australian Defence Force	Recommended TriSvc structure funded direct from Defence budget. Very helpful comparator
Private/3rd Sector				
Report of the Commission on	Jan 08	As title	Commission	Encourage a cultural change in how we think about volunteering. Sort out

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the future of volunteering				the infrastructure that supports volunteering. Mainstream good practice. Rethink risk. Remove barriers. Value diversity.
Catch 16-22	Mar 11	Coalition to stop the use of child soldiers	Coalition – human rights	Recommend 18 is minimum age for recruitment into Armed Forces and not 16 years old.
Operation Youth Advantage+	2010	Scotland – working with Agencies to lift young people out of disaffection	Scottish government	Police and Military working together to improve life chances for young people badly disaffected and involved in crime see other opportunities
MOD Sponsored				
MOD Activity in Schools and Universities – Strategy for 90s			Brig Duffell	
Cost Effectiveness of the CCF	Dec 86		D Army Reserves and Cadets	Improve dissemination of information, administrative support, enhance SSIs
Strategy for the Delivery of MOD Youth Initiatives	Apr 05	As title	RF&C	Draws together the disparate bits contributing to youth policy. Formed MOD youth council.
DOC Audit: Review of Cadet Activities	Sep 05	Examine assurance mechanisms, review effectiveness of delivery on ground and confirm duty of care appropriate	MOD DOC	Need to clarify policy and longer term strategy for cadets. Funding mechanisms not robust. Second order consequences of estate rationalisation, importance of footprint. Improve training and administration. Harmonisation of governance regimes.
MOD Engagement with Schools	Jul 07		DGMC	
The Burnley Youth Engagement Pilot – 42 Bde	Apr 09	Explain the essence of the the Burnley Pilot with recommendations on the way ahead	Comd 42 Bde	No quick wins for military and need to be sustainable, engage first and recruit second, Project should be transferable to other regions, community involvement and contribute to regional and National targets while blistering onto successful and established activities
Report on the Strategic Review of Reserves	2009		Gen Cottam	
Report into the Sustainable Expansion of the Cadet Forces	May 09	Last big Tri-Svc look. Source of data and ideas	Hd RF&C	<p><u>Strategic principles:</u> Attractive offer for volunteers (as CofG), cadet experience must remain rich, cadet forces more cooperative and flexible (more coordinated support), complex funding arrangements (public and non public), Cadet 150 an opportunity.</p> <p><u>Strategic recommendations:</u> Ensure safety, identify costs (complete), develop partnerships, study into benefit (complete), expand by 6000 air cadets by 2015, review equipment provision, develop cadet estate plan, review CCF structure and governance.</p>
The Defence Dynamics User Audit	May 09	Research to judge effectiveness of DD on line	Ipsos MORI	Users largely positive. Usage occasional rather than frequent. Potential to improve site usability. Material must be balanced and not recruitment

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		teaching resource		orientated. Only about 1% of teaching population use the site.
Phase 1 - Cost of Cadet Forces Studies	Mar 09	Identify the full costs of MOD sponsored Cadet Forces	MAS(A)	Earlier report – superseded by Phase 2
Phase 2 - Cadet Forces Financial Baseline	Sep 10	Identify the full cost of MOD sponsored cadet forces	MAS(A)	Agreed total annual costs of £153,208,000 with additional non public contributions of at least £17,230,000 (not possible to calculate school contributions). Fixed assets calculated at £12,220,000. Manpower the key cost driver. Suggests further work on manpower attribution and precise nature of non public contributions.
Societal Benefits of Cadet Membership	Nov 10	Academic study into the benefits and societal impact of cadet forces	Universities of Southampton and Portsmouth	Compelling evidence on the value of cadets to both young people and to the adult volunteers. Current and relevant
Value of CVQO programmes	Nov 10	Evaluation of true social value of CVQO programmes for young people and adults	Ecorys	Powerful statistics the value of the CVQO programme (principally BTech and City and Guilds). Current and relevant.
NCS Application (D/DRFC/4-01-31 dated Oct 10	Oct 10			
RN Sponsored				
Naval Service Policy on support to Cadet Forces	Dec 09	Capture in a single document an all-encompassing government & MOD Youth strategy plus RN agreement to support the Naval Cadet Force	FOSNNI Youth	To implement strategy: Need- Provide adequate resources to the NCF Enhance the understanding and reputation of the Service Take every opportunity to make young people aware of RN careers Fully compliant with govt legislation across youth matters
Naval Review of Cadet Activities by Director of Operational capabilities (DCO)	Sep 05	Examine assurance mechanisms , review the effectiveness of delivery on the ground and confirm duty of care is appropriate	VCDS	
Army Sponsored				
Review of ACF Command, Control, and Administrative Structures	Mar 00		AMCS	
*Cook Report	Sep 00		DIGTA	ACF Paid Days Working
SHEF and Training Safety in ACF and Army CCF	Jan 05		Army RF	
APRC Paper - Attracting and Developing Young People	Nov 06	New approach to attracting and developing young people	DAPS	New approach. Attract more from FE sector. Gradual reduction in U18s.

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A review of the Army cadet Force 1227	May 07	Examine organisation and processes of ACF (structure, manning, resources, C2)	MCS(A)	Significant review of ACF. Status quo for triumvirate but tighten responsibilities, merge some ACFs (600 to 800 optimum size), reduce administrative burden on CFAV, retain 28 PTDs, encourage CFAV specialist appointments,
Cadet Compliance Review (CESO(A)/1822 dated 28 Sep 07)	Sep 07		CESO(A)	Response to safety legislation
Army Cadet Force Safety Management Review	Mar 08	Review of safety management in advance of Corporate Manslaughter and Homicide Act	CESO(A)	Enhance training and numbers of TSAs. Fund equipment table. Reporting accidents. More regular and appropriate auditing of cadet units.
Are we getting VFM from the ACF	2008		Brian Court	RCDS Dissertation
Army Youth Engagement Study	Jan 09	Scope current involvement and identify areas for change	Brig Crane	Comprehensive Army youth policy covering cadet, recruiting, and partnerships. Army youth champion (AD Youth and Cadets). Improved linkages between Services at Regional level.
Review of the Army Cadet Force 1278	Feb 09	Recommend optimum organisation and management in light of Govt expansion intent	MCS(A)	TDT for CTC (complete), responsibility with Comdt or regional comd (complete), TSA per county under Bde Comd (complete), senior TSA, funded ET, G4 assistant, AO assistants. Requirement to review CTTs. Did not recommend further mergers.
Burnley Youth Engagement Pilot	Apr 09	Military assisted youth engagement in difficult areas	Comd 42 (NW) Bde	Established some useful principles for youth engagement (long haul, engage before recruit, invited by community, keep small and defined, measure success, build on established activity) and criteria for future success.
Review into Cadet Governance	Mar 10	Governance of ACF and CCF	Army Inspectorate	Full compliance with past reviews constrained by finance. CFAV incoherence. Need to coral TSAs better, CTTs not fit for purpose, CTC not DSAT compliant. Need single point of authority, responsibility, and accountability. Army implementing (Action Plan)
OTC Study	Dec 10	Review Army UOTCs	AG	Purpose of UOTCs – shift gently towards recruiting. Wider net, unpaid, first year. From 2 nd year, TA officer training focus. Become TA officer training focus. More companies under each CO. C2 Regional Comds to DG ARTD.
RAF Sponsored				
LASER Working Group 20-20 Vision – stage 2	2008 - 2020	State of ATC position and performance – as is now.	COS ACO	Four satge process to evalauate where ATC is and then develop a 'to be ' process by 2007
ATC 2009 Cadet and Staff Survey Results plus two supporting Survey Data Annexes		In order to direct appropriate change and improvement, including an increase in cadet numbers to 50,000 by 2018		The ATC organisation requires objectively derived evidence including the views of cadets and staff about their motivations, important issues and influential activities.
Benefits to the RAF of the ACO	July 09	The aim of the paper is to	HQ RAF	The RAF Command Scientific Support Branch was tasked and produced a

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		report the degree of association that has been found between ACO membership and RAF operating costs		comprehensive report. Recommendations confirmed that ACO maintains a subtle, effective and delicately balanced approach to recruiting (Average 47% pilot & Navigator and 38% other trades) and therefore leave as is. RAF IT system needs better data collection on cadets. Financial implications is that ACO reduces RAF operating costs by £11.41M
Other Written Contributions to the Study				
Generic Youth Development Framework - University of Melbourne	Aug 11 Sep & Nov	Generic model that has National and International value	Dr Ani Wierenga	Best practice in youth development framework that has practical application in youth development organisations Regular updates on progress through email and documentation Australian YDF scheme as agreed by Parliament and Government and Defence launch on 1 st Nov 2011
Submission to Review	2011	Providing the Cadet Experience at better Value	Col David King	State school pupils in private school CCFs. Hard target for increased CCFs in state schools. Expand community cadets to capacity.
Submission to Review	2011	Proposal to set up CCF in Academy	Philip Burley Chair Governors	Bid to build CCF in a new Academy. 136 cadets.
Submission to Review	2011	Advice on cadets in schools	Peter Lonsdale	Seeking national cadet structure. Regional authority. Make it easier for the volunteer. Single IT system. etc.
Submission to Review	2011	Establishing cadets in difficult schools	Glyn Potts ACF and teacher	Founder of ACF detachment in Our Lady's Manchester.
Dissertation	2010	Manchester University	Jackie Harte from G Potts	Empirical investigation into the relationship between identity, attitudes, behaviours, and inter group relations of adult volunteers of the ACF using social identity approach to inter group behaviours
Submission to Review	2011	Personal Development Activity	CRR Scotland – 51 (SC) Bde	Developing military leadership and PDA as an integral part of Scotland's social development agenda.
Submission to Review	4 th Aug 2011	To inform on the key CCF Issues	Brig (Retd) Mike Wharmby Gen Sec CCFA	Response to DYER Interim Paper – Points that need to be taken into account while determining the future delivery of the CCF
Canadian Defence Forces, Ottawa - Cadets Planning	2007 to 2011	Cadet Programme Planning Guidance	Col Craig Fletcher - DCdts Canadian Defence Force	Direction, guidelines and objectives over 5 years for the development of the Canadian Cadet forces (60,000)
British Army – A Balance of Capability for an Unpredictable World	Oct 2011	A Chris Donnelly Book containing some 45 essays by a wide range of contributors drawn from the military and civilian academic community	Chris Donnelly through the Institute of Statecraft	The Armed forces and the Big Society – Reaching out to the Nations youth brings proven benefits for the whole community

DEFENCE YOUTH ENGAGEMENT REVIEW

Submission to the Review	Mar 2011	The Cadet Force Adult Volunteer – tri service	Col Andrew Blowers & Cdr Bushell	A resume of the CFAVs status across all three services – difference in TACOS, costs, numbers and ethos
Submission to Review	28 June 2011	DYER Volunteer Pay and TACOS Options	Colonel Andrew Blowers	A detailed consideration of CFAV pay, Options to reduce and recommendations
Submission to Review	5 th Sep 2011	Tri Service Cadet Output Costing Report	Piers Vimpany FCA	Report and investigation on: <ul style="list-style-type: none"> - Link funding to cadets outputs - Consider a consistent approach linking funding to cadet experience

CURRENT YOUTH ENGAGEMENT ACTIVITY - SCALE OF EFFORT

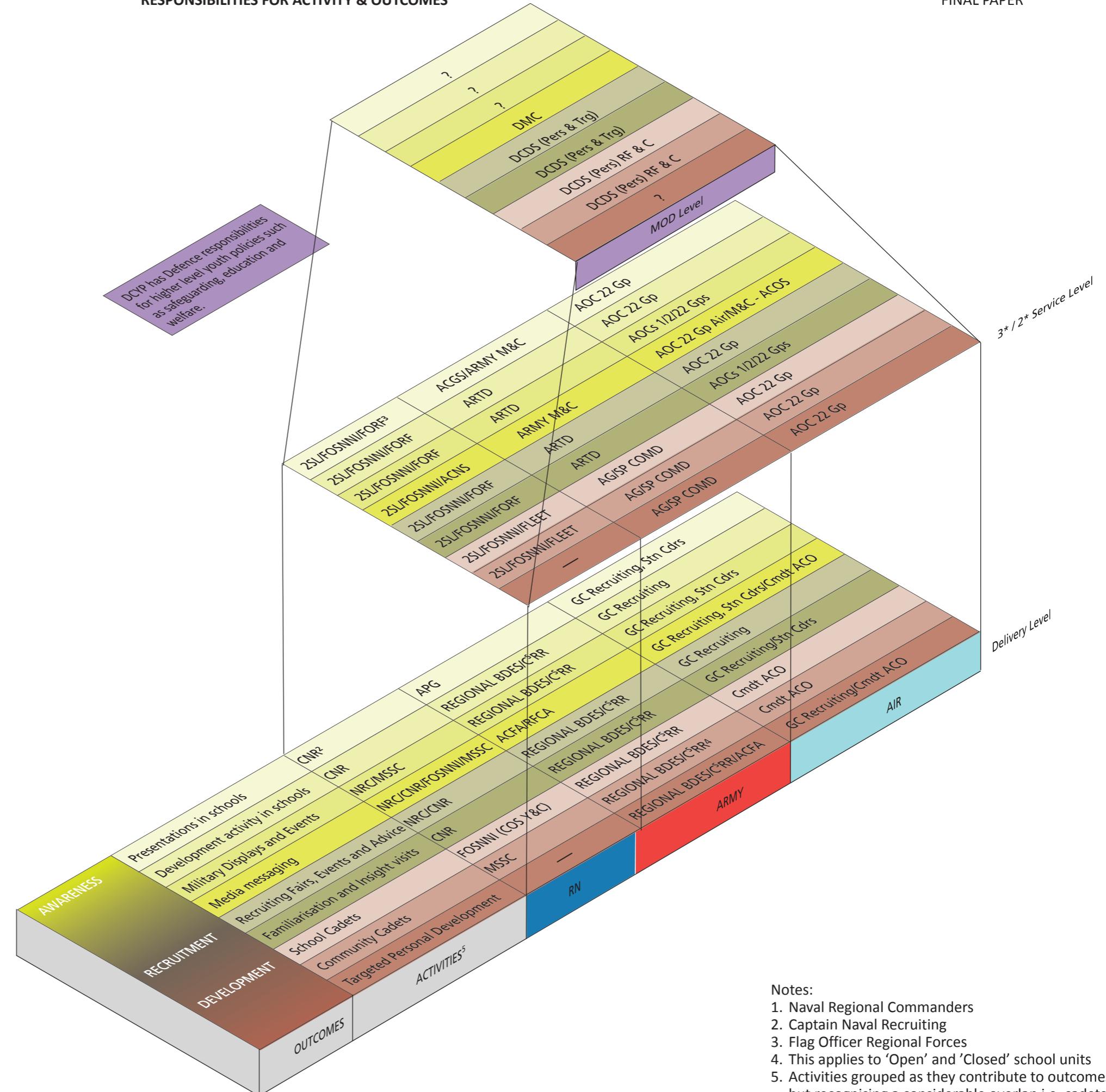
Activity	Detailed Definition	Service Scale and Effort			Defence Involvement
		RN	Army	Air	
Presentations in Schools	Activity designed to inform young people about the Armed Forces and their role in the world. Includes presentations, discussions and problem solving,	9,000 youth Up to 1 day a year	60,000 youth Up to 1 day a year	56,000 youth Up to 1 day a year	Separate Service engagement with Limited cooperation. Youth presentation teams currently being withdrawn & Defence Dynamics has closed
Development Activity in Schools	Team building and other group activities, normally organised in schools, up to a days duration, and aimed at cohorts of pupils. Principally conducted by recruiters.	85,000 youth 1 day a year	290,000 youth 1 day a year	51,000 youth 1 day a year	Separate Service engagement with Limited cooperation MOD Civil Service take 2,500 youth for 1 day a year
Military Displays and Events	Covers a wide range of events in the community and in bases where young people are 'entertained' by elements of the Armed Forces. Normally involves recruiting teams	Youth engagement not recorded	Youth engagement not recorded	Youth engagement not recorded	MOD (DS Sec) coordinates high profile events. No young people messaging focus
Media Messaging	TV, Print, Web and social network activity conducted by Defence with the aim of engaging young people	Not recorded – see Note 1	Not recorded – see Note 1	Not recorded – see Note 1	No DMC young people engagement focus
Recruiting Fairs, Events and Advice	A variety of military displays and events held in the community and military bases with the purpose of attracting interest in an Armed Forces career Careers Advisers also visit local schools giving contextual presentations, and web based and other awareness centred curriculum support <i>Run by service recruiting organisations</i>				
Familiarisation visits, Insight courses, and	Military familiarisation visits designed to give potential recruits a taste of Service life, run by recruiting organisations and	13,500 youth 1 to 5 days a year	52,000 youth 4 days a year	16,500 youth 1 to 5 days a year	Separate Service engagement with

DEFENCE YOUTH ENGAGEMENT REVIEW

military preparation	normally on military bases. Includes other courses run by Defence in order to prep potential recruits for training				limited cooperation Defence runs trg for 150 youth 1 day pa
Cadet Activity in Schools	Combined Cadet Forces but also community cadet force detachments operating in schools and to school timings (Combined into contingents but different Service chains and policies)	5,500 cadets 25.5 days a year (av)	30,000 cadets 25.5 days a year (av)	10,000 cadets 25.5 days a year (av)	MOD coordination for most (but not all) cadet activity in schools
Community Based Cadet Activity	Sea Cadets, Army Cadets, and Air Cadets operating in the community or on schools premises (but not in school time)	14,000 Sea Cadets 700 VCC 5,000 Sea Scouts Average ranges: 30 - 64 days pa Sea Cdts 30 - 51 days pa (Scouts)	47,000 ARMY Cadets Average ranges: 30 - 60 days pa	35,000 ATC Cadets 1,807 young in 36 UK Air Scout Gps . Average ranges: 30 - 56 days pa	MOD coordination. But separate Service policies.
Service Outreach (Targeted Personal Development Activity)	Team building and other group activities that are targeted against particular individuals or groups of young people. They are normally organised with a third party (local authority, police, community leaders, etc) and are designed specifically to help develop the individual rather than encourage recruitment.	9,000 youth 1 day a year Cadet Outreach 180 youth 6 days a year (RESPECT Portsmouth)	35, 000 youth 1 day a year & 1,350 youth 5 days a year Cadet Outreach 800 youth 5-8 days a year ACFA/Charity utilises Adult Volunteers & Cadets in 20+ Counties	12,000 youth 1 day a year Cadet Outreach 30 youth 3-5 days a year	Separate Service engagement. Limited cooperation. MOD interest in PREVENT – Burnley Project

Observations and Deductions				
<ul style="list-style-type: none"> No clear Government or overall Defence Youth strategy. Gaps in coherence and coordination at Defence level across 9 activities and including DCYP. At the Delivery Level there is little or no coordination between the Services across the 9 Activities. Degree of coherence between responsibilities for outcomes and delivery of Activities varies between Services. 				

Responsibilities for Outcomes				
OUTPUT	Defence	RN	Army	Air
Awareness	?	FOSNNI	ACGS	AOC 22 Gp
Recruitment	DCDS (Pers & Trg) (CNR)	FOSNNI	ARTD/RG	AOC 22 Gp
Development	DCDS (Pers & Trg) (RF & C Div)	FOSNNI	AG	AOC 22 Gp



Service Outreach Programmes**Background**

1. Today's young people (some 4.6 million 13 to 18 year olds in the UK) are the recruits of tomorrow, future gate keepers, tax payers and decision makers. It is axiomatic that the military needs to engage, attract and retain a wide selection of young people, and to keep abreast of changing national demographics. This forward look suggests the need to engage with Black and Minority Ethnic (BME) communities, from where the Army estimates it will draw 24% of recruits by 2020, and other 'hard to reach' groups. Properly targeted, these Outreach programmes can make a wider contribution to National Resilience, prepare the ground for future recruitment, and increase regional influence and support.

2. But there are presentational risks with Outreach activity (which is offered to help communities) being too overtly linked to recruitment. Working with more challenging communities is a specialist area that requires professional expertise, it may be difficult to explain its relevance to hard nosed finance staff, and there are dangers of setting up expectations that might not be realised as resources continue to be squeezed. This all suggests the need for clear policy to help guide and then support decision making, and a stance of working in close support (collaboration and partnership) with partners rather than in any lead capacity.

Armed Forces Current Involvement

3. The Services all place Cadet Forces as the Main Effort in their broader youth development programmes but a number of more targeted youth development pilot schemes have been trialled across the UK, with the Army, who have the largest military 'footprint', clearly most active:

- a. **ACF Outreach.** Last year the ACF Charity has conducted some 29 Outreach Activity Programmes for over 1,000 disadvantaged young people in 25 counties with some significant success. *Details are at Appendix 1*
- b. **RN.** In 2009, The RN piloted a Social Inclusion Scheme in Portsmouth called 'Visit and Learn' to broaden disadvantaged young people's knowledge of what is available to them and to give guidance on future employment, education and training. The scheme engaged a small group of around 30 disadvantaged young people, some of whom later joined the RN. Resource and timeframe challenges have meant that the RN has not repeated this scheme but recently support was given to the 2011 NCS pilot scheme in Portsmouth.
- c. **RAF.** Many RAF Stations, through the Youth Activity Liaison Officers (YALOs), conduct personal development activities in support of the Prince's Trust Team Programme and Government Social Exclusion Initiatives. Station initiatives are detailed *at Appendix 2*
- d. **Army Regional Brigades.** The Army through its Regional Brigades (Recruiting staff) have managed a number of programmes, two of which engaged some 2,000 young people from different elements of society:
 - (1) 42 (North West) Brigade – Burnley Project – '*Making a difference in Burnley*'. *Details at Appendix 3*
 - (2) 51 (Scotland) Brigade – Youth Advantage Outreach Programme. *Details at Appendix 4*

An External View on military support

4. A comment from **Forward Thinking**, an Army Programme Partner, gives a strong indication of the need and value the military can bring to bear in some complex and sensitive communities:

'Engagement with the Army we find, exposes young people to values that can help them to become a more

fulfilled person: they learn self-respect; respect of peers and seniors, discipline and a sense of purpose and responsibility. It also provides adventure and reward and promotes social integration, team spirit, and a sense of civic pride. These are the values and qualities that can help to overcome some of the obstacles to engagement that are prevalent in sections of the Muslim communities in the UK a sense of confused identity and marginalisation, an impotence and resentment at perceived injustices often result in a sense of alienation from the wider community and British Society as a whole'.

Deductions and Principles for future working

5. Currently military engagement with Youth varies across the country and relies on local initiatives, the enthusiasm of volunteers and the building of relationships in the civilian communities. Notwithstanding some key deductions can be made from this limited Service Outreach experience:

- a. The military is doing some excellent work with young people. It can be seen as relatively cost effective work set against the cost of youth crime at £1.2 billion a year¹ and youth under achievement and unemployment estimated at a further £155 million a week.
- b. Taking note of how a few Nations² have invested in a Defence National Youth Development Frameworks, how other youth development groups are engaging and looking at some of the not insignificant UK regional pilots³, there are a variety of valuable lessons to be learned. If Defence is to be engaged in this type of wider youth engagement then these lessons will need to be articulated, best practice disseminated and policy guidelines offered. Early thoughts on the sort of questions that a youth development estimate might address are:
 - (1) What is the effect intended?
 - Who will benefit?
 - Is the effect tangible and deliverable?
 - Is there an objective against which success/achievement can be measured?
 - What is the Defence benefit (immediate? Longer term?)
 - (2) How well supported is the activity?
 - Who is sponsoring and supporting?
 - Is the activity endorsed at the highest level in the sponsoring organisations?
 - What is the sponsoring contribution and liability? Is there confidence that it can be delivered?
 - Are there any agencies that are not supportive?
 - (3) What is the military contribution?
 - What is the detail of the military contribution? Is it clearly defined?
 - What are the costs (cognisant of MOD regulations)?
 - Is there a case to waive charges?
 - What is the military liability? Is it sustainable?
 - Is the contribution building up expectations that may be dashed in future?
 - (4) What are the benefits and risks to Defence?

Appendices:

Appendix 1 - Army Cadet Force Association (AFCA) – Outreach

Appendix 2 – RAF Station Initiatives

Appendix 3 - 42 (NW) Bde – The Burnley Project

Appendix 4 - 51 (SC) Bde – Youth Advantage Outreach (YAO) & Operation Youth Advantage + (OYA+)

¹ Princes Trust figure for 2010

² Australian Youth Development Framework dated Oct 11

³ Initial Report on the Army Engagement in *the making a difference in Burnley Project dated Nov 11*

The Army Cadet Force and the Army Cadet Force Association Outreach Programme

Background

It has long been recognised that many of the children most in need of the ACF's influence will not come forward because of their disadvantaged family, social or educational circumstances. Instead this group of children, usually isolated and insecure, fall prey to bullying and are often drawn to petty crime, anti social behaviour, general social disengagement and only poor educational attainment. Following a local ACF initiative in Durham in 1994, ACFA recognised that by making an abbreviated form of the Army's 'cadet experience' available to small groups of disadvantaged and disaffected children, remarkable changes in their outlook on life could be brought about. This also provided an opportunity to positively promote the ACF in the local areas. Over the following 15 years the single project in Durham involving a dozen children has evolved into an enduring national⁴ programme. Some 1,000 non-cadet teenaged participants are brought to Outreach Projects, each year, by partner organisations under agreements set up on a County basis.

Current Programme

Individual Outreach Projects are voluntarily run at the discretion of ACF county cadet commandants. They appoint an ACF adult volunteer as the project officer to plan and execute the project and find local partners (a school, youth charity or group, police youth team or social services). Pre-project activity includes selecting participants, organising consents and developing a relationship with the partner organisation whose own staff will play a key role during the execution of the project itself. The young volunteer participants, ideally aged between 12 to 15⁵ years old, will typically spend 8 to 10 days undertaking Outreach:

- a. A 'discovery day' where participants get a feel for what they will be undertaking later and begin building relationships with the ACF senior cadet as well as the partner's staff and the other participants.
- b. The residential phase of 5 to 7 days – this is the heart of the programme where challenging but fun team activities, usually undertaken in the margins of a military training area or national park, take participants out of their comfort zones. Positive ACF adult and senior cadet role models are crucial. Part of the programme involves elementary 1 star Army Proficiency Certificate (APC) activities although weapons and shooting are not included – but is often seen as the carrot for those who go on to join the ACF as cadets.
- c. Projects generally conclude with a 'recognition day' which takes place back in the participants' own community and where community leaders, youth workers, teachers and the participants' own family are invited to hear how well individuals have done and see them receive awards and qualifications. The real journey for these young people starts on completion of the Outreach Programmes, when the partner organisations take the lead for further development and mentoring.

Project Support

Although this is a national programme it is delivered as County run projects. The ACF Charity funds all the Outreach posts: County project officers (Captain CFAV) are supported by experienced regional Outreach volunteers, the ACFA national Outreach Team (an ACF Lt Col as Project Coord Officer and a part time project support officer) . The success of these programmes is undeniable (see results and youth comments below) but the Programme is dependant on the

⁴ Projects were run in all four home nations in 2011.

⁵ Younger and older children have taken part in projects in the past but a successful outcome is less assured.

right number and quality of Adult Volunteers with the time and the right skill set, to engage in this potentially delicate and complex arena. This supervision cover tends to limit further expansion in many Counties.

Results

ACF Outreach is a highly cost effective, early intervention and youth crime diversion programme which has positively re-shaped the lives of almost 10,000 young people, over a 10 year period. These Outreach Programmes are successfully promoting the ACF, the Army and Defence but are also positively influencing local communities. The 2010 results⁶ show that some 932 teenagers voluntarily completed the programme of which:

- 84% showed measurable improvement in their attitude to achievement
- 85% of those already with a police warning have not re-offended
- 87% have shown a measurable improvement in behaviour⁷
- 78% of those who entered the programme having been excluded from school have not been excluded again.

Participants leave with higher self esteem, a sense of achievement and improved team skills. They can take with them the Heartstart qualification as well as OCN Learning4Credits and BTEC qualifications with EDEXEL – the qualification are sponsored by the partners.

Costs and Funding

The £348 cost of an Outreach participant is modest set against other national programmes. Outreach is entirely funded by charitable donations made through ACFA or by partners who provide grants of public and private monies to local projects. Projects are planned and delivered by ACF adult volunteers but draw no other resources away from the core cadet programme; Paid Training Days (PTDs) and volunteer travel costs are paid but are funded by ACFA.

Youth Comment on Programme

"In short, Outreach has given me focus, kept me out of trouble and given me a real direction in life. I have grown in confidence and have been chosen to speak in front of friends, parents, local dignitaries and even HM The Queen's representative in Cornwall. When I leave college I feel more prepared than I did to take on new challenges that will face me in the workplace. Everyone says my future is bright. Thank you Outreach".

"This programme has improved my behaviour and my attitude towards school and my family. It's made me think about what I say to people".

⁶ Both 3 months and 9 months after these courses, the referral agencies are asked to evaluate the participants' ongoing behaviour – 2009/2010 figures

⁷ Evaluations made about the participating children by the referring partners – schools, youth charities, police youth offending officers and social services.

RAF Station Initiatives (facilitated by YALOs)

Youth Offending Service & Young Victims Support, Lincolnshire

RAF Waddington provides a significant quantity and range of resources to The Lincolnshire Youth Offending Services and this falls broadly into 3 activities.

- a. **Activity Days:** These are run approx 3 times a year and involve 14 to 16 Young Offenders at a time from the Lincolnshire area who come to the station and are given a practical experience of active life in the Armed Forces. The aim of the day is for the attendees to learn the merit of a uniformed organisation and critically, to understand the importance of discipline, cooperation and teamwork. The day is deemed a hugely beneficial character building exercise by Youth Offending Service staff.
- b. **Supervised Workshops:** A number of Offenders are engaged in supervised afternoon and evening sessions in a Station workshop once or twice a week. As well as learning practical skills that will help them integrate better into society, the young Offenders' excellent products are sold with the proceeds going to charity. The latest development in the workshops initiative is in partnership with the Police Force, whereby unclaimed stolen bicycles are being overhauled, renovated and returned for sale towards other worthwhile causes. This initiative has featured on local television.
- c. **Young Victims of Crime Day:** Waddington run a 'young victims of crime' day for approx 8 persons. The aim of these continuing events is to build confidence in the victims who have often been traumatised by their experience and to recover some sense of 'joie de vie' and purpose in their lives.

Op Rise Above the Rest

Historically Police Constabularies and the Army have worked together, for mutual benefit, in diverting young people on the periphery of offending or those with motivational issues. This programme has been known as Operation Youth Advantage and provided the basis for the combined Northern Constabulary and Royal Air Force pilot scheme which would follow a similar path and provide young people with an insight to military life whilst providing opportunities for development in a secure and safe environment.

This particular initiative combines RAF Kinloss, Inverness AFCO and Northern Constabulary and is aimed at providing focused activities and positive environmental structures to a similar group of young people. This delivers two week long programmes a year for approximately 15 young people who are recommended by Northern Constabulary and their associated Social Work Department. The associated activities of team building and development are supervised by RAF Station personnel, AFCO staff and 3 Northern Constabulary Youth Officers.

The young people are from a range of backgrounds and from areas as diverse as Shetland, the Western Isles and the Northern mainland. They are accommodated on an RAF Base within a Junior Rank barrack block and the week consists of military style leadership, team building events, daily PT sessions, drug awareness and lifestyle lectures and visits to RAF Squadrons.

Hillingdon Peer Mentoring Project

RAF Northolt personnel provided support to the Hillingdon Peer Mentoring Project. This initiative is the first of its kind in the UK and is aimed at tackling local Anti-Social Behaviour (ASB). The scheme provides training to a group of young people living in three northern wards of Hayes, where there is a perception that there is a high concentration of youth-related ASB. This behaviour often generates a fear of crime in the community based on large and

intimidating groups of young people and the fall out from drug related activities. The youth training is designed to assist these young people in signposting their peers towards more positive activities in the local area and to constructively challenge the incidence of ASB.

RAF Northolt delivered a 2 day leadership and team building training package to a group of 12 young people that would better equip them to achieve a positive influence in the community. This activity was an element of the wider project spanning approximately 8 months. The young people who have successfully completed the project syllabus received certification from the Assessment and Qualifications Alliance, the largest A -level and GCSE awarding body in the UK. As a direct result of their experience at RAF Northolt, four of the young people subsequently applied for jobs on the Unit as Station Youth Workers. Three were later short listed for interview and two have now been offered employment. This has proved to be a highly valuable resource which benefiting the wider society of Northern UK and further demonstrates the flexible, inclusive working relationship the Station has with partner organisations within the community.

Comments on Programmes by youth

"A good experience that made me feel lucky to have the opportunity. I learnt so many new things" "the RAF looked scary, strict and like everyone was pre-occupied working hard (which they were!) but all staff were polite, respectful, and friendly! They consulted us on rules and actually had great sense of humours! They weren't as scary as they seemed". "It was challenging but a really good experience. I got the chance to learn lots of new skills, particularly in leadership and teambuilding. These skills will aid me throughout my life so thank-you RAF!!!"

"Just dropping you a line to say a big thank you to you and all of the staff involved who made Tuesday such a successful day with our Team, (who haven't stopped talking about it since, and regarded it as one of their best days so far on the programme)"

Burnley Project - Army Engagement in the *Making a Difference in Burnley*⁸ (42 (NW) Brigade)

Background

Burnley has a population of about 90,000, of whom 8.2% are ethnic minorities; lower than the national average (13%) but higher than the County average (5.3%). What sets Burnley apart is the complex nature of the demographic trends combined with high and increasing levels of social deprivation. This is a complex cultural environment within which there are examples of extremist and radical activity. **The Burnley Project** is collaboration between twelve of HRH the Prince of Wales Charities and the voluntary, public and private sector in one of Britain's most deprived former industrial towns. The initiative stems from a similar project that the Prince of Wales developed in Halifax, West Yorkshire, in 1985. The Project has 6 objectives to achieve over a 5 year timeframe: **Regeneration; Education; Enterprise; Young People; Community Cohesion; instilling local pride and creating a positive image.**

Schemes

42 (NW) Bde runs two key initiatives and a number (21) of smaller projects. All projects are run on a Multi-Agency Problem Solving (MAPS) basis, in which a number of partners are brought together to deliver mutually beneficial projects which meet the needs of all partners whilst leveraging off the skills, resources and unique competencies of each. The Two main projects are:

a **Life MAPS:** An Army delivered residential Programme for young people from the Burnley area as part of the Burnley project. It provides an opportunity to engage with young people from across society on a 5 day residential course delivered with the support of partners involved in MAPS. The content is essentially military themed, based on Army Values and Standards with agencies providing targeted workshops and specific content during the evening sessions. All participants were given exit interviews and sign posted to opportunities, training and/or employment

b **Tactical Engineering Design (TED):** TED is a 14 week course for 16-19 year olds to learn about motor vehicles, the Army delivering one day a week in 127 Fd Coy (V) REME workshop in Manchester. It combines classroom learning and practical experience including building go-kart buggies and visits to engineering companies. The young people work towards a series of AQA accredited qualifications and the course also seeks to improve the life and social skills of the young people. There is also help with 'next steps' for example helping young people to apply for jobs and college courses.

Other Partners and Contribution

Both Programmes involve a wide range of partners:

- a. Life Maps - Lancashire Constabulary; Army; Burnley Borough Council and Burnley MAPS.
- a. TED - Partners such as Training 2000, Myerscough and Accrington Colleges, British Red Cross and BCW Engineering provide training in numeracy, literacy and health and safety. Local companies, including BAe, provide further support and, for some, employment.

Military Aim and Contribution

⁸ Data and validation provided by CRR statistics, Census 2001 and the Cass Business School (City University London) Project Analysis dated Oct 2011.

The Project pilot was directed by HQ Land Forces, in 2008, and 42 (NW) Bde was tasked to conduct focused and well co-ordinated youth activities, in close partnership with established civilian agencies, in order to inform Commander Regional Forces (CRF) on the potential utility of military resources beyond simple traditional cadet and recruiting activities. This was to be achieved through three themes:

- (1) Sound communication of the Army brand
- (2) Demonstrate to the more complex North West communities that the Army is a 'Force' for Good
- (3) Exploit all direct and indirect recruiting opportunities in the region.

The resources required for these two programmes are:

- a. Life Maps: 3 x courses of 50 Students attended (35 male /15 female). For each course: 6 Police Officers attend and hitherto Kings Div Recruiting Team has delivered using 24 soldiers; future courses will use 12 soldiers. RFCA do not charge for TAC
- b. TED: 3 x courses for 15 students. Start up funding of £6k from the Prince's Charities was spent on buying the karts, equipment and insurance. Military manpower per day, per course, is 2 Army Recruiting Team soldiers (includes 1 x minibus dvr) and 2 x Regular UKP Permanent Staff Instructor (PSI) employed in 126 Coy and 1 x Burnley ACIO Sgt. Reserve Force and Cadet Association (RFCA) do not charge for Territorial Army Centres (TAC) use.

Immediate Outcomes:

Despite being pilot projects, with a relatively small population, both projects have delivered significant outcomes:

- a. **Defence:** Recruiting outcome has been very positive and ACIO reported an increased recognition and positive support by family, community and local authority gatekeepers towards the Army. There have been 30 Applications, 14 enlistments and 3 more being processed for the Army and 2 have joined the RAF from LifeMAPS and associated activities.
- b. **Other Partners:** The CASS report indicates high levels of progression to education, employment and training. Arrest data from Police suggests that following the first Life Maps course the number of arrests of young people in Burnley declined from 144 to 52; a total of 92 fewer arrests⁹. Using arrest data and Home Office 'multipliers' which attempt to give a more accurate indication of the cost of crime by accounting for unreported crime, this decline equates to a saving of £333,576. Following Life Maps 2, arrests fell from 99 to 56; a total of 43 fewer saving £155,910.
- c. **Public:** Both programmes reported an increased recognition and positive support by family, community and Local Authority gatekeepers towards the Army. More broadly, exceptional national and regional coverage of the TEDS programme (25/26 Oct 11) shows the Army in exceptionally positive light. These small but valued military contributions are demonstrating a commitment to the community that is bringing genuine benefit in the Community/Covenant arena, with the 15 Local Authorities in Lancashire. The CASS Business School Assessment Report identifies that, "*TED has proved to be a potentially sustainable project with little funding required due to the durability of the go-karts and the interest that has come from private sector partners wishing to provide funds/assistance in kind. A third course has now been completed and it is also providing a model for other Army youth involvement and community engagement programmes*".

Comment on Programme by Partners and Youth

"There are so many partners involved... and we've got the skills between us to meet young people's needs. It's easy to sell [the course] when the young people are talking about it and it's been so successful."

"We were given an opportunity, a few nudges in the right direction and now we know what we are capable of. We have managed to pass on what we learnt to other young people in our local community. We are determined to earn respect for ourselves and willing to do whatever it takes to show a good side of the youth of today."

⁹ Figures produced by Police Officers involved in the Project

Youth Advantage Outreach (YAO) Programme (51 (Scottish) Brigade)

Background

The Army, and in particular, the recruiting group in Scotland, has been involved in youth outreach activities for over 10 years¹⁰, in partnership with the police and/or fire and rescue services and an array of youth support agencies. The longest established recruiting group programme¹¹ is centred on Inverness and was referred to as Op YOUTH ADVANTAGE (OYA). Another programme, Opportunity Knocks for Youth (OKY), was established in Stirling in 2009. The development of additional programmes in Edinburgh, Dundee and Glasgow in late 2010 led to the re-grouping of all these activities, in early 2011, under the single banner of **Youth Advantage Outreach (YAO)**.

Scheme

YAO falls within the Community Engagement Outreach effort. It does not have a specific recruiting purpose but serves to foster goodwill and influence. The young people involved are often already disqualified from joining the Army because of the nature of the criminal record that they may have already accrued.

Commander Regional Recruiting (CRR), in partnership with other uniformed services, youth support and welfare organisations, delivers 10 x five-day residential courses per year involving young people drawn from Edinburgh, Glasgow, Stirling, Dundee and Inverness. The courses are run in a military style and involve simple military activities, team tasks, discussion groups and adventure training all undertaken within a disciplined and structured environment.

In 2011/12, YAO will provide the opportunity for around 300 disadvantaged young people to attend one of the residential courses. The young people in question will be known to the Police or youth welfare and support agencies due to their involvement in crime, issues within the education system or due to their coming from particularly deprived and difficult backgrounds.

Other Partners Contribution

Currently, the programme is delivered in partnership with 5 of the 8 Police Constabularies in Scotland, the Fire & Rescue Service from Central Scotland, the Red Cross and youth support agencies such as Positive Changes¹² and the Youth Community Support Agency¹³.

The courses are conducted in liaison with OYA+¹⁴, through which Scottish Government funding is channelled to support programme enabling costs. OYA+ distributes the Scottish Government funding to pay for catering, additional transport if required, adventure training, prizes and certificates. On average, £2-3k is spent on each course.

Military Contribution

CRR nominates a Course Director (Regular Army Captain) who plans, co-ordinates and delivers each course in conjunction with the partners associated with that particular region. The courses are run using the Defence Estate¹⁵,

¹⁰ There is a separate, recruiting focused, Army Work Experience outreach programme that connects the recruiting group in Scotland with c.30,000 young people per year.

¹¹ Since 2001.

¹² Stirling based.

¹³ Glasgow based.

¹⁴ Operation Youth Advantage Plus a not-for-profit plc, which is the body (Social Justice Foundation)

¹⁵ Cameron Bks (Inverness), Castlelaw (Edinburgh), Barrybuddon (Dundee).

utilising manpower and resources allocated by CRR from within his budget¹⁶. An Army Recruiting Team (ART) is allocated to support each course and Army female chaperones will be drawn in from elsewhere in the recruiting group depending on the make up of the course. The Police provide mentors and team leaders (4-6 per course) and the youth support agencies provide a presence on each of the courses.

The Army pays for the Defence Estate, the capitation rate for the Army personnel involved, some of the vehicle and fuel cost and the sundry costs of running the course.

Outcomes

Expectations are high for both the military and other partners but the outcomes are, in the short term, demonstrating significant success for all those involved:

- a. **Defence.** This type of activity is looked upon very favourably by Scottish Government as the Army seek to better establish the Firm Base. The YAO outreach programme serves to enhance support for the Army in particular and for Defence in general. This military commitment is beginning to be seen as the foundation stone for further youth development programmes. The current Administration (Scotland) is now considering giving resources from 'Cash for Communities initiative' to support cadets which they recognise provide such a good community stabilising affect.
- b. **Army.** This is clearly seen as a community engagement programme and not a recruiting activity. However, of the 1000+ young people who attended these programmes 40 of them went on to join the Army. As the programme matures and the selection of participants for the courses is done more intelligently, it is anticipated that many more may be drawn to the Army offer. This year has shown evidence of stronger candidates who are better selected and more focused on improving their worth.
- c. **Other Partners.** The Police and Fire & Rescue Service report that attendance on YAO courses does have a significant impact on the young people who attend. Due to the very local nature of some of the courses, petty crime rates can drop by as much as 75% during the time that particular courses are running. For the youth support agencies, the courses provide the opportunity to provide an incentive for young people to be given the chance to attend a course and to, hopefully, contribute to their overall improvement and betterment as part of a longer 'journey'.

Youth Comment on Programme

"Later on, when I had a chance to think about the course and what I had achieved, I felt really proud of myself. I learned a lot about myself. I did things I never thought I could do. I know I can achieve a lot more than I thought I could if I just push myself, the staff told me that and know I know it is true. It was a lot tougher than I thought to learn that lesson. Would I do it again, well the Army run a work experience course, my name will be down for it when I get back to school. The Army's motto is 'Be the Best', I might not have been the best, but I tried my best, and that is good enough for me".

¹⁶ CRR is authorised to allocate 10% of his resources, per year, to community engagement activities.

LINK BETWEEN ACTIVITY AND OUTCOMES

(This matrix looks at the relationship between Activity and Outcome. It tries to answer the questions: 1. What does the Activity contribute to the Outcome? 2. How is effectiveness measured? 3. Could the linkage be improved? It is very much a work in progress and offers an approach for further development with interested parties)

ACTIVITIES	AWARENESS OUTCOMES		RECRUITMENT OUTCOMES		DEVELOPMENT OUTCOMES	
	Link/Contribution	Measurement/Improvement	Link/Contribution	Measurement/Improvement	Link/Contribution	Measurement/Improvement
PRESENTATIONS IN SCHOOLS Activity designed to inform young people about the Armed Forces and their role in the world. Includes presentations, discussions and problem solving	Short duration activity at low cost and generally with a high hit rate. Includes discussions	Numbers attended and immediate feedback. No top level messaging strategy and visits not currently coordinated between Services Potential for Tri-Service coordination and approach	Sets conditions for predisposition to serve. Short duration, low cost	While numbers engaged is easily measured the pull through to recruitment is more challenging. Could be included in recruit survey with a long term approach to link presentations with increased enlistment in recruiting offices	Presentation might meet school curriculum objectives particularly if followed with further work (on line?) – original purpose of Defence Dynamics website	Engagement on line could be readily captured
DEVELOPMENT ACTIVITY IN SCHOOLS Team building and other group activity, normally organised in schools, up to a days duration, and aimed at a cohorts of pupils	Up to one day, capturing a wide spectrum of young people at relatively low cost Awareness achieved through enjoying experience and connecting it with Service life	Numbers attended and immediate feedback. No top level strategy and visits not currently coordinated between Services Potential for Tri-Service coordination and approach?	Builds confidence and develops personal skills required for entry into the Armed Forces This ‘taster’ activity is a more sensitive way of introducing Service life and encouraging predisposition to serve	While numbers engaged is easily measured the pull through to recruitment is more challenging Could be included in recruit survey with a long term approach to link presentations with increased enlistment in recruiting offices	Builds confidence and develops personal skills but not enough time to make a real impact. However could be used to encourage joining youth organisations – particularly cadets.	Could canvass cadets to determine whether this activity encouraged them to join
MILITARY DISPLAYS AND EVENTS Covers a wide range of events in the community and in bases where young people are ‘entertained’ by elements of the Armed Forces. Normally involves recruiting teams	Displays and events show Armed Forces qualities in action and provide valuable opportunities for contact with service personnel.	Audience figures do not differentiate age so very difficult to measure success. But effect can be optimised by ensuring that Service authorities responsible for youth engagement are involved in planning events and thinking through messaging and effect.	Displays and events show Armed Forces qualities in action and provide valuable opportunities for contact with service personnel. Large audience numbers for resources committed so cost effective way of ‘creating conditions’ if properly and sensitively exploited. Opportunity for recruiters to both influence display and to use display location to set up recruiting stands.	Audience figures do not differentiate age so very difficult to measure success. But effect can be optimised by ensuring that Service authorities responsible for recruitment are involved in planning events and thinking through messaging and effect.	Opportunity to advertise and promote cadet forces. Is this being properly exploited?	Could canvass cadets to determine what encouraged them to join
MEDIA MESSAGING TV, Print, Web and social network activity conducted by Defence with the aim of engaging young people	Large and wide spectrum audience. Includes TV and radio advertising, web sites and web-based curriculum support. Often comes at a cost, but significant awareness can be achieved through positive documentary style programmes	Difficult to measure effect of this medium on overall awareness	Very effective when targeted correctly with potentially large hit rate	Generally only measured on enquiry or recruiting application, but easier to measure recruitment than awareness success	Not applicable, other than where web based applications contribute to curriculum objectives	Not applicable

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RECRUITING FAIRS, EVENTS AND ADVICE Military displays and events held in the community and military bases with the express purpose of attracting interest in an Armed Forces career. Includes the work of careers advisers and other activity organised by recruitment organisations in pursuit of their targets	Careers events draw in large audiences. Whilst hard recruitment aim, the activities involved increase general awareness of the Armed Forces Careers advisers are also well placed to deliver wider awareness messages through presentations in schools (see above).	Can measure numbers attended and gain immediate feedback.	Careers events are an essential part of raising awareness of Armed Forces careers – aimed at year 10 students. The are augmented by more targeted recruiting surges	Measured by numbers engaged but ultimately by the number of enquiries or applications made. Contact coupons, recruit trainee and leavers surveys all help measure effect and might be more effectively applied.	Not applicable	Not applicable
FAMILIARISATION, INSIGHT VISITS, AND MILITARY PREPARATION Programs to give potential recruits a taste of Service life, run by recruiting organisations normally on military bases. Includes other programs aimed at development before starting military training	Higher cost, resource intensive events that are organised for those already at the ‘contact’ stage of the recruiting pipeline. So whilst they clearly contribute to awareness of the Armed Forces this is recruitment specific and relatively low numbers	Awareness enhanced but as secondary effect – primary effect recruitment	Resource intense but targeted so good results with interested and motivated young people Encourages recruitment but also develops young people so they are better able to cope with training	Relatively easy to measure extent to which program attendance leads to confirmed place in training, and success in training	Contributes to wider development outcomes. Could promote cadets and other youth activity as follow on activity if not opting for Service career	Could canvass cadets to determine what encouraged them to join
SCHOOLS CADETS Combined Cadet Forces but also community cadet force detachments operating in schools and to school timings (Combined into contingents but different Service chains and policies)	Provides an awareness of Armed Forces both for those taking part and for others in the school. Is the right message being delivered?	Cadet forces seen as separate from other Service youth activity. Not clear if the right messages are being delivered. Need to examine extent to which cadet forces influence school’s awareness of Services. Do schools with cadet forces need Service presentations and other development activity?	Evidence that cadet activity does attract and prepare young people for the Armed Forces. Around 16% of soldiers declare a previous military cadet experience (diminished over recent years) and the discharge in training rate for cadets is around half that for non cadets (increased over recent years). But also evidence that more officers have ‘other’ cadet experience than ‘military’ cadet experience.	Not well recorded by the Services. Different ratios of cadet to Service personnel (RN, Army, and Australian cadets c.1 cadet to 2 servicemen. Air cadets have more cadets than Servicemen)	Comprehensive youth experience developing life skills, leadership and building self confidence, standards and values. Cadet forces can benefit both individual and school ethos. But should this be subsidised in independent schools (which make up all but 68 of the 257 CCFs) where need is less acute? And how comprehensive does the cadet experience need to be?	Credible Qualifications with civilian equivalency – this needs improvement. Better promotion to encourage schools to ‘buy in’ to cadet forces?
COMMUNITY CADETS Sea Cadets, Army Cadets, and Air Cadets operating in the community or on schools premises (but not in school time)	Improves awareness by demonstrating Service qualities and utility to local authorities. Services giving something back to the community. Provides an awareness of Armed Forces both for those taking part and for others in the school. Is the right message being delivered?	Examine cadets’ understanding of Armed Forces. What part do cadets play in national awareness, especially where reducing military footprint? Should this guide cadet deployment? How to measure the cadet force contribution to the community?	Evidence that cadet activity does attract and prepare young people for the Armed Forces. Around 16% of soldiers declare a previous military cadet experience (diminished over recent years) and the discharge in training rate for cadets is around half that for non cadets (increased over recent years). But also evidence that more officers have ‘other’ cadet experience than ‘military’ cadet experience.	Not well recorded by the Services. Different ratios of cadet to Service personnel (RN, Army, and Australian cadets c.1 cadet to 2 servicemen. Air cadets have more cadets than Servicemen)	Comprehensive youth experience developing life skills, leadership and building self confidence, standards and values. How comprehensive does the cadet experience need to be? Cadet force benefit not that well understood by authorities?	Credible Qualifications with civilian equivalency – this needs improvement. Are the outputs different for 13 to 16 years old and 17 to 18 year olds? Which cadet activity is the most cost effective – those run in and for schools or community cadet forces?

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TARGETED PERSONAL DEVELOPMENT Team building and other group activities that are targeted against particular groups of young people for development rather than recruitment purposes. Organised with a third party (local authority, police, community leader, etc).	Improves awareness by demonstrating Service qualities and utility to local authorities. Services giving something back to the community. Provide awareness of Armed Forces for those taking part. Well targeted against communities that Defence might wish to influence, this activity can be exceptionally valuable.	Need to try and measure how effective this activity is in enhancing public awareness and support.	Limited recruiting value as often not conducted with recruit target audience	Limited value	Normally a one week course but limited outcomes unless pointed towards further activity or challenge Compelling evidence that activity has made a difference although not well reported or recorded. Not core activity, specialist area, presentational risks. So needs a more coherent approach	Requires some 'principle for engagement' which help commanders decide which activity to support. Also associated measurement of success. Examine other ways of achieving similar outcomes? Service personnel as mentors? Private companies using ex service personnel?
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RESOURCES AND COSTS**Basis of the figures**

1. The costs below are based on the MAS(A) study completed in December 2010 which showed the public cost of cadet forces to be £153.2m plus a potential £12.2m of public fixed asset register costs which were excluded due to concerns about data reliability. Non public income was identified in a previous version of the report published in September 2010. Further work was done as part of the Review¹ during which the RFCA have identified a further £1.2m spent on Army cadets and this is reflected in the £154.4m total. The figures are based on costs incurred in the financial year 2009/10. Voluntary Cadet Corps figures (less than £50k) have been excluded.

2. The lack of any cross Defence performance reporting for cadet forces has made gathering this data particularly challenging. This represents a first effort to try and make meaningful comparisons and shows the sort of analysis that, with further refinement, might help demonstrate cost effectiveness.

Overall Costs

3. The total public and non public costs of each cadet force are:

Total Costs (£m)	SCC	ACF	ATC	CCF	TOTAL
Public	11.3	80.4	36.7	26.0	154.4
Non-Public	8.4	2.3	6.9	not known ²	17.6
Total	19.7	82.7	43.6	26.0	172
No of cadets	14,000	47,000	35,000	45,000	
Cost per cadet (£)					
Total Cost	1,442	1,759	1,208	557 plus ?	
Public Cost	842	1,710	1,086	557	

4. The attribution of public costs was further broken down as follows:

Cost	Description
Detachment/ squadron/ unit costs	Rent, Repairs & Maintenance, Rates, Heat & Light, IT support.
Activity costs	Costs of weapons, ration packs, transport, sailing activities, gliding.
Regional support structures	Brigade, County, Region, Area costs
Volunteer pay	Volunteer pay and allowances
Training overhead	Cost of running Air Cadet National Adventure Training Centres, Frimley Park, Sea Cadet Training Centres and Offshore Powered and Sail Training Vessels.
Management, monitoring & administration costs	Costs of central management, For Sea Cadets separate non public HQ with IT premises, reception etc.
Marketing/ Advertising	Promotional and PR costs

5. This is displayed below for each cadet force:

¹ Vimpany Report dated 5th Sep 11

² Support is provided to CCFs through staffing, accommodation and transport is not included.

£ms	SCC	ACF	ATC	CCF	Total
Detachment/ squadron/ unit costs	0.4	20.4	7.3	1.2	29.3
Activity costs	1.3	11.8	8.5	6.0	27.6
Regional structures	2.3	19.3	3.5	2.1	27.2
Volunteer pay	0.9	13.8	7.4	4.1	26.1
Training overhead	4.5	5.8	7.6	8.9	26.9
Management, monitoring & administration costs	1.7	8.8	2.2	3.7	16.5
Marketing/ advertising	0.2	0.5	0.2		0.9
	11.3	80.4	36.7	26.0	154.4

6. And shown in percentage terms: These figures exclude an additional £10m of capital expenditure not identified at the time of the MAS(A) report. This is split as follows: SCC £2.8m, ATC £5.2m, ACF £0.75m, CCF £0.01

%	SCC	ACF	ATC	CCF	Total
Detachment/ squadron/ unit costs	4%	25%	20%	5%	19%
Activity costs	11%	15%	23%	23%	18%
Regional structures	20%	24%	10%	8%	18%
Volunteer pay	8%	17%	20%	16%	17%
Training infrastructure	40%	7%	20%	34%	17%
Management, monitoring & administration	15%	11%	6%	14%	10%
Marketing/ advertising	2%	1%	1%		1%
	100%	100%	100%	100%	100%

Permanent Staff Manpower

7. A separate team examined the allocation of permanent staff manpower (and contributing Part Time) to cadets in February 2011 and based on establishments are attributed as follows:

	RN and SCC	Army and ACF	ATC	CCF		
				RN	Army	RAF
Cadet National HQ	38 (16 PT)	25 (4 PT)	96 (3 PT)	11	-	5
Regional HQs	49	553 (31 PT)	132 (36)	12	224 (2 PT)	23
Other Training Centres	71 (4 PT)	48 (9 PT)	4 (2 PT)	-	-	-
Total	158 (20 PT)	626 (44 PT)	228 (41)	21	224	28
Cadets	14,000	47,000	35,000	5,500	29,500	9,800
Total Perm Staff to Cadet	1: 89	1:75	1:153	1:261	1:131	1:350

8. The allocation of this manpower to the cadet force headquarters structures is as follows:

Level	MSSC	ACF	ATC	CCF
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DEFENCE YOUTH ENGAGEMENT REVIEW

National HQ (Perm staff led)	24% (42)	4% (8+17ACFA)	42% (96)	Most CCFs have an SSI at the school. At Area level each Service has supervisory/ training teams on ratios of one SNCO to every 1 to 2 Army sections, 9 RAF sections, and 12 Naval sections
Area/Regional HQ (Perm staff led)	31%	15% (Integrated)	10%	
District/County/Wing HQ (Volunteer led)	0	73% (1 to 100 cadets)	48% (1 to 300 cadets)	
Training Centres	44%	8%	1% (RAF run)	

9. After further examination it was felt that most of the cadet forces were not manning to establishment, as shown above, but were making a conscious effort to reduce permanent manpower to a more cost effective level and dealing with the impact of VERS on the Civil Service staffing (95% of ATC salaried staff). The current state (as at Sep 11) is reflected in this table:

	RN and SCC	Army and ACF	ATC	CCF		
				RN	Army	RAF
Cadet National HQ	35 (16)	25 (4 PT)	77(3PT)	11	-	3
Regional HQs	44	553 (31 PT) ³	121(33PT)	12	224 (2 PT) ⁴	22
Other Training Centres	69 (4 PT)	48 (9 PT)	4(2PT)	-	-	0
Total	148	626 (44 PT)	202(38PT)	21	224 (2PT)	25
Cadets	14,000	47,000	35,500	5,500	29,500	9800
Total Perm Staff to Cadet	1:94	1:75	1:176	1:261	1:131	1:392

10. The ratio of cadets to volunteers might also be relevant here as civilian volunteers can and do pick up administrative duties that free up volunteers to run activity.

	MSSC	ACF	ATC	CCF		
				RN	Army	RAF
Cadet Numbers	14,000 ⁵	47,000	35,000	5,500	29,500	9,800
Adult Volunteers	5,400 ⁶	8500	10,800 ⁷	450	780	570
Adult/Cadet	1:3 (1:15)	1:5	1:3	1:12	1:38	1:17

11. Finally, the organisation of manpower in four separate structures produces around 200 supporting headquarters/teams. This table shows the number of teams, where they are located, and the approximate number of permanent staff in each team (in brackets)

³ Whilst the RFCAs provide services to the ACF, they also do so for the Air Cadets and on a lesser scale the Naval Cadets thus benefiting from the Army's establish posts

⁴ The Army's Regional Bde Staff provide some services for the Air and Naval CCF Contingents - manage the ammunition, rations and equipment, responsible for security issues and the annual inspection programmes. They also manage the Resource cadet calculator on behalf of the CCF and run the annual conferences. The CTTs and TSAs assist with the basic training of all CCF cadets and play a key role in annual camps.

⁵ 3,500 of these cadets are aged 10 to 12

⁶ Sea cadets only remunerate 3,500 (uniformed) AVs and have a further 3,800 unremunerated civilian trustees supporting activity and infrastructure at Unit level. There inclusion would reduce the ratio to 1:1.5

⁷ ATC only remunerate 7,500 AVs

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	RN and SCC	Army and ACF	ATC	CCF		
				RN	Army	RAF
National HQ	1(10) 1(56)	1(8) 1(17)	1(77)	1(5)	1	1(5)
Region HQ(Area/Regional)	6(8)	11(7)	6(4)	12(1)	11(2)	6(4)
Region HQ (District/County/Wing)	47(Vol)	57(8)	36(3)	1(3)	30(6)	-
National Centres	4 (total 69)	1(48)	-	-	-	-
Number of Units (in Schools)	385 (6)	1680 (93)	960 (73)	143	256	203

Cadet Force Strengths and Weaknesses

	Strengths	Weaknesses
General	<ul style="list-style-type: none"> • All producing a quality cadet experience of similar duration • All have satisfactory inspection and assurance regimes • All have proud association with sService brand and ethos 	<ul style="list-style-type: none"> • Different models and limited cooperation between cadet forces • Not coordinated at the regional/local level and not well understood • Reliant on MOD and sService support
MSSC	<ul style="list-style-type: none"> • Most cost effective in terms of Defence money per cadet (45% non public) • Charitable status compels CEO to pursue best value for money • Responsibility, accountability and funding clearly aligned • Strong link with wider maritime sector providing wider funding support • Big ticket items (ships) which attract sponsorship • Clear MOU with RN which sets out responsibilities of both parties 	<ul style="list-style-type: none"> • Very reliant on civilian committees for infrastructure • RFCA goodwill sustaining some units • Individual unit charities less compliant. Growing alternative nautical cadet sector (35 Units of which the majority are ex sea cadets) • Smaller numbers and wide dispersion makes comprehensive regional support more challenging
ACF	<ul style="list-style-type: none"> • Very strong regional support structure receiving close attention of both Army and RFCA • Has development capacity in regions (43 opened in schools since 2007 and all based on local initiative) • Strong assurance regime 	<ul style="list-style-type: none"> • Cadet management structure lacks agility <ul style="list-style-type: none"> ◦ Very small cadet HQ staff with limited capacity to plan ◦ Limited <i>full time</i> cadet management ◦ Presentation - highest proportion of cadet permanent staff in region • Least amount of non public money raised per cadet (approx 5%) • Cadet Force subject to in year Service cost pressures.
ATC	<ul style="list-style-type: none"> • Strong (high numbers) cadet headquarters • Responsive and direct chain of command up to dedicated serving 1* • Appears most cost effective in terms of total cost per cadet • Respectable non public contribution at 16% 	<ul style="list-style-type: none"> • Very reliant on RAF bases for camps – a diminishing resource. So limited numbers at camps • Cadet Force subject to in year Service cost pressures.
CCF	<ul style="list-style-type: none"> • Captive audience so good cost to cadet ratio • Potential high profile with OGDs if success • School provide infrastructure and administrative support • Least cost to Defence per cadet 	<ul style="list-style-type: none"> • Weak national policy and responsiveness (120 applications) • No Tri-Service regional lead for cadet activity in schools (dependant on Army regional interest) • Three Service policies and inspection regimes make life difficult for volunteers. Some concerns over supervision and governance • Difficulty recruiting volunteers from staff room • Viability very dependant on school enthusiasm • Issues over syllabus • Issues over current rationale – independent sector • In school time so does not occupy evenings and weekends

CADET SYLLABUS



CADET FORCE PURPOSES

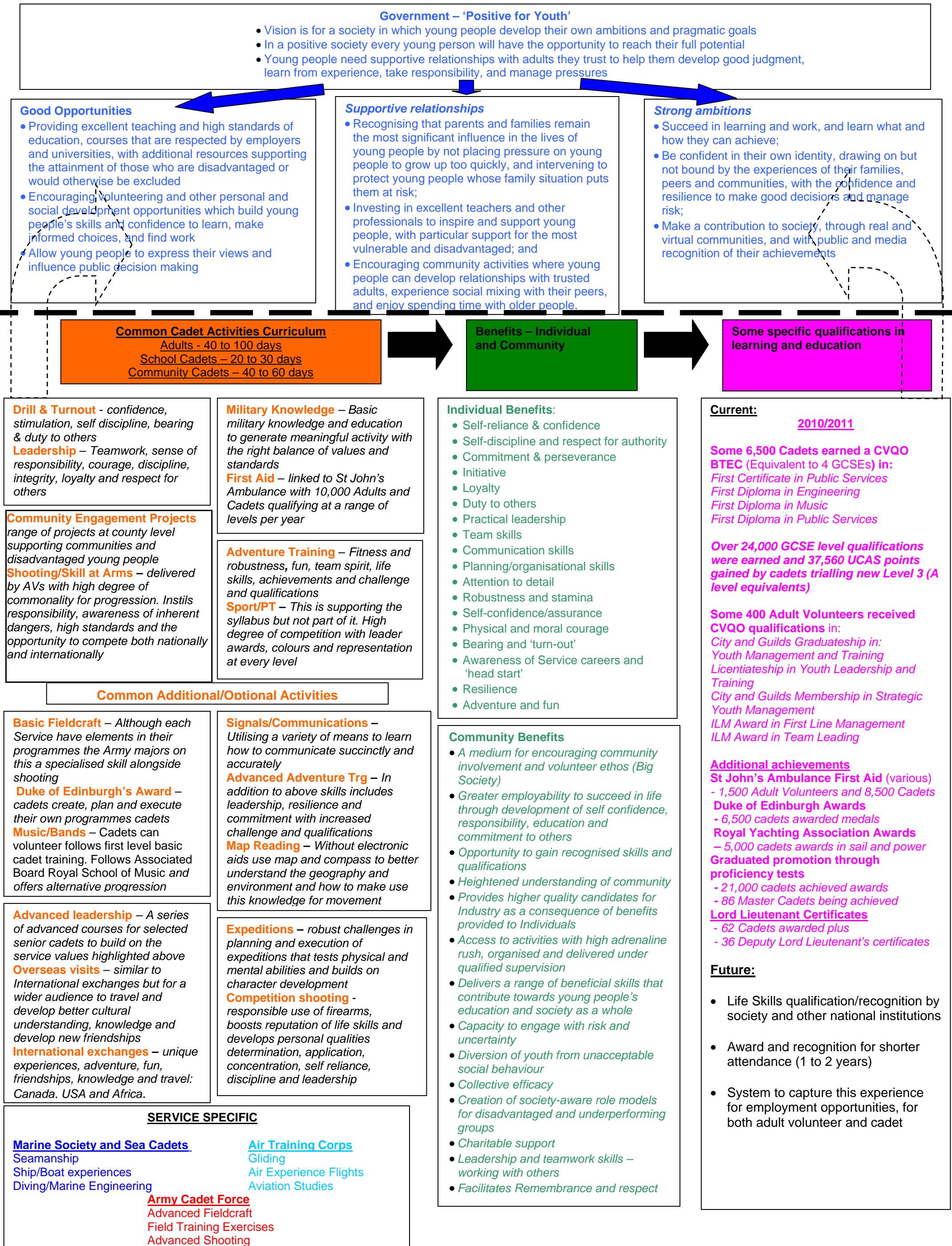
<p>MSSC is the Parent Charity of the Sea Cadets through which it seeks to:</p> <ul style="list-style-type: none"> • Promote the development of young people in achieving their physical, intellectual and social potential as individuals and as responsible citizens by the provision of education and leisure time activities using a nautical theme • Encourage practical interest in and knowledge of RN and wider maritime community 	<ul style="list-style-type: none"> • Provide progressive cadet training of a challenging and exciting nature to foster confidence, self reliance, initiative, loyalty and a sense of service to others • Encourage practical leadership and team working • Stimulating an interest in the Army, its achievements, skills and values • Advising and preparing those considering a career in the Services or the Reserve Forces 	<ul style="list-style-type: none"> • Promote and encourage among young people a practical interest in aviation and the RAF • Promote training which will be useful in both Service and civilian life • Foster the spirit of adventure and to develop the qualities of leadership and good citizenship 	<ul style="list-style-type: none"> • Provide the opportunity for young people to exercise responsibility and leadership, and to learn from the Services how they can best be developed • Impact a basic knowledge and understanding of the role of the Armed Forces • To encourage those who have an interest in the Services to join the Regular or Reserve Forces
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DEFENCE YOUTH ENGAGEMENT REVIEW

CADET STRUCTURES & DETAIL

		Governance	Multi faceted HQ with some Y & C activity						
Level	RN Sea Cadet Charity formed in 1856 and became Marine Society and Sea Cadets (MSSC) in 2004, under a single Trustees Board	ARMY Formed in 1860	MOD Y & C COUNCIL	AIR Formed in 1941	Schools CCF formed in 1860				
	3* Y & C Steering Group								
MOD/Strategic		RF & C Div	Council of RFCAs Cadets Set SLAs 1 x Civ	RF & C Div	RF&C Div Direct CCF policy 1 Civ				
Service HQ	2 SL HQ FOSNNI COS Youth Set MOU 6 Mil 9 Civ	Army Cadet Council AG ACFA Activities Services Support 18 Civ	HQ PSC & Sp Command COS PSC AD Youth & Cadets G1 to 9 1 Mil 7 Civ	Air Cadet Council AMP HQ 22 GP AOC	Double hatted with ACFA CCFA Activities Services Support 18 Civ				
Cadet HQ	HQ MSSC Manage Sea Cadets in 6 Areas and 47 Districts 2 Mil 36 Civ (16 PT)	4 x Regional Divisions 1 x Civ each	HQ Air Cadets Manage Air Cadets in 6 Regions and 34 Wings 8 Mil 66 Civ (3 PT)	COS YOUTH Support CCFs 4 Mil 5 Civ	AD Cadets Support CCFs 1	COS Air Cadets Support CCFs 5 Civ			
Area/Region	x6 Area Offices Manage average of 8 Districts 1 Mil 6 Civ	National Assets Centres, Stations, Offshore Stores 1 Mil 68 Civ (4 PT)	x13 Bde HQ Comd SO2 Cadets Manage average of 5 Counties 6 Mil 1 to 2 civ	x13 RFCAs HQ CE Dep Cadets Infra CE Other sp 2 civ and share of 20	x6 6 x Regional HQs Manage average of 6 Wings 4 Civ and vols	National Assets NACATC 4 Civ (2 PT) and vols	CCF Areas Support 143 Sections 12 Mil	CTTs Support 255 Sections 222 Mil 2 Civ	CCF Areas Support 203 Sections 23 Mil
District/County/ Wing	District HQs Manage average of 8 Units All volunteer	X47 (Virtual)	National Assets CTC & CCAT 10 Mil 38 Civ (9 PT)	County Headquarters Manage average of 30 Detachments Average of 8 Civ	x57	Wing HQs Manage average of 28 Squadrons 3 Civ (1 PT) and vols	x33		
Unit/Det/Sqn	C. 14,000 cadets with 385 Units (8 in Schools) Adult Vols – 5,400 (3,500 remunerated) 148 Permanent staff with 20 PT (9 Mil staff & 139 civilians) Additional elements: 5,000 Sea Scouts with 1,000 AVs 700 VCC Cadets with 150 AVs	C. 47,000 Cadets with 1,680 Units (179 in schools) Adult Vols – 8,500 remunerated 626 Permanent Staff with 44 PT (76 Mil staff, 65 Civs, 474 Crown Servants & 17 ACFA Staff)	C. 35,000 Cadets with 918 Sqns and 40 Flts (88 in schools) Adult Vols -10,800 remunerated 202 Permanent Staff with 38 PT (11 Mil staff & 191 Civs)	45,000 Cadets in 257 schools	5,500 Cadets in 124 RN & 19RM Sections supported by 21 Permanent Staff & 453 CFAVs	29,500 Cadets in 255 Sections supported by 222 Mil Staff & 780 CFAVs	9,800 Cadets in 203 Sections supported by 29 Permanent Staff & 573 CFAVs		

CADET FORCE SKILL/BENEFIT FRAMEWORK



HIGHER LEVEL DEFENCE FOCUS**Current Arrangements**

1. Defence engages with and has responsibility for a wide range of young people from Service children, through cadets, to recruits and young soldiers¹. DCYP (2* post) was set up in 2010 to provide the high level Defence policy focus for children and young people, tasked to ensure appropriate governance, the application of relevant national policy and guidelines, and to develop a more coherent and integrated approach. AG manages DCYP on behalf of DCDS (Pers & Trg) and therefore provides the 3* Defence lead for children and young people policy. DCYP's focus so far has tended towards the 'internal' responsibilities for Service children² and young Service personnel, and on providing safeguarding and youth policy advice to cadets and Defence's 'external' youth activity. DCYP is developing broader high level policies for all Defence's involvement with young people and provides the professional SME advice to AG who chairs the Defence Young People Board. A strategic 'commissioning' role was envisaged which implied the high level responsibility for ensuring that Defence both complied with statutory obligations and spent public money in this area cost effectively. 'External' engagement policy, focused principally on cadets and not including recruitment or awareness, has been the responsibility of RF&C Div in London for some years. This Division also provides policy for Reserve Forces and, so youth and cadets must compete with this particularly busy and extensive portfolio.

Proposal for Future Arrangements.

2. **D Defence Youth Engagement.** The Report concludes the need for a single more empowered Defence focus for 'external' youth engagement policy (D Def YE), with particular responsibility for directing the improved coherence and collective development of cadet forces. The extent and pace of success will depend on D Def YE's ability to identify opportunity for mutual benefit and the Services' willingness to cooperate in making it happen. Whilst single Services will retain day to day management of their cadet forces, D Def YE will have a stronger and more informed overview of Defence's youth engagement activity³, which will generate coherence and development proposals for Service approval.

a. **Core tasks.** D Def YE would provide high level policy for Defence's external engagement with young people and implement the Defence Youth Engagement Review. Tasks would include:

- (1) Ensuring coherence across awareness, recruitment, and development outcomes
- (2) Identifying where there is scope for a more joined up approach to running cadet forces, drawing up the detail of that approach with the Services, gaining agreement, and monitoring its implementation.
- (3) Guiding the future collective development of cadet forces (opening, closing, merging) particularly in terms of their potential expansion into state schools.
- (4) Providing a Defence policy focus for Service outreach programmes.

b. **Manpower.** D Def Youth Engagement's responsibilities combine the original MOD youth and cadet focus with the task of bringing greater coherence to development activity. Most of this

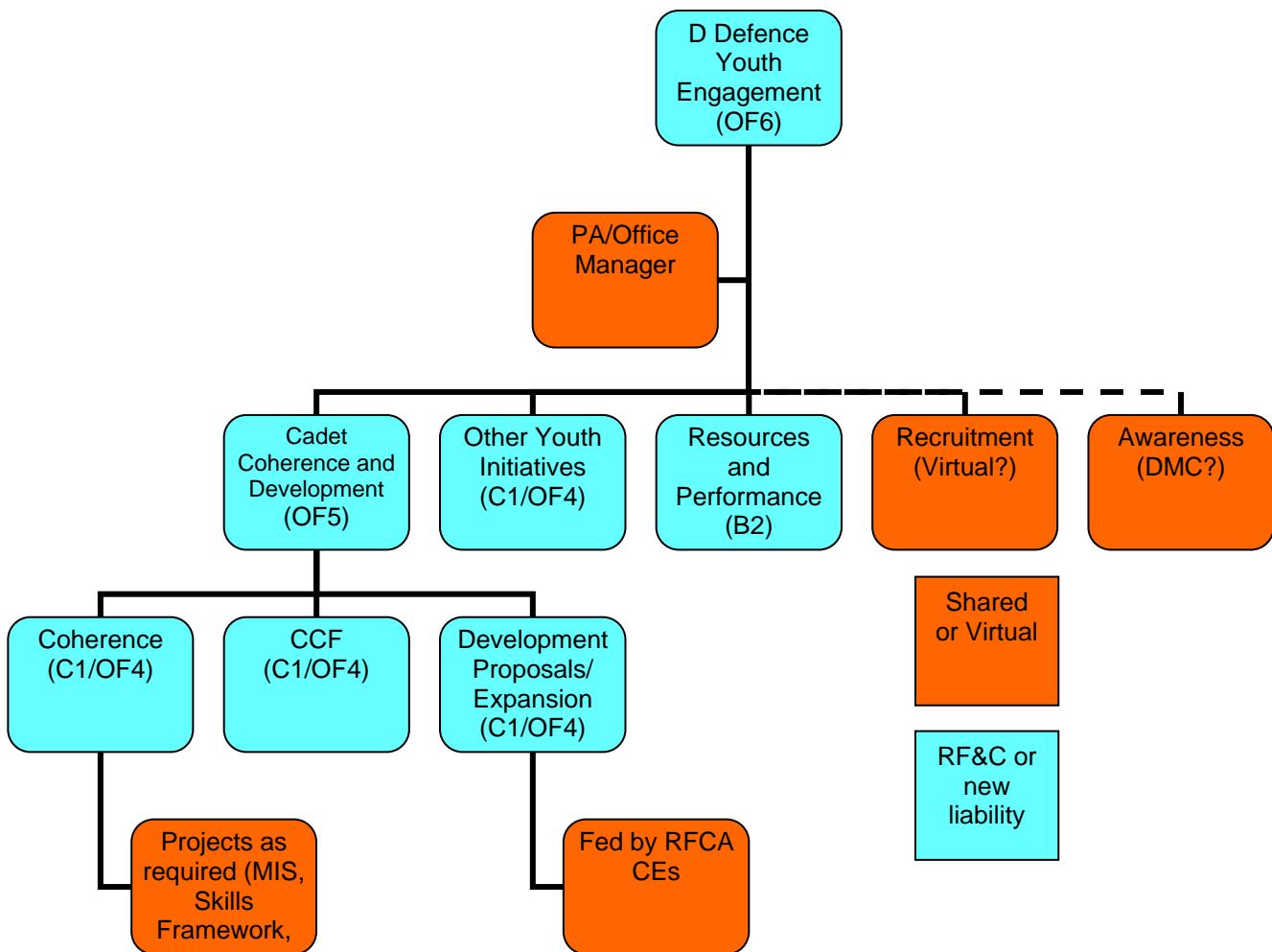
¹ 0 to 19 age group and more vulnerable U25s. Service children, cadets, youth engaged through other activity, potential recruits, new recruits, young soldiers in units and young spouses.

² Managing Service Children's Education and working closely with youth professionals who run youth services in stations and bases across the UK and overseas.

³ Through better information feeds from the cadet forces and regional agents.

DEFENCE YOUTH ENGAGEMENT REVIEW

manpower could be reassigned from the existing RF&C Div liability (5 posts) but a small number of additional posts will need to be found for at least the early years of the Review's implementation. A draft orbat is as follows:



c. **Reporting.** The Implementation Team would report through (and as the new Secretariat to) the existing 3* Youth and Cadets Steering Group. A 1* group (replacing the current 1* Y&CSG) will agree strategic direction, agree development proposals, and monitor collective performance. Further lower level groupings would form as required to look at particularly subject areas.

d. **Timeframe.** As soon as possible, review after 3 years.

3. **DCYP/D Def YE Connection.** If Defence is to present a more coherent approach to young people then DCYP and D Def YE need to be brought more closely together. DCYP already provides Defence's overall children and young people policy lead. Aside from the tidiness of placing all Defence's youth policy responsibilities into one Department, the joining of DCYP and D Def YE would bring other advantages: Better connect Defence's needs of wider Government (support for Defence's children and young people) with wider Government needs of Defence (youth development programmes); provide a full time 2* focus for youth and cadet activity; bolster DCYP's Department with additional military knowledge; encourage better use of the youth professionals in each Service⁴; enable the potential to share posts and resources. The current youth and cadets link with Reserve forces is more appropriate at the regional level (infrastructure and support) and so better enabled by the RFCA. It is therefore recommended that D Def YE should be placed under command DCYP and this arrangement is shown at Appendix 1.

4. **Location.** If DCYP and D Def YE were combined, options for their location are: Andover (where DCYP is currently located); London (where the cadet element of RF&C Div is currently located); or split (DCYP in Andover and Youth and Cadets in London). A more joined up approach will only be achieved

⁴ Each Service has youth work professionals who work closely with DCYP but are currently not connected with cadet forces

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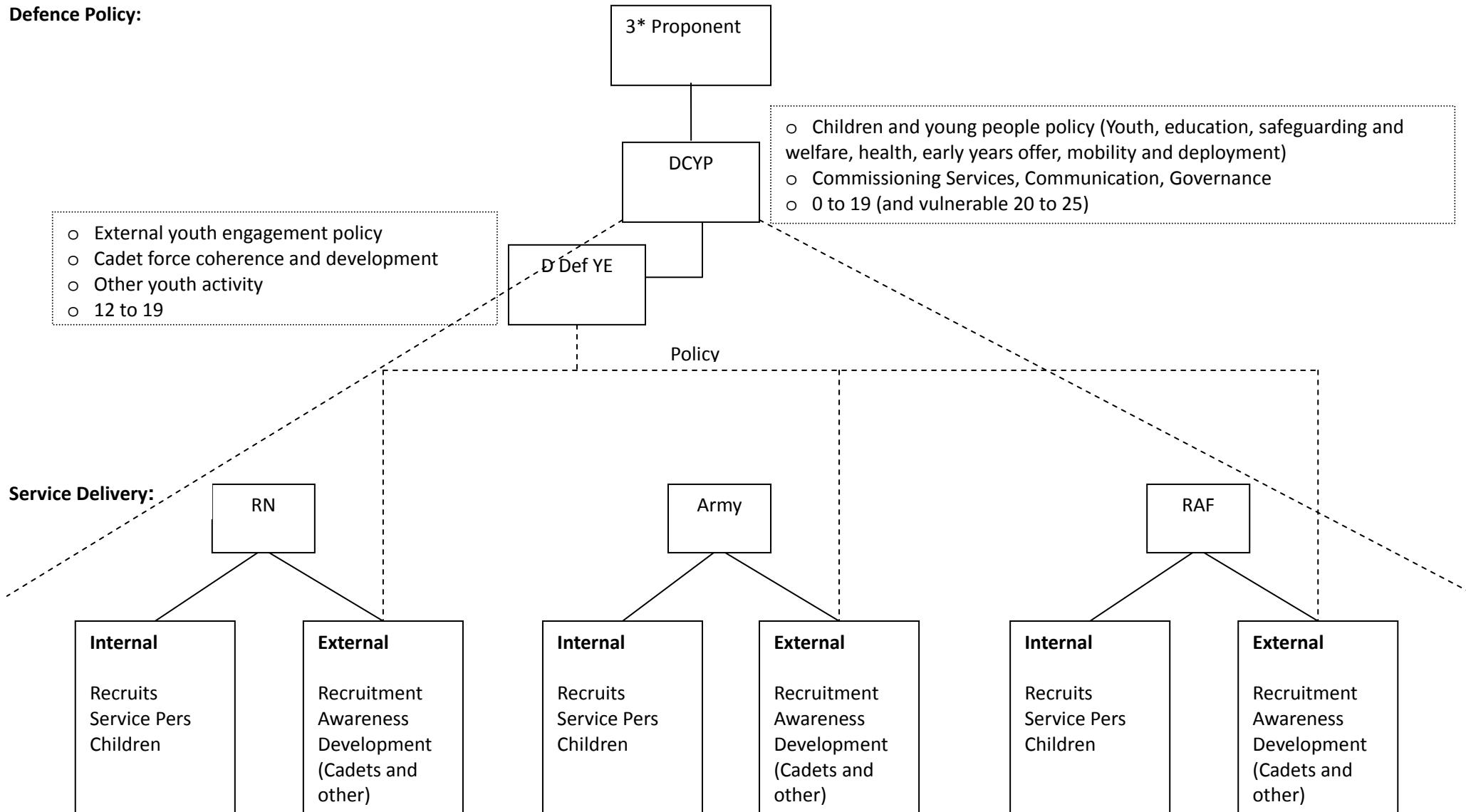
through collocation so a split is probably the least favoured option. DCYP already operates a Defence Department from Andover but could equally operate from London. A quick glance at the routine of the current cadet staff in London shows that they could operate from any location. The decision should therefore rest on the availability of space and the choice of 3* proponent.

5. **3* Children and Young People Proponent.** The cross Government nature of Defence's engagement with and responsibilities for children and young people suggests that this function should have a 3* policy champion. Options include DCDS (Pers & Trg) who manages the current RF&C Div, AG who runs DCYP, another Service, or Joint Forces Command. A quick look at the planned JFCOMD orbat indicates that it is unlikely to be a suitable authority for Children and Young People policy. Of the other choices:

- a. **DCDS (Pers & Trg).** DCDS (Pers & Trg) is currently responsible for RF&C Div (external youth effort) and is located in London. There is significant pressure on MOD manpower (existing plans reduce the current youth and cadet policy manpower from 5 to 2?).
- b. **AG.** AG already manages DCYP and is established and active as the 3* Defence proponent for children and young people policy. HQLF C2 changes (from Mar 12?) potentially make him better placed to take on Defence policy responsibilities. The Army is the most engaged of the three Services in wider external youth engagement activity.
- c. **Other Services.** Aside from AG's current involvement, the current location of DCYP, and the Army's particular focus on wider external youth engagement, there are no reasons why AMP or 2SL could not also take on this on.

6. **Transition.** These arrangements will take time to put in place so it is recommended that the Review Implementation and initial stages of DDefYE are managed from the MOD (where existing RF&C staff are located) for at least the first 6 months. Further work is required on a transition plan which maps the development of DCYP, the formation of DDefYE, and the implementation of the DYER Report.

Appendix 1 - DCYP/D Def YE Responsibilities (shown diagrammatically)

Defence Policy:

EXTRACT OF MAIN RECOMMENDATIONS*[Recommendations have been lifted directly from the paper to preserve the logic flow]*

No	Recommendation	Para Ref
Improve the Approach to Determining the Youth Engagement Requirement		
1	Set up a more robust process for determining the required outcomes (and therefore outputs) of Armed Forces youth engagement activity	7.a
2	Improve measurements of effectiveness and develop a process that links the scale of effort afforded to each activity more closely with agreed Defence and Service outcomes	7.a
3	Establish youth development activity as a Defence task aligned to cross-Government youth policy	7.a
4	Continue with existing Defence initiatives to bring some coherence to how desired recruitment outcomes are determined and met	7.b
5	Establish a Defence focus for awareness outcomes and apply a similar discipline	7.b
Modernise the Approach to Youth Development Activity		
6	Develop a more dedicated national Defence focus for youth and cadet activity supported by more coherent regional foci better placed to project regional influence and identify and exploit opportunities across all four cadet forces	7.c.(1) link 16 and 24
7	Improve the understanding of cadet forces and their benefit	7.c.(1) link 23
8	Develop contingency plans for possible cadet expansion	7.c.(1) link 19
9	Seek opportunities for cadet forces to work more closely together with a view to improving the quality of functional direction and increasing cost effectiveness	7.c.(2) link 16c
10	Develop multi level links with schools and other national and local youth service providers whilst retaining critical linkages to the sponsoring Armed Service	7.c.(2)
11	Raise Defence's profile and influence in the volunteer sector	7.c.(2)
12	Devise a more consistent approach to financial and performance reporting	7.c.(3)
13	Encourage all cadet forces to be more focused on performance (ensuring the most appropriate and cost effective delivery of activity). Allow savings to be reinvested	7.c.(3) link 16c
14	Improve customer/supplier relationships so support is more assured and tested	7.c.(3)
15	Consider the extent to which cadet forces should draw more income from other (non Defence) sources, and how this might best be achieved	7.c.(3)
16	Recognising the importance of the Cadet Force Adult Volunteer, seek opportunities for simple more appropriate cadet policies that reduce administration, sustain terms that attract and retain the best volunteers, and improve volunteer leadership training and opportunities. In particular, improve the Service administration of school run cadet contingents	7.c.(4)
17	Develop Defence policy for Service Outreach programmes to guide decision making, enable proper support to selected projects (application of MOD charging regimes), monitor contribution and champion achievement	7.c.(5)

Defence Youth Engagement Posture		
18	<p>Adopt the following Defence youth engagement posture:</p> <ul style="list-style-type: none"> • Sustain current Service recruiting operations and support these and wider objectives with an improved approach to ensuring widespread positive awareness of the Armed Forces amongst young people. • Contribute to cross Government youth objectives through the provision of comprehensive cadet experiences at current levels and, with the support of other Government departments, modernise our approach to enable an expanded provision if required • Engage in Service Outreach programmes through partnership with reputable providers on the basis of a more comprehensive and consistent risk/benefit analysis • Continue to work closely with other Government Departments to ensure that Service children and young Service personnel are properly supported 	8
Recruitment Management Structure		
19	Continue the DCDS (Pers&Trg) initiative to develop Defence recruitment policy, increase understanding and confidence of interested Government departments, and encourage coherence between Services where it is sensible to do so	10.a
20	Monitor the progress of the Army's Recruit Partnering Project to evaluate its implications for other youth engagement activity	10.b
Awareness Management Structure		
21	Direct DMC to produce a youth awareness strategy which draws Service activity and messaging more closely together, identifies best practice, and agrees targets and the most appropriate strategies for achieving them	11
Cadet Management Structure – Confederated Approach		
22	Establish a more empowered Defence focus for youth and cadet policy combining higher level MOD upward and outward functions, with the more practical business of ensuring improved cadet force policy coherence and recommending development options	16.a and connect 24.b
23	Appoint regional agents responsible to the Defence focus for producing development options and providing the principal point of influence on youth matters with schools and local authorities	16.b
24	Encourage cadet forces to work more closely with each other and the new Defence focus	16.c
25	Establish a cadet committee structure to set strategic direction, agree development proposals, and monitor performance	16.c and connect 24f
26	Impose some control over Service policies affecting cadet forces to ensure that they do not unintentionally impede the benefits of closer cadet cooperation	16.d
27	Maintain cadet budgets at current levels for up to 3 years to allow some stability within which improvements can take place	16.d
Cadets in Schools		
28	Conduct a detailed audit of cadet activity in schools to understand the type and scale of activity being conducted, the balance between activities conducted in and outside school time, relative costs, and the support and supervision arrangements with the schools	19.a

29	Evaluate Defence requirements and school needs (in terms of program and support) and decide how this might most cost effectively be provided, looking at both independent and state sectors. This should include an examination of the rationale for existing CCFs (in terms of desired Defence outcomes) to help inform future funding models, and taking stock of current partnership programs and gauging their success	19.b
30	Secure DofE support to encourage adult volunteer recruitment in schools and improved linkage of the cadet experience to curriculum objectives	19.b
31	Empower the Defence focus to take responsibility for improving Service administrative arrangements for CCFs	19.c
32	Establish a single point of responsibility for day to day supervision of CCFs	19.c
Other Cadet Considerations		
33	Start work to revise volunteer terms to include: <ul style="list-style-type: none"> • A 'volunteer' commission whose terms more closely match the task for which the commission has been awarded. This should be introduced as soon as possible subject to legislative constraints • A remuneration package, based on volunteer roles, which compensates for travel and subsistence expenses, and awards additional remuneration based on actual commitment over the year • A more consistent and improved package of other benefits 	21.a
34	Encourage cadet forces to work towards a more common approach to remuneration over time	21.b
35	Develop a single MIS solution for Defence's cadet forces as part of the wider Personnel area ICT Capability Review	22
36	Create a high level cadet skills framework which better articulates benefit and allows more objective mapping of resources to scale of effort to outcomes	23.a
37	Pursue a more credible external accreditation which properly recognizes the 'life skills' elements of the cadet experience, is available at different levels from 15 to 19, and is widely respected by employers, local authorities and education establishments	23.b
38	Identify a single lead to take forward skills framework and accreditation work for all cadet forces	23.c
Higher Level Policy and Implementation		
39	Confirm DCYP as the 2* high level policy authority for all Defence's engagement with young people (external and internal)	24.a
40	Create a new MOD youth engagement Division (D Def YE) which subsumes the current youth and cadet responsibilities from RF&C Div and provides policy for all external youth engagement and implements this Review. Agree the additional liability (3 posts) to enable this	24.b
41	Note the advantages of DCYP becoming the 2* high level policy authority for all Defence's engagement with young people	24.c
42	Draw up a transition plan which maps the developing role of DCYP, the formation of D Def YE, and the implementation of this report for agreement by the 3* Youth and Cadet Steering Group	24.d
43	Once the transition plan is agreed, decide who holds the Defence higher level 3* responsibility for youth and cadet policy	24.e
44	Agree a new high level committee structure to reflect new arrangements	24.f

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