

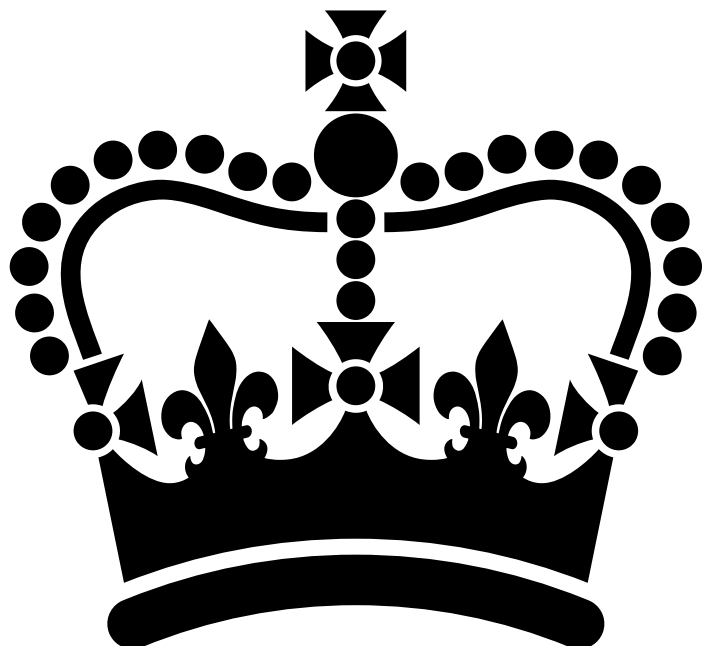


Ministry
of Defence

Reserves in the Future Force 2020: Valuable and Valued

Presented to Parliament
by the Secretary of State for Defence
by Command of Her Majesty

July 2013





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Foreword by the Secretary of State for Defence



Reserve Forces make an essential contribution to delivering the nation's security, a contribution which is growing proportionately as we restructure our Armed Forces to meet the security challenges of the future.

That is why we are revitalising our Reserve Forces, reversing the decline of the recent past, growing their trained strength and investing an additional £1.8 billion in them over ten years. We are fully committed in Defence and across Government to making these changes, which are necessary and are right for the country.

These changes are substantial. They will require a shift in the way we think of Reserve Forces in both the country and in the Armed Forces themselves and how we support them. They will take time to deliver fully. But they are eminently achievable.

In November 2012 I published a Green Paper, *Future Reserves 2020: Delivering the Nation's Security Together*. I am grateful for the more than 3,000 responses we received and for those who supported the many consultation events. The exercise has been invaluable, starting a wider debate, particularly amongst employers, enabling us to develop the approach I am now setting out. Above all, the consultation started a dialogue with reservists, employers and the nation as a whole. This is a dialogue we intend to maintain as we build the new relationships we need.

At the heart of the changes is the individual reservist who makes an invaluable contribution to the nation over and above his or her day job. We recognise this contribution. In return for the commitment of the reservist to train and to be available when needed for operations, we commit to delivering a challenging and rewarding experience with the opportunity to contribute in a variety of ways, from infantryman to intelligence analyst, from engineer to cyber expert, from logistician to medic. And the skills gained in the military can be used to enhance the day job or to help find a new one.

Our reservists are essential members of our Armed Forces. They work alongside their regular counterparts to deliver the military capability the nation needs in an integrated fashion. Recognising this, we are aligning the Reserves more closely with the Regulars in all areas, including training, equipment and remuneration, while continuing to recognise the specific demands reserve service makes.

Specifically, this White Paper announces the introduction of pension and paid leave accruals in respect of training days - a substantial increase in the overall package, and one that aligns the structure of reservists' remuneration with that of the regulars they will be training with.

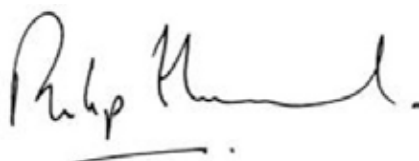
We recognise also the importance of reservists' families. They too make a vital contribution through supporting the reservist as he or she takes time to train or to deploy. While each of the Services supports families in different ways, our policy is that welfare support is delivered to regulars and reservists alike, according to need and the impact of military service on their situation.

We seek new relationships with employers which are open, predictable, based on mutual benefit and tailored to reflect the different impacts reserve service can have on different types of organisation. The consultation showed a lack of awareness about reservists among many employers or of the potential benefits reserve service can offer them. Feedback showed that Defence needs to articulate a more balanced business case on the impact of reserve service on employers. This we accept. The skills achieved by individual reservists, whether personal effectiveness or specific qualification, can be of direct benefit to employers. For some, there might be real benefit in close co-operation where sectors are aligned. The relationship between the Defence Medical Services and the NHS is one example; similar opportunities can be developed in other areas such as engineering, communication or logistics. I encourage British industry to seize the moment.

Above all we seek a new relationship with society. Our Armed Forces, regular and reserve, enjoy considerable public support and admiration, but if they are to continue to flourish they require individuals to volunteer to join and to serve. The Reserves enable the security on which we all depend to be delivered more cost-effectively. Under our new model, the use of the Reserves is no longer exceptional or limited to times of imminent national danger or disaster, but is integral to delivering military effect in almost all situations. This is something we ask society to recognise and understand and, in so doing, provide the support and encouragement to individuals to make that exceptional contribution to the nation's defence.

Alongside this White Paper, I have also published details of the future structure and basing of the Army Reserve. These important changes, necessary to deliver the institutional resilience to sustain a capable Army Reserve in the future, will provide Army reservists with the certainty they need on their future roles, training and organisation.

This paper sets the conditions to grow and sustain our Reserves. The measures it proposes are substantive and necessary. I am confident that they will enable delivery of the future Reserve Forces that we require.



The Rt Hon Philip Hammond MP
Secretary of State for Defence

Executive Summary

- i. The Reserve Forces are a valuable and highly valued part of our Armed Forces. They are vital to the delivery of the nation's security at home and overseas.
- ii. The 2010 Strategic Defence and Security Review set out what our Armed Forces will look like and outlined the role of the Reserve Forces within that Future Force. Reserves will have a greater role – providing both a larger proportion of the force and also Defence's capability in certain specialist areas that it is not practical or cost effective to maintain full time.
- iii. On that basis, we have redesigned our Armed Forces to make best use of the resources available, harness better the talents of the country and provide the Government with the options it needs to address the scale and range of future challenges to our national security. The Reserves will complement the Regulars, working together within an integrated force, providing military capability in a different way from the past to deliver the range and scale of military forces and skills required.
- iv. The 2011 Independent Commission on the Reserve Forces reported that the Reserves were in decline, particularly in the Army, and needed to be updated and revitalised to meet the demands of the new security environment. This led to a Green Paper in November 2012 and a public consultation which prompted over 3,000 responses. These activities have informed this White Paper which sets out the future relationships Defence seeks with reservists, their employers and society.

How do we need things to change to meet our needs in the future?

- v. The increased reliance on the Reserves means that we need greater assurance that reservists are at the training levels needed and are available when required. This means that new relationships need to be developed with:
 - a. **Society.** We all depend on national security; business and the economy cannot flourish without it. Greater reliance on the Reserves is more cost-effective for the nation but it also requires society to play its part in supporting and encouraging reserve service - through joining the Reserves and employing or championing reservists.
 - b. **Reservists and their Families.** Reservists and their families make an additional contribution over and above other members of society. Defence relies on them and needs to reward them in return. The reservist commits to be available to train and deploy on operations; in return we commit to offer stimulating challenges, high quality training, leadership and development opportunities and fair rewards and incentives.
 - c. **Employers.** Employers of reservists make a greater contribution to national security than others. Defence understands and values the commitment employers make; we will make employing reservists easier, more attractive and provide appropriate recognition of the contribution those employers make.

- vi. What we are asking is significant and it will require a cultural shift both in society as a whole and within the Armed Forces. This won't happen overnight; it will take time to achieve.

How will we achieve this change?

- vii. The changes we will make, particularly in the Army, are substantive. Under the Future Reserves 2020 programme the Government has committed an additional £1.8 billion over ten years and this is already delivering change.
- viii. We need to attract and retain reservists by offering a challenging and rewarding experience. As reservists will be required, at least in small numbers, for almost all future operations they must be trained to the levels required to perform their roles. That is why we are investing in better training, including overseas training exercises, pairing and training alongside regular military units and access to the latest equipment and technology to enhance the reservist experience. We are simplifying the route from selection, making it easier for reservists to get to the level of training required.
- ix. We are also investing in reservists and their families. We will improve the alignment of pay and benefits with regulars. We will increase reservists' total remuneration through the provision of a paid annual leave entitlement. From April 2015, when the new Armed Forces pension scheme is introduced, reservists will accrue pension entitlements for time spent on training as well as when mobilised. We will ensure that welfare support is delivered to regulars and reservists alike, and their families, according to the impact of military service and their need.
- x. We will provide occupational health services for all reservists and medical rehabilitation for injuries received when training as well as from operations. We will make reservists more employable in the civilian world by accrediting skills obtained from reserve service with recognised civilian qualifications.
- xi. In addition, we are incentivising recruitment of Army Reserve officers and those leaving the Regular Army to join the Reserves through bonuses of up to £5,000.
- xii. We recognise the contribution employers make to supporting reservists. We seek new relationships which are open and more predictable. We will give more notice so that employers know who their reservist employees are and are able to plan for their absences. We will establish a National Relationship Management scheme to strengthen our relationships with employer organisations and the largest employers from both the public and private sector. We will provide extra financial support to small and medium sized employers; and we will introduce a new employer recognition scheme which builds on the Corporate Covenant to ensure that reservist employers get the recognition they deserve.
- xiii. We will introduce new legislation to enable mobilisation for the full range of tasks which our Armed Forces may be asked to undertake. We will also rename the Territorial Army the 'Army Reserve' to reflect the significant changes in its role and its integration into the Whole Force.

The Way Forward

- xiv. This White Paper is an important step in the process of delivering our Reserve Forces as a vital part of our future Armed Forces. Implementing these changes will take time, but we are committed to delivering them in order to provide the Armed Forces our nation needs.

Section 1 - Introduction: Why and How We Are Changing



- 1.1. The Reserve Forces are a vital component of our Armed Forces and make an essential contribution to our security. Reservists contribute to society over and above most other citizens; balancing their military duties with their other work and family commitments.
- 1.2. We need the Reserves' contribution to national security to expand. By 2020 they will provide a greater proportion of the overall Defence effort relative to Regular Forces and we will use them differently. But in recent years our Reserves have been in decline, particularly in the Army. To meet the future requirement we will stabilise, grow and revitalise our Reserve Forces by enhancing the experience we offer to reservists and harnessing the volunteer ethos of society to tap into the best talent the country has to offer. To sustain a revitalised Reserve we will need a greater commitment from society as a whole.

Drivers for Change

- 1.3. The 2010 National Security Strategy¹ described the strategic uncertainties and the diverse range of security risks that the nation faces. In turn, the 2010 Strategic Defence and Security Review (SDSR)² identified the highly capable future Armed Forces that we will need to meet these threats over the next ten years and

1 A Strong Britain in an Age of Uncertainty: The National Security Strategy – October 2010. Published by The Stationery Office ISBN: 9780101795326

2 Securing Britain in an Age of Uncertainty: The Strategic Defence and Security Review – October 2010. Published by The Stationery Office ISBN: 9780101794824

beyond. It set out a Future Force that gives us the ability to deploy assets quickly and prepare a greater scale of response if required.

- 1.4. The SDSR identified that the Reserve Forces should be an integral part of this Future Force; providing additional capacity as well as certain specialists whom it would not be practical or cost effective to maintain as regular capability.
- 1.5. The 2011 Independent Commission to Review the United Kingdom's Reserve Forces reported³ against this context. They found that the Reserves were in decline, particularly in the Army, and needed to be brought up to date to meet the demands of the new security environment.

How we are Changing

- 1.6. We have redesigned our Armed Forces to make best use of the resources available, harness better the talents of the country and provide the Government with the options it needs to address the scale and range of future national security challenges. The Reserve Forces will complement the Regular Forces within an integrated Whole Force⁴, providing military capability in a different way from the past to deliver the range and scale of military forces and skills required.
- 1.7. To build the Reserve Forces we need for the future we have first had to stabilise their recent decline and will now increase their trained strength⁵ as recommended by the Independent Commission (to 3,100 for the Maritime Reserves, 30,000 for the Army Reserves and 1,800 for the Royal Auxiliary Air Force). These are the primary aims of the Future Reserves 2020 Programme; this White Paper explains how we plan to achieve them.
- 1.8. Transforming our Reserve Forces allows the Regular Forces to focus on capabilities with greater training requirements and those required at shorter notice. Other capabilities which can be held at lower readiness requiring less routine training, or where specialist skills can be more readily maintained in the civilian sector, can be delivered by the Reserves or by contractors, including in some cases through the use of sponsored reserves⁶.
- 1.9. Irrespective of the financial climate, this approach enables delivery of Defence's contribution to national security in a cost effective way that makes best use of the resources available, better harnesses the talents the country has to offer and provides the options needed to address the scale and range of future national security challenges.

3 Future Reserves 2020 – The Independent Commission to Review the United Kingdom's Reserves – July 2011. Published by the Stationary Office ISBN: 9780108510892

4 The Whole Force Concept was introduced in the Defence Reform Review, June 2011 (recommendation 11) and seeks to ensure that Defence is supported by the most sustainable, effective, integrated and affordable balance of regular military personnel, reservists, Ministry of Defence civilians and contractors.

5 Reservists who have completed their Phase 1 (initial) and Phase 2 (specialist) training.

6 Members of a civilian workforce who are required to join the volunteer reserves or regular reserve as a condition of a contract – see Annex B for further information.

Our Vision for Reserves – Valuable and Valued

Reserves in future will continue to be recruited from volunteers across the whole of our society; fit, well-motivated people, often with families and job commitments; training mostly in their spare time, but sometimes on leave from their employers. They will be recruited to the same standards as our Regular Forces for equivalent roles.

They will be organised and trained as part of an integrated force. Training will be high quality and well-organised, making good use of the limited time available, using up-to-date training facilities and current equipment. Most reservists will be trained to a good basic standard in a trade which is judged to be both achievable and useful. Some will be employed as specialists using skills from their previous regular service or civilian life. We will expect them regularly to attend key training sessions.

We will use our Reserve Forces to provide military capability as a matter of routine, mobilising them when appropriate. The wide range of possible activities may include enduring campaigns (such as Afghanistan), resilience operations in the UK, contributions to capacity-building overseas and to support activity at home. In some cases a level of specialist capabilities will be held only in the Reserve Forces.

During their service, volunteers will experience a level of challenge and personal development difficult to replicate elsewhere. They will gain work, life and leadership skills which benefit them, their employers and society as a whole. They will be rewarded fairly and on a comparable basis to their regular colleagues. We will incentivise delivery of the commitment and capabilities we need from them, and will support them and their families.

The future Reserves will be recognised as a central part of Defence. Its volunteers will be recognised by society for their commitment of time and energy; they will be understood and sought out by employers as good employees; and held in high regard by regular colleagues who acknowledge the distinct contribution they make.

Box 1 - Our Vision for Reserves

Resetting Relationships for the Future

- 1.10. As reservists will be required, at least in small numbers, for almost every future military operation, they will have defined roles with a genuine prospect of deployment on operations when they occur.
- 1.11. Although the future strengths of the Reserves will be well within historical levels⁷, they will form a greater proportion of the Whole Force. This increased reliance means that we will need greater assurance that reservists are trained to the levels

⁷ For example, the total strength of the Territorial Army in 1990 was 72,500.

needed and are available when required. This means that new relationships need to be developed with:

- 1.11.1. Society.** Increasing our reliance on the Reserves allows greater Defence resilience to be achieved within our overall budget constraints, but requires a greater willingness by society as a whole to support and encourage reserve service. We all depend on national security; however, most people choose not to contribute to it beyond paying their taxes. We recognise the additional contributions made by reservists, who serve their country, and by their families and employers, who support them. Society as a whole should recognise these contributions.
 - 1.11.2. Reservists and their Families.** Reservists and their families make an additional contribution over and above other members of society. Defence seeks the commitment of reservists to deliver essential security roles by attending training, building skills and being available for operations; in return we are revitalising the challenge and quality of the reservist experience. We will ensure that the reservist is appropriately recognised and supported and that the impact of reserve service on the reservist's family is adequately addressed.
 - 1.11.3. Employers.** While the number of reservists required is a very small proportion of the national work force, employers of reservists make a greater contribution to national security than others. We understand and recognise this; we will make it more attractive to employ a reservist, make it easier to plan and manage the consequences of so doing and provide appropriate recognition of the contribution made by employers.
- 1.12.** While individual reservists have made significant contributions and performed to the highest standards alongside their regular counterparts on recent operations, reversing the institutional decline in the Reserves and increasing understanding and awareness of them in society and amongst employers are challenging tasks. The benefits and value of reserve service to society and employers are not always well understood. What is needed is a cultural shift in society; like all changes in culture this will take time and requires a sustained campaign of communications and supporting measures. The Government is committed to leading a change in the national narrative on Reserves: this White Paper is an essential foundation on which this narrative will build.
- 1.13.** If we are to achieve a truly integrated Whole Force, a change in culture is also needed within Defence, particularly in the Army. Regular personnel have sometimes tended to associate professionalism with exclusive, full-time commitment and dedication to one cause, which has made it difficult for them properly to recognise reservists, for whom commitment is necessarily part-time – however capable they show themselves to be. The challenge for regulars is to recognise and value the contribution of their reservist colleagues. Reservists on the other hand need to feel valued by their regular counterparts and have a clear sense of their role. The scale of this challenge should not be underestimated. Overcoming it will require a sustained campaign of communication and supporting action within each Service. This White Paper sets the conditions for these changes to gather pace.

Achieving the Numbers

- 1.14.** While the strength of the Reserve Forces has stabilised after years of decline, the required increase in numbers has yet to begin. The Army has the largest numbers to attract, but the Royal Navy and Royal Air Force also require significant increases proportionate to their current strengths and in specialist capabilities.
- 1.15.** We are confident that the targets can be met. The total requirement represents only 0.15% of the overall UK workforce and, in an historic context, we require only about half the strength of the Reserves in 1990.
- 1.16.** The fundamental driver of the strength of the Reserves is a clear purpose and roles supported by high-quality, well-organised, progressive and worthwhile military training. This is why we are investing significantly in additional training and equipment, and expanding the range of opportunities, for example increasing overseas training exercises. In the Army, more integrated training with regular units will improve both the quality and scale of training for reservists, as well as providing access to modern equipment.
- 1.17.** The recruiting effort has also been significantly increased. Recent national single-Service and tri-Service campaigns have produced noticeable increases in enquiries. All three Services will continue to spend substantial amounts on Reserves' marketing. The Army has developed a strategic recruiting partnership with Capita to harness the best of commercial practice. We are also improving our data on manning, working to understand the recruiting climate better, simplifying administrative procedures, and taking initiatives to reduce the number dropping out during initial training. We are offering attractive cash incentives to those leaving the Regular Forces to join the Reserves. Additional information on these and other measures we are taking to meet our manning targets is at Annex A.
- 1.18.** Nevertheless, the required rate of increase in the size of the Reserves is challenging. We should therefore not be surprised if growth is neither uniform nor smooth, nor should we be surprised if trained strength falls slightly as we restructure the Reserves before beginning a sustainable rise. Given the time it takes to train reservists the trained strength improvement will lag behind recruitment. Further, changes to the Army Reserve's trained strength may result from changes to its structures and basing as it moves to its Army 2020 laydown.

The White Paper

- 1.19.** This paper is an important step in the process of establishing new and enduring relationships and communication between Defence, reservists and their families, civilian employers and the nation. It follows an extensive consultation with regular and reservist service personnel, their families and employers on the proposals set out in the consultation paper. The findings of the consultation are referred to throughout this paper and set out in more detail in the Summary of Consultation Findings, which are being published in parallel with this White Paper.
- 1.20.** Section 2 of the paper describes how we will use our Reserves in the future, what changes have already been made and our proposals to meet the future requirement. Section 3 sets out our proposition to reservists and their families (ie what we expect of reservists and what Defence will offer them and their families in return), while Section 4 sets out our proposals for the future relationships with the civilian employers of reservists. Section 5 sets out the next steps we will take to deliver the future Reserve Forces.

Section 2 - The Future Reserve Forces and What They Will Do

Effective Reserve Forces are essential to meet the nation's security requirements. They will be central to Future Force 2020, delivering a greater proportion of the Whole Force than in the past, with some capabilities held only in the reserves. Better access to skills and capabilities more readily available in the civilian sector through Reserve Forces is needed to meet the range and breadth of future security challenges to the nation. Some reservists will be required for almost all military operations.

To enable this change we will:

- **Provide Reserve Forces with challenging, demanding and effective training to enable them to meet the roles required of them, and with the modern equipment they need to achieve this;**
- **Provide clarity of the purpose and role of the Reserve Forces;**
- **Integrate reserve training more closely with the regulars through pairing between regular and reserve units;**
- **Legislate to enable mobilisation for the full range of tasks which the Armed Forces may be required to undertake; and**
- **Rename the Territorial Army the 'Army Reserve', better to reflect the major changes to its role and its integral place in the Whole Force.**

Box 2 - Enabling Changes to Our Reserve Forces



- 2.1. This section describes how we will use our Reserves in the future, what changes have already been made and our proposals to meet the future requirement.

Categories of Reservists

- 2.2. There are two principal categories of reservists:

Volunteer Reserves comprise the Royal Naval Reserve, the Royal Marines Reserve, the Territorial Army and the Royal Auxiliary Air Force. They are members of society who accept an annual training commitment and a liability to be mobilised to deploy on operations. As they are at a known level of readiness they are usually the first reservists called on for operations.

Ex-Regular Reserves are former members of the Regular Forces who retain a liability to be called up for service. They meet two functions: some are available to provide specialist capability for a limited time after leaving regular service; all form a strategic reserve for resilience and regeneration of our Armed Forces in case of national crisis. In general, ex-regular reservists have only been called upon to support routine operations if they have volunteered or when volunteer reservists have not been available.

- 2.3. This paper is primarily focused on the volunteer reserves. Additional information on our plans for ex-regular reservists, High Readiness Reserves and sponsored reserves is at Annex B.

How We Will Use Our Reserve Forces

Future Roles

- 2.4.** The Independent Commission identified the need for the Reserves to have meaningful roles. During the Cold War, reserve units had clearly defined roles which they were trained to meet. Over the last decade, resources have been focused on those individuals about to deploy to augment Regular Forces on operations, primarily in Afghanistan and Iraq. While this ensured that the right numbers of reservists were available to support current operations, it has damaged the institutional integrity of the Reserves, particularly in the Army.
- 2.5.** This will change. As an integral part of the Armed Forces, reservists will be required for almost all military operations, often as small numbers of individuals but also, principally in the Army's case and as the situation demands, as formed sub-units or units. This will range from short-notice contingent operations to longer term enduring operations, as well as other activities supporting wider foreign policy aims or to meet standing commitments as summarised in the table below.

Abroad:	At Home in the UK:
<ul style="list-style-type: none">● Short term operations such as the evacuation of UK citizens from Lebanon in 2006 and the 2011 Libya operation.● Longer term stabilisation operations such as in the Balkans, UN missions, Iraq and Afghanistan.● Standing commitments abroad such as the Cyprus garrison and the defence of the Falkland Islands.● Deployments overseas aimed at Defence engagement, conflict prevention, security sector reform and capability building in priority countries, such as the British Peace Support mission in East Africa and the EU operation in Mali.	<ul style="list-style-type: none">● Playing a general role in homeland security, including activities such as support to the Olympics and Paralympics, or specialist roles such as cyber.● Delivering national resilience such as responding to the foot and mouth crisis, flood relief, and communications support to crisis management.● Standing national commitments, such as defence of the UK's airspace.

Box 3 – Tasks that the Reserves will be Required to Undertake

- 2.6.** In addition, we will increasingly draw on the civilian talent, experience and skills of reservists to support more routine activity to ensure that Defence is best placed to meet future threats (for example the increased threat from cyber attacks).
- 2.7.** Some reservists deliver military capability through on-the-job training. For example intelligence reservists from all three Services often work on active intelligence issues as part of their annual training commitment. Similarly, Royal Air Force reservist movements specialists load and unload aircraft at the strategic airhead at RAF Brize Norton or deploy to assist with movements tasks generated

by the Defence Exercise Programme. Army reservist port operators load and unload ships at the Sea Mounting Centre at Marchwood. The use of reservists in this way enables their skills to be kept up to date and at the same time directly contributes to the delivery of military capability. This will continue.

- 2.8.** Each Service uses Reserves in different ways, owing to the distinct nature of their operational roles. The Maritime and Royal Air Force Reserves generally provide individuals and small teams to fill specified roles in deployed forces, often in the earliest stages of an operation, whereas the Army, while continuing to deploy individuals, will have a greater reliance on formed sub-units and units. For all three Services, Reserves will deliver an integral part of their military capability. Reservists from all three Services will also increasingly contribute to specialist units under the recently established Joint Forces Command.
- 2.9.** The increased reliance on the Reserve Forces means that we require assurance that they will be available and trained to the appropriate level when they are needed.

Mobilisation Powers

- 2.10.** Under sections 52, 54 and 56 of the Reserve Forces Act 1996 (RFA 96) reservists can be mobilised:
- In response to imminent national danger, great emergency, or actual or apprehended attack on the UK (section 52);
 - If warlike operations are in preparation or progress (section 54); or
 - For the protection of life and property outside the UK, for operations anywhere in the world to alleviate distress or the preservation of life or property in time of disaster or apprehended disaster or for urgent work of national importance (section 56).
- 2.11.** Additional powers to mobilise the Reserves are required if they are to be available to contribute to the full range of future military tasks at home and overseas. Otherwise we will constrain our access to key personnel and skills held mainly or exclusively within the Reserve Forces. This is particularly important to the Royal Navy and the Royal Air Force who rely heavily on reservists to provide intelligence and cultural specialists and in some cases, such as media specialists, maintain specific capabilities only in the Reserve Forces. The majority of respondents to the consultation⁸ supported this approach.
- 2.11.1. We therefore plan to introduce legislation to revise section 56 of the RFA 96 to enable mobilisation of reservists for the full range of tasks which the Armed Forces may be asked to undertake.**
- 2.12.** This is one of the four early measures to be implemented through primary legislation to strengthen and support the Reserve Forces. There will be no change to the rights of both employers and reservists to seek to defer or be exempted from mobilised service.

⁸ 58% of reservist participants and 55% of employer participants supported the proposals to extend mobilisation of reservists to non-warfighting operations, while around a quarter of each audience disagreed (24% and 23% respectively).

Authorisation and Parliamentary Notification

- 2.13.** RFA 96 empowers the Secretary of State for Defence to mobilise the Reserve Forces, except for mobilisation in response to imminent national danger⁹ where the power is retained by The Sovereign. Parliament must be informed forthwith when a call-out order is made. In the case of sponsored and High Readiness Reserves, the mobilisation authority can be delegated to an appropriate level. For High Readiness and sponsored reserves, Parliament is notified of total numbers mobilised at the end of each year.
- 2.14.** The consultation did not result in clear views on whether Ministerial oversight and Parliamentary notification on the use of Reserves should be retained¹⁰. In the absence of a compelling reason to change the Ministerial oversight process, existing arrangements will continue. Tensions around operational security affecting mobilisation for sensitive operations will be managed within the existing system.

Mobilisation Model: Cycle, Readiness and Liability

- 2.15.** Mobilisation for the three Services varies based on their respective requirements.
- 2.16.** We will broadly continue our current approach to the mobilisation of Maritime and Royal Air Force reservists. On this basis we will continue to mobilise personnel individually, or in some cases as small teams, for short duration tasks as well as for extended periods, depending on the operational requirement. When required, we will continue to mobilise for enduring operations but will increase the amount of warning time provided as explained later in this paper.
- 2.17.** The Army Reserve force structure is designed to sustain a worst case cycle of up to one six month deployment in any five-year period to meet the requirements of the most demanding and enduring operations such as Afghanistan. This structure provides confidence that the required capability can be delivered over time, while having sufficient flexibility to accommodate the likely needs of reservists, their employers and their families. Under this cycle an Army reservist could be mobilised for a period which covers: additional training for the specific tasks to be undertaken; the deployment itself (typically for up to six months); and a period of post-deployment leave.
- 2.18.** To support this model, we plan for Army Reserve units to move through a training and readiness cycle at the peak of which a proportion of reservists will be liable for mobilisation, if required. In reality, unless the Armed Forces become committed to another enduring stabilisation operation, Army reservists are likely to be mobilised considerably less often than once in every five years. Some deployments will be shorter than six months, dependent on the task. For example, the majority of the 2,250 reservists who supported the Olympics and Paralympics were mobilised for about four weeks.

⁹ Under Section 52.

¹⁰ 38% of reservists agreed that ministerial authorisation is needed, but 42% felt that it is not. 39% of employers said that it was needed, with 23% saying that it is not.

- 2.19.** The Armed Forces must be able to respond to unexpected emergencies so, in some circumstances, we might have to exceed these planning assumptions. For example, if there were to be a major flood in the home region of a reservist engineer unit, that unit may be mobilised to build an emergency bridge, notwithstanding recent previous mobilisations. We may also have to exceed these planned rates and durations of reserve mobilisation in response to national emergencies (such as an event of the magnitude of the 9/11 attack or the 1982 invasion of the Falkland Islands).

Training

- 2.20.** High quality, challenging and interesting training is central to the reservist experience. It is essential to attract and retain reservists and to deliver the operational capability required. We have already made changes to improve the delivery and quality of initial training for reservists.
- 2.21.** The Army will continue to improve the quality and variety of training for reserve units. Reservists have increasing access to modern equipment; an additional £200 million will be invested in the equipment for the Army Reserve over ten years; they have already received new vehicles and wear the same new-style uniform as their regular counterparts. We will procure additional dismounted close combat equipment for the Army Reserve in this financial year. We are investing an additional £240 million¹¹ across the three Services in improved training for reservists; in 2012, 22 additional Army Reserve overseas training exercises took place in countries including Cyprus, Italy and Denmark. More are programmed in the future.
- 2.22.** Importantly, from 2015 Army Reserve units will be paired with regular units in similar roles. This system, described in more detail at Annex C, will enable the sustained delivery of high quality training to reservists and the development of fully integrated capabilities. It will facilitate the sharing and development of skills and qualities between regulars and reservists. It will also enable the most training benefit to be gained from the time available, with better resourced training support and administration.
- 2.23.** The average training requirement for most Army reservists will rise to about 40 days per year, from a current average of 35. This reflects the need for units to train together on collective tasks, rather than only as individuals. For the Royal Navy, an average annual commitment of 24 days for the Royal Naval Reserve and 35 days for the Royal Marines Reserve will continue, while the Royal Auxiliary Air Force will also continue with an average annual commitment of 35 days. For all three Services, training is usually conducted in evenings and at weekends and during an annual camp of up to 16 days. As is the case today, there will be some elements of all three Services whose training requirement will be higher or lower than these average annual commitments.
- 2.24.** To achieve collective capability the Army needs reservists to train together and with their regular counterparts. Army reservists will therefore be required to attend certain core training events, which will usually include their annual camp of up to 16 days.

¹¹ This includes funding for additional training days to reflect the planned increased in reservist numbers.

Predictability And Notification

- 2.25.** A strong theme from the consultation has been the need of employers for adequate notification of training and mobilisation requirements to enable them better to plan for and manage the absence.¹²

Training

- 2.26.** We will give reservists and their employers good notice¹³ of core training events that the reservist is expected to attend, providing reasonable notice of any changes. This will give reservists a better opportunity to balance their other commitments and attend core events, and thereby achieve required standards and gain appropriate qualifications. We will routinely inform employers of the annual training plan at least three months before the start of the training year in April.

Operations

- 2.27.** We will give as much notice as possible before mobilisation, depending on the lead time for planning the task. For enduring operations, we will mobilise reservists according to the underlying organisational model, giving at least three months notice to Maritime and Royal Air Force reservists and nine months notice to Army reservists. For unplanned contingent operations, the aspiration will be to give at least 28 days notice. However, for operational reasons we may occasionally not be able to meet these notice periods; we will seek to manage this by considering the circumstances of individual reservists and through the use of High Readiness reservists where possible.
- 2.28.** In selecting individuals for mobilisation, we will, as far as is practical, take into account their personal circumstances, including employment, and will continue to operate an appeals process for employers and reservists. The flexibility in selection for call-out will depend on the urgency and scale of threat.

Variations on Liability for Specialists

- 2.29.** While this section of the paper sets out the general position for each of the Armed Forces, and the majority of reservists will be required to train as described above, there are and will continue to be variations for some roles such as for medical reservists (see Annex D).

12 The notice period for absence was the most frequently mentioned issue in response to the question: 'What type and level of support is required for employers in order to minimise any impact of the absence of their reservist employees'.

13 See para 4.34 for details of notice periods.

How the Individual Services' Reserves Will be Structured

Maritime Reserves

- 2.30.** The Royal Navy delivers capability using regular and reservist service personnel, contractors and civilians. The Maritime Reserves consists of the Royal Naval Reserve and the Royal Marines Reserve. We will increase the trained strength of the Maritime Reserves to 3,100 sailors and marines.
- 2.31.** In future, the capability delivered by the Maritime Reserves will increase. The Maritime Reserves are structured to provide a range of specialist capability and augmentation broadly orientated to support roles. This contribution will increase in breadth and depth. The Maritime Reserves will provide personnel for enduring operations and will also deliver key effects in support of contingent operations, with greater use of the High Readiness Reserves mechanism. There are some areas in the Royal Navy (such as media operations) where capability is only held in the Reserves; this is a cost-effective approach which makes the best use of the talent available.

Army Reserves

- 2.32.** The Army has fundamentally redesigned its structure; the future Army will comprise 120,000¹⁴ service personnel in a single structure, of whom 30,000 will be trained reservists. Within the force, regular and reserve capabilities will complement each other. High readiness elements will be found mainly from Regular Forces, supplemented where necessary by reservists (generally as individuals). Greater reliance will be placed on the Reserves to provide routine capability at lower readiness, primarily in the areas of combat support (artillery and engineers), combat service support (such as logistics, medical), information systems and intelligence; these will principally be for use in the later stages of an enduring operation such as Afghanistan. Reserve combat units will continue to provide augmentation, resilience and depth to regular units.
- 2.33.** These future requirements necessitate changes to Reserve organisation, growing capability in some areas but reducing it in others. The Army is also exploring how it could increase the use of contractors to generate military capability under the Total Support Force.¹⁵ Ex-regular reservists will provide resilience to the volunteer reserve component.
- 2.34.** The consultation paper proposed changing the name of the Territorial Army to the 'Army Reserve'. This change better reflects the significant developments in the Reserves' role. It would signal that the Reserve is an integral and integrated part of the Army delivering military capability at home and abroad. This proposal received strong support from those who responded to the consultation¹⁶. The

14 This figure includes regulars under training.

15 The Total Support Force is the support component of the Whole Force, providing logistics and sustainment to the fighting force.

16 72% of Army reservist and 80% of regular Army respondents agreed that the name would better reflect the Reserves' future roles and tasks.

most common reason for supporting a change of name was the negative and out-dated associations of the Territorial Army. To distinguish the volunteer reserve from the ex-regular reserve, we propose that the Territorial Army will be renamed the 'Army Reserve' and the ex-regular reserve (currently known in law as the Army Reserve) will be renamed the 'Regular Reserve'.

2.34.1. We will legislate to rename the Territorial Army the 'Army Reserve' to reflect the significant changes in its role and its integration into the Whole Force. This is one of the four early measures to be implemented through primary legislation to strengthen and support the Reserve Forces.

Army Reserve Structure

2.35. Within the integrated Army of 120,000, the Army Reserve has been restructured to deliver 30,000 trained reservists, with an additional 8,000 reservists in training, from 2018. The future Army Reserve is optimised against this liability; it results in some changes to the structure of the Reserves. These will ensure maximum efficiency and operational effectiveness within the future integrated force. The capabilities which will make up the Army Reserve will be different from today. This will result in the total number of major and minor units, and of sub-units, changing to reflect the requirement to generate deployable capability (from individuals to formed sub-units) from the Reserve as part of the integrated force structure under Army 2020. This change will be reflected in the future Order of Battle of the Army Reserve being announced in parallel to the publication of this White Paper.

Army Reserve Basing

2.36. The Territorial Army is currently structured on the basis of a trained strength of 36,500 (although it has not been manned to that level for a number of years). The force structure changes mentioned above, and based on an establishment of a trained strength of 30,000, require the basing footprint of the future Army Reserve to change. The number of locations occupied by the Army Reserve will reduce from around 340 to just over 300 against criteria based on:

- **Structure and Capability.** As well as the reduced structure, the capabilities the future Army Reserve will be required to generate are different to those of the Territorial Army. Where structure and capability is no longer required there is an opportunity for estate rationalisation.
- **Recruiting.** Small or poorly recruited sub-units (those with less than about 30 personnel) will increasingly be consolidated into more populated areas to optimise future recruitment.
- **Integration.** Greater concentration of reserve manpower in fewer locations and increasing proximity to their paired regular unit will lead to efficiencies in manpower, infrastructure and equipment and deliver a better integrated and better trained Army.

2.37. Overall, the resulting footprint of the Army Reserve will deliver a more efficient and effective structure, necessary to meet the requirements of the integrated force. A summary of these changes, which we expect to be complete by 2016, are being announced in parallel to the publication of this White Paper. Where Cadets are co-located on Army Reserve sites for which there is no longer a Defence requirement, we will ensure that a Cadet presence is retained.

Royal Air Force Reserves

- 2.38.** The Royal Air Force Reserves comprise two elements: the Royal Auxiliary Air Force, of volunteer reservists; and the Royal Air Force Reserve, primarily consisting of individuals with previous regular service. Royal Auxiliary Air Force trained strength will increase to at least 1,800 by the end of 2016. It will continue to operate as it does today, augmenting the Regular Force with individuals or small groups.
- 2.39.** The future concept for the Royal Air Force Reserves is to continue to augment the Regular Forces as an integral part of the Whole Force. The future nature of conflict puts a higher premium on air forces being used at high readiness and the reserve air forces are being rebalanced to enable them to play a greater role. We will hold some 10% of the force as High Readiness Reserves, to rebalance away from the basic generalist roles of force protection and to allocate a greater proportion to specialist roles such as cyber, intelligence and medical. This rebalancing is underway and will be largely complete by April 2016.

Reserve Forces' and Cadets' Associations

- 2.40.** The changes we are making in the Armed Forces, regular and reserve, particularly in the Army, are significant and, as has been seen, will have implications for structures, basing and operational models. The Reserve Forces' and Cadets' Associations provide important support both to the Reserve Forces and the Cadets and their role will continue to develop.

Vignette: Royal Marines Reserve in 2020 – Sergeant Paul Matthews QVRM

A former regular, Sergeant Paul Matthews served in the Royal Marines during the latter stages of operations in Afghanistan and left to set up what is now a successful building business in his home town of Liverpool. He now employs a team of four people and is expecting to expand further over the next few years. Missing the camaraderie of the marines he decided to join the Royal Marines Reserve back in 2016 and is now fully established in his local unit RMR MERSEYSIDE. It was hard work getting back up to the necessary level of fitness but he relished the challenge.

Paul has since trained overseas on a number of occasions, including Exercise BLACK ALLIGATOR where he went to California to train alongside regular Royal Marines and the United States Marine Corps. Closer to home, last year he was deployed at short notice under the domestic resilience arrangements to support the community after serious flooding in North Wales. In 2021 he will be mobilised to serve for a year in Lead Command Group as part of the nation's very high readiness Response Force Task Group. Leaving his business for an extended period is a concern but one of his team will take on his managerial responsibilities in his absence and there are a range of financial support measures available, especially for Small and Medium-sized Enterprises such as Paul's. Looking for promotion to Colour Sergeant, 2020 has been a good year for Paul as his reserve service has been recognised in the Queen's Birthday Honours List with the award of the Queen's Volunteer Reserve Medal (QVRM).

(note: this is a fictional scenario set in 2020)

Section 3 - The Offer to Reservists and Their Families

The Reserves are valuable to the country and we value what reservists deliver for Defence. Mutual commitment is at the centre of the new proposition: the reservist commits to be available to train and deploy on operations; in return Defence commits to offer attractive challenges, high quality training, leadership and development opportunities and fair rewards and incentives. Defence also commits to provide appropriate support to reservists' families, recognising the contribution they make.

Changes we are making to the offer include:

- More high quality training, both on joining and subsequently;
- New individual training to enhance military skills and, through increased civilian accreditation, to improve civilian employability;
- Access to Standard Learning Credits;
- A substantial increase in total remuneration value as we better align pay and benefits with regulars through:
 - An allowance for paid annual leave, recognising that reservists deliver capability for Defence;
 - Accrual of benefits under the future Armed Forces pension scheme, not only when mobilised but also when training;
- A restructured training bounty incentivising commitment and rewarding the delivery of capability;
- An Early Commitment Bonus of £5,000 to encourage recruitment of Army Reserve officers;
- Incentives to encourage those leaving regular service to transfer into the volunteer Reserve Forces, including a transfer bonus in the Army Reserve;
- Better defined career structures, increased opportunities for reservists outside the field forces and better managed careers including provision of career management staff in Army Reserve units;
- Improved health care when not mobilised:
 - Access to full occupational health assessment;
 - Dental assessment;
 - Rehabilitation for injuries received while training;
 - Improved access to mental health support;
- Provision of welfare officers in Army Reserve units to deliver a higher, more consistent and more accessible level of direct welfare support to reservists and their families.

Box 4 - Changes to the Offer to Reservists and Their Families



- 3.1. This section sets out our proposition to reservists and their families and demonstrates how we value the commitment reservists make to their country.
- 3.2. Defence needs to attract and retain high quality individuals by offering the right mix of challenge, opportunity, incentive, recognition, skills and reward. For many reservists, reserve service offers an alternative focus and worthwhile addition to their normal employment. The opportunity to gain skills which will increase their employability is also an important factor for many. What reservists do matters and delivers an essential contribution to national security. It must be properly recognised and valued.
- 3.3. Mutual commitment is at the heart of the future relationship between Defence and the reservist. The consultation paper set out a proposition of what Defence will offer to individuals who volunteer for reserve service in the Armed Forces and what commitment Defence expects in turn from the reservist. This received a broadly positive response from reservists¹⁷. Following the consultation this has been slightly revised as follows:

'As a serving member of the Armed Forces a volunteer reservist commits to train routinely and mobilise when required. In return, Defence will: offer attractive challenges, high-quality training, leadership and development opportunities and fair rewards and incentives to volunteers; support them throughout their service (including when mobilised and recuperating); treat them as veterans after their service; and, subject to national emergencies, seek to predict training and deployment requirements'.

¹⁷ 55% of reservists who answered the question agreed with the revised proposition, 16% said that they disagreed and 29% said that they did not know.

Providing a Challenging and High Quality Experience

- 3.4.** The future Reserves' roles were explained in Section 2. These underpin the purpose, ethos and structure of the future Reserve Forces and, most importantly, provide the requirement to attract the resources necessary to deliver them. Training is central to the reservist experience and, as has been explained earlier, has been significantly enhanced. Other measures that have already been implemented to improve the reserve experience are summarised in Box 5.

How We Will Value Our Reservists

- 3.5.** In the past we have placed insufficient emphasis on the career development and progression of reservists. We are clear that in future we must invest in our reservists as individuals if we are to be able to make best use of the talent they represent. But we also need to recognise the real challenges that reservists face in reconciling the needs of family, civilian career and reserve service. This means that while, with the necessary time and training, reservists can deliver as much as their regular counterparts, the way that this is delivered must take due account of their circumstances. This demands changes in cultures, attitudes and behaviours from both regulars and reservists. If Defence routinely asks more than reservists or employers can reasonably give, then it is unlikely that Defence will have the reservists needed to deliver an assured contribution to national security.
- 3.6.** Defence's New Employment Model (NEM)¹⁸ will redesign the employment structures and terms and conditions of service for regulars and reservists. It will deliver greater parity and comparability between regular and reserve service – for broadly equivalent levels of commitment there should be broadly equivalent reward – and set the framework for easier transition between regular and reserve service. This provides a significant opportunity and is fundamental to the design of our future Armed Forces. It will take time to develop fully.
- 3.7.** Important early decisions have already been made on reservist terms of service. These are designed to support delivery of the operational capability needed from our Reserve Forces in the future, to enable delivery of the proposition set out above and to set the conditions for the development of the detailed measures within the NEM to support reservists and regulars as integrated elements of the Whole Force.

¹⁸ The Ministry of Defence's transformation programme to deliver the future terms and conditions of service for all service personnel.

Improving the Reserve Experience

Much has been done and is being done to improve the offer to reservists, in order to banish the perception of a two-tier force and to deliver an integrated Reserve of genuine utility. Improvements to date include:

Maritime Reserves

- The recruiting and training organisations have been strengthened to attract the additional recruits and accelerate initial and specialist training processes.
- The Maritime Reserves Bounty Scheme has been introduced which encourages existing personnel to sponsor a friend or colleague through the recruitment process.
- Project FIREFLY has been initiated to improve the transfer of regular personnel into the Maritime Reserve on completion of their service.
- Betterment of the Maritime Reserves estate has commenced, with initial work concentrating on the aspects that directly relate to training, such as the supporting IT infrastructure.

Army Reserves

- Initial recruit selection procedures have been improved and there is now a common regular and reserve selection process.
- There is improved access to initial training courses including fast-track consolidated officer and soldier courses.
- A reserve Command, Leadership & Management (CLM) programme is being established and will be complete by December 2013.
- 79 dedicated unit career managers have been recruited to coordinate reserve career management and awareness.
- 45 dedicated welfare officers have been recruited, with a further 31 to be recruited in 2013.
- Administration has been reviewed to reduce the burden on the reservist.
- The Army Reserve has received new equipment including vehicles, enhanced communications equipment and new uniforms.
- 22 overseas training exercises for reservists were delivered last year; more are planned in the future.
- £2m of cardio-vascular and fitness training equipment has been delivered to units / sub-units.
- Adventurous training and reserve sport are now resourced core activities.

Royal Air Force Reserves

- New squadrons have been formed in areas where the Royal Auxiliary Air Force did not previously have a presence.
- Man training day (MTD) provision has been restored to pre-SDSR levels, both in terms of the number of personnel being trained and the MTDs allocated in certain areas.
- A fast-track process for Regular to Reserve transfers has been instituted.
- There are more overseas training opportunities; Royal Air Force Reserves have recently trained in Germany, the USA and Norway with international partners.
- Full access to regular Adventurous Training (AT) facilities is available for reservists and there are improved opportunities for unit level AT.

Box 5 - How We've Improved the Reserve Experience

Career Structures

- 3.8.** Individuals join the Reserve Forces for different reasons and for varying lengths of time. Most posts in the Maritime Reserves, the Army Reserve and the Royal Auxiliary Air Force are based in local units around the country, although there is scope for reservists to take up full or part time headquarters roles. To provide the best opportunity to develop individual reservists in the future, allow the development of targeted and appropriate conditions of service and facilitate opportunities for transfer between Regular and Reserve Forces and vice-versa, a refined and updated reservist career structure is necessary. This is significant work which includes the identification of non-frontline posts for reservists and the development of career paths.
- 3.9.** Unlike regular career structures, which are based on length of service, reservist career structures also need to reflect the personal, career and domestic circumstances and level of commitment a reservist is able to make. The reservist career structure will recognise:
- 3.9.1.** The relatively high level of commitment and flexibility an individual gives in the early stages of his or her service, normally within a field force unit;
 - 3.9.2.** The reduced availability the individual may have later on as he or she develops his or her civilian career and/or due to family commitments; and
 - 3.9.3.** The need to draw a cohort of future senior leaders and some specialists through to a third stage where their potential can be fully realised.
- 3.10.** As part of the process to ensure that appropriate career structures are developed for both Reserve and Regular Forces, work is already well underway to consider how service personnel are going to be employed in the future. The work, being undertaken within FR20, is intimately connected with the NEM programme and will ensure coherence between reserve and regular structures.

Vignette: Army Reserve in 2020 – Corporal Steve Gray

'My name is Steve and I am a 30 year old Infantryman in the Army Reserve; my civilian job is with a major facilities management company. I have served for ten years and have seen at first hand the transformation from the Territorial Army to the Army Reserve. When I first joined, we were just doing the same old routine low level training but now we have a focussed, demanding and exciting training programme linked to a predictable commitment cycle paired with our regular counterparts.

In the past there were many inconsistencies between regular and reserve service but I've noticed really positive changes over the years. Our training centre has now got loads of new fitness kit, I get paid leave, I'm a member of the Armed Forces pension scheme and I used my Standard Learning Credits to help pay for a language course at my local college which has benefited me, the Army and my civilian employer.

People in the office often ask me what I've been up to on training and one colleague has just applied to join my unit. My employer has recently signed up to the Corporate Covenant; this is a real plus for me because it shows that both my employers, military and civilian, recognise their mutual obligations to each other and to me.

When I deployed to Afghanistan back in 2013 we did some great pre-deployment training and I felt totally ready for the challenge ahead – there was no difference between regulars and reservists and I felt that my wider life experience was of additional benefit when we were deployed. The Army's welfare provision was excellent; my wife was invited to events before and during the tour so she could understand what I was doing and where she could look for help if needed. My employer was supportive too; it was quite a team building exercise for my office because they really rallied round and got together to support me with letters, presents and updates on how things were going back home. My family were a bit worried but I could tell how proud they were when they came to my medal parade – no-one else in my family had been in the Army so it was a real first. I also deployed to Kenya for a month two years ago as part of a fully integrated regular and reserve team training the Kenyan Armed Forces and setting up a new training school. This gave me a chance to put the skills I've developed in my civilian career to use in a military context.

All in all, the Army Reserve has really given me something extra in my life – challenge, experiences, mates, opportunity, fitness, pride; I could go on for ever. Frankly, it is such a part of my life that I can't really imagine not doing it. Yes, it is hard work but it has really given me something different that is exciting and meaningful.'

(note: this is a fictional scenario set in 2020)

How We Will Recognise and Reward the Commitment Made by Reservists

Consultation Findings

- Responses focused primarily on deficiencies in the current Conditions of Service package and the desire for alignment with regular allowances, including health and welfare provision. It was observed¹⁹ that what was expected of a reservist was relatively clear, but that the package for the reservist was less clear.
- There was broad agreement that allowances and training bounty payments should support individuals who commit to and achieve training standards²⁰, rather than simply rewarding attendance, and should reward those who achieve the required standard early.
- Reservists listed pay and training bounty, minimising impact on employers and well organised and stimulating training as the best incentives to attend training²¹. Responses pointed to the importance of the training bounty payment as a tangible reward for commitment.
- Interest in a reserve pension came more from officers than other ranks²² and was seen as a requirement to reflect parity of treatment rather than to incentivise further service²³.

Box 6 - Consultation Findings - Conditions of Service

Pay and Pension

3.11. In the longer term, the package of pay and allowances for all service personnel, regular and reserve, will be developed by the NEM Programme. In the short term, we will recognise the additional commitment of reservists to train and deploy routinely by providing a substantial increase in the overall remuneration package, delivering greater alignment with regulars. Specifically:

3.11.1. In addition to the current annual leave awarded for time on deployment, reservists will earn approximately one day's paid leave for every ten training days completed. This additional entitlement will be applied retrospectively with effect from the leave year commencing 1 April 2013.

¹⁹ Primarily at the single Service focus groups.

²⁰ A number of respondents in the single Service reservist groups and some of the white mail responses suggested that recognising a commitment greater than the minimum with an increase in bounty would reward those who are motivated and encourage reservists not to work just to the minimum standard.

²¹ The top answers from reservists to the open question 'How could [training] attendance be incentivised' were pay, money or bounty (19%), minimising the impact on the employer (17%), and quality training / well-resourced training facilities (16%).

²² Pensions were mentioned in response to the open question 'What aspects of [the proposition] would you modify' by 10% of reservist officers compared to 6% of all reservist participants.

²³ Observation from single Service focus groups.

3.11.2. We will provide access to the future Armed Forces pension scheme in respect of all elements of reserve service (training and deployments). The MOD is introducing a single Armed Forces pension scheme in 2015, to be known as Armed Forces Pension Scheme 2015 (AFPS 15). To recognise the value of reserve service we will give reservists access to AFPS 15 from 1 April 2015 to provide a defined pension contribution for all paid service. This will deliver parity of treatment between regular and reservist personnel and will help to encourage transfer from regular to reserve service.

Training Bounty

3.12. The primary purpose of the Training Bounty is to encourage reservist personnel to complete their annual training obligation²⁴. It increases progressively over five years. It is tax exempt and is paid to reservists for undertaking specific training and attaining prescribed levels of efficiency. Even though we are substantially increasing the overall remuneration package for reservists by introducing a paid annual leave entitlement and pension benefits for training days, we will also retain a Training Bounty. As we move to the future model for the Reserve Forces, we will develop the Training Bounty more clearly to recognise commitment, encourage retention and reward the delivery of a prescribed level of capability both individual and, where appropriate, collective. We will introduce these changes at the earliest possible date: April 2014 (the start of the 2014/15 training year).

3.13. The independent Armed Forces Pay Review Body makes recommendations about reservists' Bounty. It will continue to do so, taking account of the overall reservists' remuneration package.

Reservist Award

3.14. The Reservist Award includes payments to make up the difference between civilian earnings and military salary when a reservist is mobilised. This is to ensure that the reservist is not financially disadvantaged by mobilisation, for example by being unable to continue mortgage payments.

3.15. The Reservist Award is critical to the success of the mobilisation process. However, the current system has led to a small number of cases where very highly-paid civilians have been employed in non-specialist military roles but have received very high reservist awards. This does not always provide value for money to the taxpayer.

3.15.1. We will restructure the financial assistance regulations²⁵ to place a cap on the level of Reservist Award in non-specialist roles. We will retain the ability to offer higher reservists awards to attract the best talent in specialist roles (for example surgeons).

²⁴ Single Service training requirements for Training Bounty qualification are set out in JSP 754, available on www.gov.uk. At present, approximately two-thirds of reservists meet their annual training obligation (FY 11/12).

²⁵ Statutory Instrument 2005/859.

Standard Learning Credits

3.16. The Standard Learning Credit scheme provides funding support to service personnel who wish to enhance their educational or vocational achievements. It allows service personnel to claim 80% of fees paid to civilian bodies for certain personal development courses, examinations and support, up to a maximum of £175 per financial year.

3.16.1. We will extend access to the Standard Learning Credit scheme to all reservists from April 2014. Extending the Standard Learning Credit scheme will encourage reservists to enhance their educational and vocational achievement which benefits Defence, the individual and, potentially, his or her employer.

Measures to Encourage Recruitment

Encouraging Ex-Regulars to join the Volunteer Reserve

3.17. Former regular service personnel in the volunteer reserve bring their experience and training to improve and sustain the capability of the Reserve Forces. They improve the institutional robustness of the Reserves and contribute directly to capability. The transfer of service leavers and ex-regulars also reduces the initial training cost of the volunteer reserves.

3.17.1. The Army is therefore incentivising the transfer of service leavers and ex-regular soldiers and officers by offering a £5,000 taxable commitment bonus on top of their other pay and allowances, payable over a four year period of service in the Army Reserve.

3.18. To encourage transfer to the Army Reserve of those leaving the regular Army we have significantly streamlined our transfer policy and processes. Supporting measures include:

- The retention of regular rank on transfer;
- Access to higher rates of Training Bounty on account of prior regular service;
- Establishing formal links between regular personnel and reserve units; and
- Targeted communications to raise awareness of reserve service among regular personnel, with specific measures to stimulate initial contact towards the end of regular service.

3.19. In addition, we have further streamlined movement between regular and reserve service in all three Services by:

- Ensuring continuity of the security clearance enjoyed as a regular for 12 months after leaving regular service;

- Aligning medical standards to ensure consistent application of measures of 'fitness to serve' with the volunteer reserve;
- Improving record keeping and simplifying the re-instatement of service records; and
- Establishing dedicated unit career management and supporting staff to smooth the regular to reserve transfer process.

3.20. The Support for Britain's Reservists & Employers (SaBRE)²⁶ and the three Services' websites have been amended to enable ex-regulars to access information and register interest in volunteer reserve service. We are also investigating the use of service records to facilitate contact with regular personnel once they have left the Regular Forces.

Early Commitment Bonus

3.21. Young officers are essential to the health of any military organisation. Their leadership helps to attract new recruits and to enrich the experience of those already serving, thus aiding retention. Recruiting Army Reserve officers is a high priority.

3.21.1. Since April 2013 an Early Commitment Bonus has been available to direct entry officer entrants into the Territorial Army. It provides an initial taxable payment of £2,000 on completion of initial officer training, followed by three staged annual payments of £1,000 on completion of the annual training commitment. These payments are in addition to the standard pay and allowances.

²⁶ SaBRE is an MOD sponsored organisation who provides reservists and employers with advice and support on reservist matters.

Vignette: Royal Auxiliary Air Force Medical Reservist in 2020 – Flight Sergeant Jane Smith

Jane is a Senior Staff Nurse in the Emergency Department in a major NHS Trust. She also serves as a RAF medical reservist with 4626 (County of Wiltshire) Squadron, based at RAF Brize Norton in Oxfordshire. She joined the Royal Auxiliary Air Force in 2008.

The 33-year-old, who now holds the rank of Flight Sergeant, spends one weekend a month at RAF Brize Norton where she takes part in a variety of training ranging from leadership, military skills, specialist clinical courses and physical fitness exercises. Jane is also committed to 15 consecutive days annual training for which her employer grants special paid leave. Recently, her Squadron has undertaken exercises in Cyprus and Kenya simulating humanitarian relief operations.

Jane deployed to Afghanistan for three months in 2013 and has since been deployed elsewhere in the world for shorter periods to assist humanitarian operations. When she went to Afghanistan she was given four months formal notice of mobilisation although it had been clear some months before then that she would be required. Given the notice period and help received from the MOD, her civilian manager was able to adjust the workload in her department and bring in additional temporary staff. Her manager said:

‘Given the notice, we were able to minimise the impact of Jane’s absence; it was fairly similar to other absences such as maternity leave. When she came back from each operation, Jane discussed her experiences with staff. It was clear she had grown in confidence and clinical skills – I suspect being part of a medical response team in Afghanistan and during humanitarian crisis such as the recent earthquake; helped make her like that!’

Since returning from Afghanistan, Jane’s military and clinical skills and experience have been recognised and recorded in her NHS training file. Jane’s department has adopted similar procedures to those which she learned on operations, such as the ‘After Action Reviews’ if there is a patient safety incident in the Emergency Department.

Jane has recently applied for a commission to become a Nursing Officer in the Royal Auxiliary Air Force.

(note: this is a fictional scenario set in 2020)

Reservists not in employment

- 3.22.** For those seeking employment, reserve service offers an excellent opportunity to gain employment skills and experience, particularly for those who have recently entered the employment market. Personal development through reserve education, skills, training and experience helps to improve employment prospects for unemployed reservists.

- 3.23.** Under the Partnering for Talent Programme, 15 (North East) Brigade is running four pilots focused on improving employability skills for reservists. Early findings suggest all four have the potential for wider application. The pilots are:
- 3.23.1.** A vehicle maintenance course for unemployed reservists in partnership with Hull College. 13 unemployed TA soldiers recently completed a six week course, attending one day a week. The course included a level two qualification in employability and a guaranteed job interview with local employers.
 - 3.23.2.** A 'veterans and reservist' Job Club in Hull in partnership with Job Centre Plus. As at 10 June 2013, of the 52 who joined the club, seven are in full-time employment, three are at college, two are on educational courses, two are on Enhanced Learning Credit courses and two are on other courses.
 - 3.23.3.** Technical engineering training for unemployed reservists in partnership with The Prince's Charities and Redcar Council. For one day a week, individuals receive vocational training at a TA centre, learn engineering skills and brush up basic numeracy and literacy skills. The aim of the pilot is to connect individuals with employment opportunities, indirectly through Further Education or directly with employers.
 - 3.23.4.** A two-week residential course for unemployed 18-24 year olds to develop trust, attitude and maturity through team work, leadership development, problem solving and experiential learning, delivered by an Army Outreach Team in conjunction with the Police, Fire Service, Nurses, Prison Service and Job Centre Plus. 30 students completed the first course on 28 June 2013.
- 3.24.** In addition to this we are piloting traineeships for reservists, providing modules that contribute to accredited vocational awards and will set the foundation for joint industry-led apprenticeships. For example, the Royal Electrical and Mechanical Engineers (REME) have recently introduced a pilot scheme to train unemployed reservists in engineering skills alongside their regular REME counterparts. The pilot has resulted in six reservists completing apprentice training and being awarded NVQ qualifications which will enable them to secure new civilian careers as vehicle mechanics or fitters. A further 20 places on the scheme are being filled this year. The scheme not only gives otherwise unemployed young people new skills and qualifications, which open up real career opportunities for them, but also delivers genuine integration of regular and reserve training. We aim progressively to extend this approach to other technical trades in the Army Reserve.

Impact of Universal Credit on Reservists

- 3.25.** Important measures have been put in place to support the application of Universal Credit (UC) to reservists. The UC system replaces and consolidates a number of existing benefits (including income-based job-seekers allowance and housing benefit) and is intended to reform and simplify the benefit system. It will remove the distinction between in-work and out-of-work support.

- 3.26.** Reservists will not lose their benefit entitlement or have to submit a new claim following completion of a period of training. However, any earnings related to the period of training undertaken will be taken into account when calculating the value of the UC award. This policy treats reservists in a similar manner to any individual undertaking short term work; it ensures that work always pays.
- 3.27.** Reservists living in social housing, whether as a single occupant or living with family members, will retain their entitlement to that housing when mobilised as long as they continue to pay the rental charge to the landlord.
- 3.28.** Where a regular or reservist lives at home with his or her parents, he or she will continue to be treated as occupying his or her room in the parental home while on operations or pre-deployment training. The parents therefore do not see a reduction in their housing benefit entitlement as a result of their adult child's bedroom being unoccupied during that period of absence. In addition the non-dependant deduction (ie the contribution non-dependants are expected to make towards their living expenses) ceases until they return home. This provision was introduced in recognition of the contribution Armed Forces personnel (including reservists) make to their communities and wider society as a whole and ensures that those serving in the Armed Forces and their families are not unfairly affected by the recent changes to the Housing Benefit system when on operations or pre-deployment training.

Health Provision

- 3.29.** Healthcare for regular and reservist personnel is in large part provided by the NHS. However, the MOD provides health assessment and healthcare to deliver the assured security capability the nation requires, and to meet the responsibilities of Defence to promote, protect and (where not provided by the NHS) to restore the health of its people. When mobilised, a reservist has the same entitlement to healthcare as a regular service person. However, if Reserve Forces are to provide an assured contribution to national security greater certainty is needed that reservists will be medically fit to deploy when they are called upon, and that their health is protected on deployment and in training.
- 3.30.** Defence requires an understanding of the functional capacity and fitness to work of its reservists and must be able to minimise the risk to their health. Provision of occupational health also reduces the risk (and therefore disruption to the reservist and employer) of a reservist being mobilised and found subsequently to be unfit to deploy. Occupational health support for non-mobilised reservists, not currently consistently provided by the MOD²⁷, is therefore routinely required throughout their service to support their availability for operations.
- 3.30.5. We will extend occupational health provision to all reservists, including the provision of:**
- **Fitness for work medicals;**
 - **Hearing assessment (audiometry);**
 - **Visual acuity tests; and**
 - **Other health surveillance requirements.**

²⁷ Navy and RAF reservists already receive an occupational health provision, including medicals upon joining.

- 3.31. The requirements of the three Services will be delivered by the Defence Primary Healthcare Service, except those required to support recruitment, which they will continue to manage.

Dental health

- 3.32. To support dental health for deployment, we will resource the assessment of occupational dental fitness for those preparing to deploy. Any conditions identified will be managed through referral to the reservist's civilian dentist.

Mental Health

- 3.33. Considerable attention is already given to identify and address mental health issues arising from military service for regular and reserve personnel alike. Programmes already in place to ensure pre-deployment mental health briefings and preparations are aligned with those for regular personnel. During the immediate post deployment phase reservists are made aware of how and where appropriate assistance can be sought for any mental health concerns. We will continue to develop this support for veterans and reservists who have deployed on operations, in partnership with the Department of Health, the Devolved Administrations and the Service Charities.
- 3.34. The enhanced occupational health provision for reservists will be critical to providing support to reservists with mental health problems. It will provide a mechanism to identify any mental health issues and to assess any implications in the context of service in the Reserves. We expect, however, that reservists will continue to receive mental healthcare from their GPs and specialist mental health services in the NHS for mental health problems unrelated to military service.

Rehabilitation

- 3.35. The Defence Medical Rehabilitation Programme (DMRP) provides rehabilitation for injured or ill service personnel, including reservists mobilised for operations, but does not currently support reservists who are injured in training. This goes against the principle of the future Whole Force and must change.
- 3.35.1. We will therefore increase the rehabilitation service to reservists to include provision of rehabilitation for those injured during reserve training.** We will provide timely physiotherapy and rehabilitation support to reservists injured in training, in order to enable their return to fitness for their military role; this will also benefit their civilian occupation.
- 3.36. Given the geographic spread of reservists, the delivery of this support will be tailored to the requirement, and may include Defence Medical Services primary care rehabilitation or contracted services, supported by the more specialised facilities such as the Regional Rehabilitation Units when required. This provision will be accessed through, and forms part of, the enhanced occupational health provision to reservists.

Welfare and Family Support

- 3.37.** Existing welfare policy affords equal welfare support to reservists and their families as for regulars, although delivery is through different single Service mechanisms. But the consultation showed that the delivery of welfare to reservists was not being applied uniformly and was often determined by resources and outdated perceptions of entitlement.²⁸ Specifically, many Army reservists were unable to access Service welfare support unless they were mobilised.
- 3.38.** In order to deliver the assured capability that we require, we must ensure reservists have appropriate access to welfare services and that we recognise the contribution and sacrifices that continue to be made by their families.
- 3.39.** The provision of welfare for reservists must be based on an assessment of an individual's commitment, on Service need and on an assumption of broad equivalence with that for regulars, though not always provided in identical form. For example, reservists should expect greater welfare support around mobilisation, when the Service need is high and where their commitment to reserve service is high, and should expect greater reliance on support through the NHS and other agencies during less intense periods of routine training.
- 3.40.** We will therefore implement the following measures to improve welfare and family support to reservists in the short term:
- 3.40.1. The Army will provide welfare officers at unit level to enable a higher, more consistent and more accessible level of direct welfare support to reservists and their families.** This will provide a level of welfare support that, particularly for non-mobilised Army reservists, has not been previously possible. It will allow Army reservists to access the more professional Army Welfare Service support²⁹ at times when they are not mobilised, for example for help to resolve relationship difficulties. The Army has already started a programme of recruiting unit-based welfare officers that will be complete by the end of 2013.
- 3.40.2. We are revising our policy and guidance better to reflect the particular welfare needs of reservists and their families and provide support equivalent to that provided for regulars.** This means that there will be no barriers to reservists and their families accessing the normal range of support provided by welfare officers, whether they are mobilised or not. However, as with regulars, the support offered will reflect the degree to which service life has created or aggravated the problem as well as the degree to which the problem is impacting on the individual's ability to fulfil their service responsibilities. This policy will be underpinned by a new research-led welfare maturity model. Policy will be revised by early 2014 and further updated in light of the maturity model research that will be commissioned in mid 2014.

28 Qualitative and white mail responses acknowledged that because Reserve Forces are more geographically dispersed, they face a different situation to the regular Armed Forces regarding support for families. Reservists generally felt that this should be acknowledged by units and alternative methods of support for families should be put in place.

29 The AWS contains trained specialists (military and civilian) who provide specialist welfare services for more serious or complex welfare cases such as dispute resolution, signposting to specialist local authority care and the preparation of specific casework reports to assist in case decision making.

Armed Forces Covenant

- 3.41.** The offer to reservists and their families is supported by the Armed Forces Covenant. There is a continued requirement nationally to ensure that the Armed Forces Covenant is being applied for all military personnel, regular and reserve. The scope of the Covenant spans terms and conditions and recognition through to support to families. It is an obligation on the whole nation: Government, Devolved Administrations, Local Authorities, civil society and others.
- 3.42.** As part of the overarching Armed Forces Covenant, the Community Covenant was established to follow up Covenant commitments at the local level and to encourage local communities to support the service community in their area, promoting mutual understanding and awareness between the Armed Forces community and the local communities in which they find themselves. Through this successful initiative (over three-quarters of some 400 local authorities have now signed pledges with their local Armed Forces unit, with more in the pipeline) we are seeing the issues affecting Armed Forces community, including Reserves and their families, being taken into consideration in the planning of local services as never before. How these discussions impact upon practical measures taken in each area varies depending on particular local circumstances.
- 3.43.** In addition to the Community Covenant, we have also recently introduced the Corporate Covenant. This is a voluntary corporate statement of support for the Armed Forces. The aim of this is to complement the Armed Forces Covenant to ensure that the wider Armed Forces community faces no disadvantage in its engagement with business. In relation to reserve service, it sets out the basic behaviours required from Defence and reservists and what we will ask from employers in order to provide and enable a supportive employment environment.

Section 4 - The Offer to Employers

For many reservists, successful service in the military is dependent on being able to manage the separate demands of the military and of their civilian employer. Defence recognises the contribution employers make to supporting reserve service and accepts the need for a new approach if the nation's future dependence on the Reserve Forces is to be assured. Reserve service will affect employers in different ways according to, for example, their size and sector. We seek a relationship which is tailored to reflect this, which is open and predictable and which is based on mutual benefit.

We will therefore:

- Revise the financial assistance regulations to ensure that the levels of financial assistance provided to employers are appropriate and that the administrative arrangements are streamlined;
- Legislate to allow us to provide financial awards to micro, small and medium-sized enterprises when their reservist employees are mobilised;
- Extend civilian accreditation of military provided skills, training and experience;
- Introduce a new scheme to recognise supportive employers and underpinned by the Corporate Covenant;
- Develop an open and predictable relationship by:
 - Ensuring that reservists notify employers of their reserve status³⁰;
 - Notifying employers of the training programme annually;
 - Providing notice of mobilisations and periods when a reservist is at high readiness for mobilisation;
 - Providing relevant feedback on what a reservist has achieved during a period of reserve service;
- Introduce a new pan-Defence framework for civilian employer engagement, including a National Relationship Management scheme to establish strategic personnel relationships with major employer organisations, relevant trade bodies and the largest employers;
- Continue to work with public sector employers to provide an exemplar of support for reserve service;
- Provide improved information and material for employers on reserve service;
- Work with employers and education organisations to develop opportunities for both the employer, the reservist and Defence in the transition period between education and work, including for those not in education, employment or training;
- Develop innovative solutions with industry, building on sponsored reserves, to deliver capability for the Armed Forces;
- Legislate now to provide reservists with right of access, without a qualifying employment period, to the Employment Tribunal for unfair dismissal if the dismissal relates to their reserve service; and
- Gather evidence on reservists being disadvantaged in, or when seeking, employment, follow up individual cases and, if the evidence justifies it, we will consider additional measures, including whether to provide additional protection in the next quinquennial Armed Forces Bill.

Box 7 - Changes to the Offer to Employers

30 Subject to security requirements.



- 4.1. This section sets out our proposals for the future relationship with employers.
- 4.2. We recognise that many employers support their reservist employees and take pride in their achievements. However, while many relationships between employers and Defence are good, they are often transactional in nature and established as the result of a mobilisation or because a concern has arisen.
- 4.3. In future we commit to making every effort to establish more sustained and enduring relationships which facilitate reserve service while recognising and accommodating the needs of the employer, the reservist and Defence. This future approach provides significant opportunities for all parties.
- 4.4. Defence recognises that to have assurance on the availability of reserves there must also be sufficient flexibility to accommodate the real challenges employers face in meeting their business needs. We should only routinely ask for what can reasonably be delivered.
- 4.5. Our proposals have two inter-dependent themes: **Balancing the Proposition** and **Developing New Relationships**. Together these create the conditions to develop the opportunity for **Mutual Benefit** between the reservist, the employer and Defence.

Balancing the Proposition

- 4.6. Some employers, particularly larger ones, consider enabling reserve service to be part of their Corporate Social Responsibility, with positive benefits to perceptions of their organisation. We encourage and support such an approach.

Consultation Findings

Responses to the consultation, supplemented by recent research³¹ and wider engagement with employers and the employer community indicate a need to:

- Improve Defence's engagement with the employer community, placing that relationship on an enduring footing. Many employers have no experience of employing reservists and little or no knowledge of the issues surrounding such employment. Many were clear that they want better information regarding reservist service.
- Better manage our relationships with the employer of each reservist. While many employers of reservists have been supportive of mobilised employees, many are unclear of the support available. Many commented adversely on the administrative burden of claiming support.
- Provide sufficient notice of reservist absence from the work place, both for training and mobilisation.
- Ensure that the balance between the requirements of the reservist, the employer and Defence is correct. The business impact of the absence of a reservist is normally a key determinant in the decision to be supportive or not. Civilian line managers play a critical role in this decision process.
- Work together to deliver the supportive environment necessary to enable reserve service. Many saw few benefits of a relationship primarily based upon legislative compliance, rather than one based on mutual benefit.
- Provide some flexibility in Defence's use of a reservist where particular circumstances mean that absence from the work place would cause business impact beyond what it is reasonable to expect an employer to accommodate.

In addition, just under half (46%) of reservist respondents said that they had experienced disadvantage in the workplace on the basis of their reserve service.

Box 8 - Consultation Findings - Employer Relations

Financial Support for Employers of Mobilised Reservists

- 4.7. The consultation showed that many employers consider current levels of financial assistance provided to employers of reservists to be inadequate³². Many employers also considered the bureaucracy of making a claim to be cumbersome. Assistance is governed by financial assistance regulations³³ which

31 MOD funded, SaBRE FR20 Research, by Jigsaw Research, January 2012. Defence Human Capability Science & Technology Centre, FR20 the Future reservist: Employer Issues and Incentives Literature Review, Oct 2012. MOD funded, FR20 Understanding the Factors that Affect Support for Reserve Service, by the University of Edinburgh, Jan 2013. Defence Human Capability Science & Technology Centre, Partnering for Talent: the Future Medical reservist, What Do NHS Employers Want? Feb 2013.

32 A number of employers who attended consultation events felt that the current financial compensation did not offset the full cost of recruiting, employing and training a replacement, and potentially retraining the reservist on return. Additionally, current arrangements for reclaiming costs are considered to be such an administrative burden that many larger businesses do not bother to do so, and smaller companies, that could not afford to overlook the cost, invested significant effort to do so.

33 Statutory Instrument 2005/859.

enable an employer to make a ‘capped’ claim for replacement and training costs caused by the absence of their employee due to mobilised service. These are summarised in Box 9. Regardless of the other changes we are proposing, there is a continuing requirement for this provision.

- 4.7.1. We will therefore revise the financial assistance regulations by April 2014³⁴ to ensure that the financial limits and types of costs open for claim, including for training of replacement staff, are appropriate and that the administrative arrangements are streamlined.**

Financial Incentives

- 4.8.** A general observation from the consultation was that the benefits of employing a reservist were not seen to outweigh the costs³⁵. In particular, many employers, especially micro, small and medium-sized enterprises (SMEs), indicated that the loss of key staff had a business impact over and above the direct cost of finding a replacement.

- 4.8.1. We will introduce legislation to allow the Secretary of State to make payments to SME employers of reservists. Full details will be laid out in regulations.** This is one of the four early measures to be implemented through primary legislation to strengthen and support the Reserve Forces.

- 4.9.** The award, in addition to the financial support detailed above, will be a flat-rate payment of £500 per reservist per month when mobilised and will be targeted at SMEs³⁶, on whom the impact of absence is likely to be greater.

34 Changes to the financial assistance regulations will need to take account of the new financial incentives set out in para 4.8.1 and are therefore dependant on the commencement of this piece of primary legislation.

35 General observation from employer workshops.

36 Defined by the Department of Business, Innovation and Skills as enterprises with fewer than 250 employees and less than £25m annual turnover.

Financial Assistance Currently Available to Employers of Mobilised Volunteer Reservists

Additional Costs

Employers do not have to pay reservist employees whilst they are mobilised as they will be paid by the military. Employers can claim financial assistance to cover additional salary costs incurred, for example:

- Overtime, if other employees are used to cover the work of the reservist.
- Marginal salary costs of a temporary replacement, where they exceed the usual cost of the reservist employee's salary.

The maximum that can be claimed for additional costs is currently set at £110 per day. The MOD will pay this award for every working day that a reservist is mobilised.

Non-recurring Costs

Employers can also claim for certain one-off costs including:

- Agency fees, if a recruitment or employment agency is used to find a temporary replacement.
- Advertising costs to find a temporary replacement.

There is no maximum amount that can be claimed for such non-recurring costs.

Financial Assistance for Re-training

Employers can claim for any re-training that reservist employees need when they return if it is essential for them to carry out their duties properly. There is no cap on the amount employers can claim for this element.

Pension Contributions

A reservist who is called out is entitled to remain a member of their occupational pension scheme. Provided that the reservist agrees to continue to pay their own contributions, the MOD will pay the employer contributions.

Box 9 - Financial Assistance Currently Available to Employers

Benefits of Reserve Service

- 4.10.** The majority of employers agree that there are benefits in employing reservists, especially when the civilian and military roles are close, although benefits will vary according to employer and to the reservist's role in the organisation.

However, a strong observation in the consultation was that the potential benefits from reserve service were poorly understood and articulated³⁷.

4.11. Benefits to employers from reserve service broadly fall into three areas:

4.11.1. Directly Transferable Qualifications, Skills and Experience. Where the civilian and military roles are close, there are potential benefits from directly transferable qualifications, skills and experience. There is also potential for direct transfer in those areas that are generic to many organisations (eg health and safety or driving).

4.11.2. Leadership and Management. Reserve education, training and operational experience tests delivery, decision-making, management and leadership capabilities in very demanding environments. These make reservists well placed to deal with work place challenges; employers have indicated that they value the generic skills developed in this way.

4.11.3. Employability Skills. The Armed Forces pride themselves in developing the behavioural skills and attitudes required for both operational and organisational success; these include self-discipline, personal organisation and communication. These behaviours and attitudes benefit any employer. The majority of reservists are dependable, physically fit, have a proven ability to work in and for a team, can communicate clearly, are robust and are committed.

4.12. While there are existing employer awareness initiatives, often organised at a local or regional level, our investment in this area has reduced over recent years. We see these events as an important means of engaging employers and raising their awareness and understanding of the opportunities and benefits of reserve service. We will therefore be reinvigorating these events in a more systematic and coherent manner.

Accreditation of Training

4.13. The consultation indicated that employers value accredited, industry standard and nationally recognised training and qualifications; unsurprisingly, this was reflected by reservists themselves. Whilst reservists frequently have relevant transferable training, skills and experience, employers told us that they were not always able to exploit this where a military qualification was not formally accepted as the equivalent to a civilian qualification or standard. We have taken these findings into more focussed discussions with industry sector leads and identified that in sectors such as the retail, medical and cyber fields and the construction and oil & gas industries, particularly where the same function is conducted by an individual in both their civilian and reservist roles, there is considerable opportunity for specialist trade accreditation. However, the consultation identified that the military skill-set most highly regarded by employers and reservists is leadership, management and communication³⁸.

³⁷ Many of the employers who attended the consultation workshops felt that there were potential benefits from reserve service but that these were not being 'sold' to them, either by the reservist or by the MOD, and that more could be done to ensure this occurs.

³⁸ The top responses to the open question 'what specific competencies would be considered to be particularly attractive' were accredited / recognised qualifications (19%), leadership (16%), management (8%) and communication (7%).

4.13.1. We will improve the level of accreditation available to reservists completing trade courses by working with trade bodies and awarding organisations to map our training to existing qualifications and standards. We will better articulate generic military attributes (such as positive work ethos, confidence and working under pressure) and what reservists gain from military training and experience (such as leadership, line management and communication skills) so that civilian employers can more readily recognise the benefits of reservist military service.

4.14. Where our training does not map directly to a civilian qualification, improved access to the Standard Learning Credit scheme (as described in para 3.16) will help eligible personnel to bridge the gap and complete the award.

Implementation Plan

4.15. Following the consultation we have started work to review reservist training; this will be completed by the end of 2013, allowing changes to be implemented in 2014. This process is establishing the current levels of accreditation, the extent to which existing training could be further accredited to recognised industry standards and, where appropriate, we are undertaking additional course design work in order to meet awarding body criteria.

4.16. We have already accredited reserve initial officer training and are making good progress in mapping recruit training, a process that we aim to complete by the end of the year. On completion we will be able to offer a fully civilian-accredited developmental pathway that reservists will be able to follow throughout their military careers. For many, this will complement and support progress in their civilian careers.

4.17. In summary, accreditation of military skills, training and personal development will enable employers better to understand what reservists bring to their organisations. We will work with recognised providers to examine how relevant civilian qualifications can be utilised to accredit prior learning, shorten military training and enhance career development. In doing so, we will improve the transparency and transferability of reservists' skills and qualifications, enhancing their value to both civilian employer and reservist alike.

Recognising the Contribution Made by Reservist Employers

4.18. The UK has a well established honours and awards system to recognise exceptional public service. But in addition to this, Defence must recognise the contribution that employers make to support their reservist employees if we are to develop and sustain the employment environment required. Our recognition scheme will be scalable in order to acknowledge the specific level of contribution provided.

4.19. We currently recognise employers who support our Reserve Forces through the SaBRE organisation. Employers are recognised by the award of a SaBRE certificate with additional material available to support in house publications and

websites. This approach has been appropriate to the operational demands of the last decade and therefore provides a foundation for the greater emphasis on employer relationships planned for the future. The existing SaBRE campaign has generated a total of over 14,000 supportive employers.

- 4.20. Our new approach to recognising supportive employers will build on established best practice and on the newly established Corporate Covenant. It will provide an initial, visible means for employers to show their intent to be supportive of the Reserve Forces.
- 4.21. The second step will be properly to recognise employers who demonstrate levels of commitment; this is already evident with the many employers who have been supportive during the last decade and have been so important to the success of reservists on operations. We will reinforce the established SaBRE approach in order to provide proper and appropriate recognition for employers at the organisational level. We will continue to provide employer certificates and will update the material that can be used on company letterheads and websites in order better to reflect the contribution made by supportive employers. This second step recognises employers who have moved beyond intent and are actively demonstrating supportive behaviours.
- 4.22. There will be some employers who are able and willing to take a more proactive approach to encourage reserve service amongst their employees. This we will recognise specifically as the third level.
- 4.23. Although the majority of individuals and organisations will be comfortable with recognition in the public domain, there are some with market or cultural sensitivities who, whilst content to support the Reserves, will require discretion. The recognition scheme will therefore only publicly recognise employers who have given their consent for us so to do.
- 4.24. We intend to develop our recognition scheme further within the Corporate Covenant. The future National Relationship Management scheme (as described in para 4.50) will enable a more systematic approach to identifying and recognising the most supportive employers and will provide the overall management of the recognition scheme.

Developing New Relationships

- 4.25. We will make it as easy as possible for employers to support reserve service. We will do this primarily through building relationships with employers based on better communication, providing greater clarity of what we require and development of mutual benefit. We seek relationships which are:
 - 4.25.1. **Open** and based on predictability and notice;
 - 4.25.2. **Tailored** for different sizes and sectors of employer; and
 - 4.25.3. Based on **mutual benefit**.

- 4.26.** In addition, we envisage relationships being managed on three levels:
- 4.26.1. Locally**, generally through the reservist and supported by the reservist's unit;
 - 4.26.2. Regionally** where an employer has a number of reservists and with regional employer bodies;
 - 4.26.3. Nationally** with the largest employers, the public sector and national employer organisations.
- 4.27.** Relationships will continue to be maintained with the Devolved Administrations both from the MOD and through Defence's regional commands and the relevant Reserve Forces' and Cadets' Associations.
- 4.28.** Reservists are at the centre of the relationship and are the primary channel for communications with employers. Our approach is to enable and support this relationship by providing appropriate training and support from the reservist's unit, not to seek to take its place.

Vignette: Royal Naval Reserve in 2020 – Lieutenant Sarah Haworth RNR

Lieutenant Sarah Haworth joined the Royal Naval Reserve in 2016, completing her officer selection and training immediately after leaving the University of London. Reserve service is in her family, her father reached the rank of Major in what was then the Territorial Army and her brother has for some time served in London's Royal Naval Reserve unit, HMS PRESIDENT. Sarah joined the submarine operations specialisation and was able to complete the necessary training whilst qualifying as a solicitor in a firm in the City of London. Her company has been particularly positive and she has progressed quickly to the rank of Lieutenant; they were recognised last year with a supportive employer award after releasing Sarah for additional training.

As a submarine operations officer, Sarah has served in naval headquarters ashore but also on a number of occasions at sea; this year she embarked for the first time in the new aircraft carrier HMS QUEEN ELIZABETH for a major NATO exercise. Her employer recognises the accredited leadership qualifications she has gained as a Royal Navy officer and as a result she achieved a management position within her firm a little earlier than others in her peer group. They do however recognise that she might be required at short notice for a contingent operation, but have regular contact with the Navy through her unit Commanding Officer. Sarah is committed to her work as a solicitor and to the Royal Navy; she plans to fully develop her career in both.

(note: this is a fictional scenario set in 2020)

Joint Employer - MOD Focus on Recruitment

- 4.29.** As part of the Partnering for Talent Programme, a number of large employers, as well as Skills Sector Councils, are proactively helping to promote the benefits of reserve service. Learning about reserve service via their employer automatically removes any uncertainty about how an employer feels about employees becoming reservists. Embedded employer marketing within large companies is often underpinned by a reserve-supportive HR policy and the identification of other reservist employees as role models. Examples of such initiatives include :
- Rolls-Royce hosted Reserves' recruiting teams at their annual briefing of graduates and apprentices, followed by the use of internal communications to raise awareness of the Reserves.
 - BAE Systems preceded Armed Forces Day with a week-long 'Proud to Support our Armed Forces' campaign across its UK businesses including the launch of an employee relations intranet site for Reserves with a revised policy, employee registration and news articles. This was supported by senior leader blogs, promotion of Uniform to Work Day, and fund-raising events on behalf of Armed Forces Charities.
 - Carillion ran a Reserves' awareness day, as well as analysing how to make reserve service more attractive to their employees and have adopted measures actively to support recruiting to a national Army Reserve unit.
 - Oil and Gas UK (OGUK) facilitated the attendance of Reserves recruiting teams at an OGUK event in Aberdeen, attended by 300 companies.
 - e-skills UK is working in partnership with the MOD to promote the benefits of becoming a reservist to cyber professionals and their employers.
 - BT is trialling the recognition of selected reservist training as part of its employee professional and technical development. BT has also employed well over 1,200 Service leavers in recent years, and includes reserves awareness as part of their induction.
- 4.30.** Some employers have already seen the potential to develop relationships with specific reserve units, for example where there are shared requirements for specialist skills.
- 4.31.** These measures, and others, will all be made easier for other firms and sectors to follow through the provision of the Online Toolkit (as described at para 4.54).

Developing An Open Relationship

- 4.32.** Our vision is to enhance our relationship with employers in order to develop and maintain a robust, balanced and open three-way dialogue between the reservist employer, the reservist and Defence. An open relationship based on predictability and notice will help employers plan and manage the impact of their employee's absence and provide increased assurance that reservists will be available when they are needed.

Notifying Reserve Service

- 4.33.** For the future relationship to work, employers need to know who their reservists are. **We will, subject to security considerations, mandate and oversee notification by reservists of their reserve service to their employers.**

Predictability and Notification

- 4.34.** In the consultation, employers consistently cited the positive effect that predictability and good notice of a reservist's training and mobilisation would have on both their relationship with Defence and their ability to manage the effect of the mobilisation, mitigating any business impact³⁹. We recognise this and therefore:

- 4.34.1. We will routinely inform employers three months before the start of the training year in April of the key training events that their employee is expected to attend, providing reasonable notice of change.** This is aimed principally at the 16 day annual camp that involves mid-week activity but will extend to weekend duties to help the management of shift workers.
- 4.34.2. We will give at least a year's notice of when an Army reservist is entering their minimum warning period (and is therefore liable for mobilisation)**⁴⁰. Given the more predictable cycles of training and readiness we will usually be able to give at least 18 months' notice.
- 4.34.3. We will give as much notice as possible of mobilisation.** When committed to an enduring operation, we will be able to give employers of Army reservists (who will represent 85% of the future Reserve Forces) at least nine months' notice of mobilisation and give employers of Maritime and Royal Air Force reservists three months notice of mobilisation. For short-notice contingent operations, we will seek to give at least 28 days' notice. However, for operational reasons we may occasionally not be able to meet these notice periods; we will seek to manage this by considering the individual circumstances of reservists and through the use of High Readiness Reserves where possible.
- 4.34.4. We will consider reasons from employers for the deferment of mobilisation through the existing appeals process.** Examples include where several reservist employees are being mobilised from a single business at the same time or where there are specific business pressures. While there is scope for flexibility, its degree will depend on the level of national security threat to which we are responding and the availability of reservists with the specific skills required.
- 4.34.5. We will seek to resolve any issues with availability for training or mobilisation through constructive dialogue.**

39 The notice period for absence was the most frequently mentioned issue in response to the 'What type and level of support is required for employers in order to minimise any impact of the absence of their reservist employees' question.

40 See para 2.17 for explanation of Army Reserve mobilisation model.

4.34.6. We will give formal notification to employers of the return to work date from periods of mobilised service.

Vignette: Army Reserve in 2020 – Employer’s Perspective

‘I am the MD of an engineering and fabrication firm employing around 30 people. One of my welders, Mike, is a member of the Army Reserves. Though initially sceptical about the wisdom of employing someone with such an additional commitment, I have found him to be a real asset to my company and, now that I can forecast the periods when he will be away training or could be called-up for operations, I am able to adapt work patterns to cover his absence.

Though Mike’s Army role has no direct link to my business I have found that the soft skills he has developed have been greatly beneficial. For example, his ‘can do’ attitude, strong communication skills and personal standards set him apart from the majority of his colleagues. He has proved to be a loyal and reliable employee who organises his work without prompting and always meets my production deadlines. He has also brought with him a range of hard skills which have materially benefited my company, such as an accredited first aid qualification which has saved me money and the time involved in sending someone on a course. As an all-round good guy and a real team player, I like his self-confidence and in a small company environment, I rely on him a lot.

When Mike did deploy on an operational tour I received great support from the Army. Twelve months out when Mike’s unit told me about the deployment I was able plan to recruit a temporary replacement in good time to cover his job, the application system for financial support was really easy and the MOD paid up without fuss. After the tour I received a useful report on what Mike had done which really brought home to me that he had been doing a really valuable job and the responsibility he had out there, as well as telling me that he had gained recognised civilian qualifications in management and health & safety, which he is now using in my business. Aside from that, at the local Chamber of Commerce awards, I was able to talk about something a bit different by including in my speech that I employed a reservist and how his service and deployment had affected my business in a positive way.’

(note: this is a fictional scenario set in 2020)

Feedback on Deployments

4.35. We will provide employers with relevant information on what a reservist has achieved during a period of reserve service. For example, for a mobilised period, the feedback could include detail on the individual’s appointment and role and any significant achievements or events relevant to that reservist. It would also cover any qualifications gained. Information will only be given with the reservist’s consent.

4.35.1. We will provide employers with a post-deployment report detailing what their reservist employees have achieved during the deployment and what qualifications or skills they have learnt /

practised and a periodic update on skills and qualifications gained during training.

4.35.2. We will improve the flow of information to employers of reservists who have deployed or who also have employees deployed as part of support contracts with the MOD.

Protecting the Reservist

Preventing Disadvantage at Recruitment

- 4.36.** While Defence is fully committed to an open relationship with employers, it is essential that the interests of reservists are protected at the same time. Openness on notification must not affect a reservist's employment prospects. Reservists being disadvantaged on account of their reservist status is behaviour which society as a whole should not accept.
- 4.37.** Many reservists reported in the consultation that they believed they had been disadvantaged as a result of their reserve service⁴¹. In addition, we regularly receive anecdotal reports that reservists have felt disadvantaged when seeking employment. This is a significant issue which could undermine the more open relationships we seek with employers. Addressing it also presents significant challenges. In the consultation, employers were largely against the introduction of new legislation on the grounds that it risked penalising supportive employers and was likely to prove ineffective⁴².
- 4.38.** Based on the available evidence, our understanding of the nature of the issue is insufficient to take legislative action now without a significant risk of unintended consequences. We need to understand better the nature of the issue through systematic collection of data. Further, delivering new relationships with employers in the way we propose should give reservists greater confidence in this area.
- 4.38.1. We have therefore set up a web-based portal⁴³ to enable us to gather evidence on reservists being disadvantaged in, or when seeking employment as a direct result of their service.** This will allow us to follow up individual cases and, if the evidence justifies it, we will consider additional measures, including whether to provide additional protection in the next quinquennial Armed Forces Bill.

Employment Protection

- 4.39.** The legal framework⁴⁴ already exists to protect reservists from being dismissed solely or mainly on account of any duties or liabilities a reservist has to undertake. Such a dismissal is a criminal offence. This protection exists whether or not any formal notification of mobilisation has been given to the employer. Likewise,

41 46% of reservists who responded online said that they have experienced disadvantage in the civilian workplace on the basis of their status as a reservist; 40% said that they have not.

42 37% of employers did not think legislation would be an effective tool to mitigate disadvantage in the civilian workplace. 40% of employers provided reasons such as these listed as to why legislation would not be an effective way to prevent disadvantage.

43 surveys.mod.uk/reserve-employer-issues

44 Reserve Forces (Safeguard of Employment) Act 1985, Section 17.

provision is already in place to ensure that when a mobilised reservist returns to his or her previous employment within six months of demobilisation, this does not break his or her continuity of employment.

- 4.40. However, an individual cannot generally raise a claim for unfair dismissal at an Employment Tribunal until he or she has completed two years of continuous employment with their employer. Periods of mobilisation do not count towards continuous employment; therefore it can take reservists longer than two years to gain this protection.

4.40.1. We will therefore legislate to give additional protection to reservists by providing an exemption from the statutory two-year qualifying period in bringing unfair dismissal claims where the dismissal is by reason of the employee's reservist service. This special protection for reservists in employment will enable a reservist who has been so dismissed to bring a claim for unfair dismissal before an employment tribunal, regardless of their period of employment.

- 4.41. This is one of the four early measures to be implemented through primary legislation to strengthen and support the Reserve Forces. The protection will be limited to cases where it is claimed that the reason or principal reason for dismissal is related to the employee's reserve service. It will not apply where a reservist has been dismissed for any other reason, such as capability or conduct.

Tailoring the Relationship

- 4.42. Employing a reservist affects different sizes and types of employer in different ways. This is why we recognise the need for a tailored approach towards employers.

The Public Sector

- 4.43. As a major employer of reservists the public sector will take, and will be seen to be taking, a lead with respect to the employment of reservists.
- 4.44. The Secretary of State for Defence announced in October 2012 that Central Government departments would grant ten days additional paid leave to reservists to undertake their training. Since then, further progress has been made with Central Government departments through the Civil Service publication of common reservist HR policy and guidance and the identification of 'Reserve Champions' in each department to act as a reservist focus.
- 4.44.1. Central Government will set an example and encourage the public sector as a whole to embrace the required changes to demonstrate the Government's, and the nation's, commitment to the Reserve Forces.**

Large Employers

- 4.45.** While recognising that reserve service does have an impact on large employers, particularly where work forces are lean, we believe they have more opportunity to benefit from the employment of reservists and may be better placed to manage them within their workforces. We continue to develop closer relationships with such employers to enable shared talent development and co-ordinated workforce planning to the mutual benefit of all concerned. The National Relationship Management scheme (as described in para 4.50) will provide a focus for coherent engagement and identification of mutual opportunity.

Micro, Small and Medium-sized Enterprises

- 4.46.** We recognise that reserve service can have a particular impact on SMEs; the consultation confirmed this. We acknowledge these challenges and believe that our measures, particularly those around providing employers with greater predictability, greater transparency and financial support, will be particularly important for SMEs. We will closely monitor the impact of these initiatives through continued dialogue with employers, with representative bodies such as the Federation of Small Businesses and the British Chambers of Commerce and through the Regional SaBRE Campaign Directors and SaBRE helpline.

Self-employed

- 4.47.** There are two broad groupings of self-employed: those who work for others on a contract basis, including some who follow portfolio career paths, and those who have historically been termed 'sole traders'. The consultation evidence suggests that there is limited appetite to serve in the reserves from 'sole traders'⁴⁵. For the rest, the evidence indicates that the current financial assistance provision for mobilised periods is not optimised to support them. Predictability of use, provision of a pension and clear reserve career pathways featured in the responses as ways of encouraging reserve service amongst the self-employed.
- 4.48.** The self-employed have to balance the impact on their business with the package of benefits and compensation Defence can provide. The needs of the self-employed will be considered as part of our update to the financial assistance regulations, in order to enable more self-employed to serve in the Reserves.

Communication Structures

- 4.49.** The consultation highlighted to Defence that we need to improve the way we communicate with employers, employer organisations, and sectors (including Higher Education and Further Education as well as Sector Skill Councils). Improved communication is needed, not only on reserves-related issues but more widely, so that employers and Defence can benefit from partnering across a range of personnel areas. To achieve this we will put a new employer engagement

45 In a survey of small businesses (Federation of Small Businesses Voice of Small Businesses Panel, survey conducted by Research by Design, December 2012), only 9% of those who do not employ any staff in their business said that they would consider becoming a reservist.

structure in place that builds on the existing elements of the National Employer Advisory Board (NEAB), SaBRE, and Defence Career Partnership (DCP).

National Relationship Management Scheme

4.50. The consultation has confirmed the need for a coherent and consistent approach to employers and employer organisations by Defence at the national level. The largest employers engage with the MOD on a range of personnel issues of which Reserves are but one. Experience gained through the Partnering for Talent programme confirms that opportunity for mutual benefit between Defence and industry on personnel issues is likely to be greatest if engagement is conducted in this way.

4.50.1. We will therefore establish a National Relationship Management scheme by April 2014. It will provide a single point of contact for the largest external stakeholders on Defence personnel issues. It will establish a mechanism by which relationships can be managed and worked effectively across our Departmental and tri-Service boundaries. The organisation will be developed in consultation with employer bodies and employers, including through the Partnering for Talent programme and the NEAB.

Regional

4.51. The regional level is crucial in developing and maintaining relations with employers. Within the three Services, it will direct, assure and support activity at the unit level, provide advice and, through the regional SaBRE Campaign Directors based in the Reserve Forces' and Cadets' Associations, engage with and support the employers of reservists. We are providing additional staff to strengthen this capability.

4.52. We will continue to engage with the Devolved Administrations through the regional Chain of Command, the Reserve Forces' and Cadets' Associations and at Ministerial level.

Local

4.53. The individual reservist provides the essential link to the employer. We will ensure, subject to security considerations, that the reservist notifies the employer of his or her reservist service. We will provide additional training and support to individual reservists on how to engage with their employers, and are increasing the staff available at unit level to support this engagement. Employers will be notified in advance by the unit of planned activity (as described in para 4.31) and the unit will provide the initial point of contact on issues relating to individual reservists.

Supporting Information

4.54. As we develop and implement these proposals we will continue to engage with employers and employer organisations. Within this overall approach:

4.54.1. We will further develop and improve the advice and supporting material on employing reservists, for use at all levels. This includes skills guides, specific to each Service, that allow employers to get an understanding of the value of training undertaken by their reservists. The skills guide for the Army Reserve and the Royal Air Force Reserves have been completed and the equivalent for the Maritime Reserves will be completed by the end of 2013⁴⁶.

4.54.2. We will update the current system of help-line/help web-pages support for employers to take account of the changes detailed in this Paper. This includes the recently launched Online Toolkit, hosted on the SaBRE website⁴⁷. Combined with personal interaction from employer engagement staff, the Online Toolkit is designed to provide a source of 'digital collateral' that employers can use to enhance their understanding of Reserve Forces and promote such service in their organisations.

Developing Mutual Benefit

Education to Work Transition

4.55. There are opportunities for undergraduates and students in Further Education colleges⁴⁸ to complete reservist training while still in education. This allows initial training to be completed before the reservist enters full time employment and provides additional experience and opportunity for personal development which could benefit both the individual and future employers.

4.56. An example of how this is being developed is through the development of an accelerated Commissioning route into the Army Reserve. The Army has developed a fast-track mechanism, currently known as the fast-track TA Commissioning Course (TACC(+)), for those with the time, either as a result of university vacation or in partnership with industry. The TACC(+) will take an individual from being a civilian with an Army Officer Selection Board pass to a Commissioned Second Lieutenant in eight weeks. Pilot programmes are being run in 2013, the first commenced in June, with a view to establishing up to three TACC(+) courses in future training years.

4.57. Several large employers, recognising the benefits of the Royal Military Academy Sandhurst⁴⁹ brand, have expressed an interest in exploring the possibility of offering candidates in their graduate training programmes the opportunity of gaining an Army Reserve Commission as part of a single process. Early indications suggest that there might be demand for a TACC(+) aligned with graduate training schemes.

4.58. Opportunities also exist for Defence to work with employers to support their apprenticeship schemes. In a number of sectors, such as engineering, there

⁴⁶ Guides can be found at www.sabre.mod.uk/guides.

⁴⁷ www.toolkit.sabre.mod.uk

⁴⁸ Subject to the three Services' standard minimum age requirements – 16 for the Maritime Reserves (although can't deploy on operations until they are 18), 18 for the Army Reserve and the Royal Auxiliary Air Force.

⁴⁹ The British Army Officer initial training centre.

is potential to exploit the complementary military leadership training and the employer's trade skill development.

Capability Delivery

- 4.59.** As set out in Annex B, there are sponsored reserves in all three Services. With the development of the Whole Force Concept we see a greater role for contractors to deliver elements of capability, generally in support areas. We will continue to work with industry to identify, develop and deliver opportunities for reserve service in this area.

Joint workforce planning

- 4.60.** Closer co-operation with industry goes beyond the sponsored reserve model. In some areas developing close relationships with sectors or individual employers may offer more cost effective and better opportunities for the employer, the reservist and Defence. Such arrangements already exist in the health area with NHS trusts, as shown at Annex D, and are being developed in respect of cyber defence. There is potential in other sectors for similar approaches. The National Relationship Management scheme will provide the mechanism to develop and sustain such opportunities.

Section 5 - Implementation



- 5.1.** This paper has set out our approach to achieving the Reserve Forces that the nation requires. The table overleaf summarises the main actions we have taken so far and that we are taking in the near future to ensure that our approach is implemented successfully.

Future Reserves 2020 Programme

- 5.2.** The changes to our Reserve Forces will be delivered by the MOD's Future Reserves 2020 (FR20) programme. The Chief of Defence Personnel, is the Senior Responsible Owner for FR20 and is accountable to the Reserves Executive Committee, chaired by the Vice-Chief of the Defence Staff, and ultimately to the Secretary of State for Defence for the delivery of the future Reserve Forces.
- 5.3.** FR20 is part of the wider Transforming Defence campaign that is aiming to transform our Armed Forces and deliver Future Force 2020. Transforming Defence involves contributions from a large number of programmes and projects across Defence, including the programme to deliver the future Army (Army 2020), our future basing requirements and the New Employment Model for service personnel, to deliver the maximum defence capability we can with the resources available. The MOD's Director General Transformation and Corporate Strategy is responsible for overseeing and driving these activities to ensure that they are taken forward coherently and delivered effectively.

External Scrutiny

- 5.4.** The Independent Commission report identified a clear requirement for external scrutiny. The Council of the Reserve Forces' and Cadets' Associations External Scrutiny Team has been established to ensure the overall health of the Reserves and provide Parliament with a report and independent advice to the Defence Council on reserve matters. This group, headed by Lieutenant General (Retired) Robin Brims, includes representatives of each of the three Services and two independent members.
- 5.5.** The group will first report in the summer of 2013 and will report annually until July 2018 or until such time as FR20 implementation is deemed complete. This limitation on the duration of the Scrutiny Team is based on the intent to integrate Reserve Forces within the Whole Force, which will negate the requirement for separate consideration of regular and reserve capabilities in the longer term. Reports will be submitted to the Secretary of State for Defence, and copied to the Chairman of the House of Commons Defence Committee.

Summary of Future Reserves 2020 Measures

Immediate or already implemented <ul style="list-style-type: none"> Investment in high quality training and modern equipment for all three Services Improvement to the Maritime Reserves estate commenced Integrated Army Reserve force structure and basing plan announced Additional Royal Auxiliary Air Force units in the north-west of England, Northern Ireland and Wales Single Service and tri-Service recruitment campaigns underway Army initial selection and training procedures streamlined Introduce legislation to: <ul style="list-style-type: none"> Rename the Territorial Army the 'Army Reserve' Enable mobilisation for the full range of military tasks Enable payments to SMEs when employees are mobilised Give additional employment protection to reservists for unfair dismissal claims Web-based portal for reservists who feel they have been disadvantaged in or when seeking employment Reservist annual leave entitlement granted Army Early Commitment Bonuses implemented Regular to Reserve transfer processes streamlined and incentivised Employer support help-line and web pages updated Employer Online Toolkit live Armed Forces Corporate Covenant introduced 	Now – March 2014 <ul style="list-style-type: none"> Army regular and reserve unit pairing commences Procure additional dismantled close combat equipment for the Army Reserve Fast track TA Commissioning Course (TACC(+)) piloted Army Recruiting Partnering Project with Capita fully operational Partnering for Talent pilot programmes focused on improving reservists employability Single Service reviews of Reserves' welfare policy Occupational health provision extended Provision of rehabilitation extended for those injured during reserve training Improved predictability and notification of reservist status and commitments Introduce feedback on deployments to employers Flat-rate payments to SME employers of mobilised reservists Army welfare and reserve career management officers established at unit level New employer recognition scheme implemented Training Bounty criteria revised Employer Engagement Strategy implemented Workforce planning partnership with Department of Health/NHS established Pilot scheme to inform future generation of cyber reserves 	April 2014 – March 2015 <ul style="list-style-type: none"> Revise financial assistance regulations to improve financial assistance to employers and cap the level of Reservist Award for non-specialist roles Establish National Relationship Management scheme Civilian accreditation of military provided training implemented Reservist access to Standard Learning Credits implemented 	April 2015 onwards <ul style="list-style-type: none"> Army regular and reserve unit pairing fully implemented Reservists given access to Armed Forces Pension Scheme 2015 NEM review of Regular and Reserve Conditions of Service If the evidence justifies it, consider additional measures to provide additional employment protection to reservists, including whether to provide additional protection in the next quinquennial Armed Forces Bill Restructured Training Bounty
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Annex A – Achieving the Strength Targets

- A.1.** As explained in Section 2, we need to stabilise the recent decline in the trained strength of our Reserve Forces and then increase them to the levels recommended by the Independent Commission; 3,100 for the Maritime Reserves, 30,000 for the Army Reserves and 1,800 for the Royal Auxiliary Air Force.
- A.2.** We should not be surprised if the growth of the Reserve Forces is neither uniform nor smooth; we will continually track progress against our targets and take appropriate action if the strength of the Reserves does not increase at the pace required. Nor should we be surprised if trained strength falls slightly as we restructure the Reserves before beginning a sustainable rise. Given the time it takes to train reservists (typically between 12 and 24 months), the trained strength improvement will lag behind recruitment.
- A.3.** The challenge is greatest for the Army Reserve. With this in mind, we have initiated a range of specific measures under a bespoke Army plan to grow the Reserve to achieve an integrated (regular and trained reserve) Army strength of 120,000. It seeks not only to increase capability in the immediate term, but also to sustain a credible, usable and relevant volunteer reserve as an enduring component of the Whole Force.

Improvements to the Recruiting Process

- A.4.** The Army's plan harnesses a range of coordinated initiatives to energise the recruitment and training engine which powers soldier and officer in-flow to the Army:
 - A.4.1. Recruiting Partnering Project.** In concert with our commercial partner, Capita, this major project is delivering a step-change in the way the Army conducts recruiting. The recruiting operation is incentivised to deliver the right quantity and quality of recruits to demanding targets.
 - A.4.2. Marketing Activity.** Reserves-specific marketing will run to help build awareness of the Reserve and attract sufficient recruits. A constant drumbeat of digital activity will be interspersed with high profile national marketing campaigns.
 - A.4.3. Media Activity.** Media activity at a national and regional level will explain the reserve proposition to the public and increase awareness of the Reserves in order to set the conditions for successful recruiting.
 - A.4.4. Unit Activity.** Army Reserve units will be resourced to deliver regional and local activity to raise awareness and support recruiting activity. Army

Reserve units will mentor recruits during selection and training to ensure retention.

A.4.5. Estate. Infrastructure improvements to reserve bases will support the recruiting effort.

A.4.6. Employers. The new relationships we seek with employers, particularly larger organisations, will encourage and support reserve service. We expect that committed larger employers will actively support recruitment of reservists in the workplace.

Improving Training Efficiency

A.5. The Army has introduced major changes to the recruiting and individual training processes to reduce wastage and minimise delay, as well as increasing the training capacity to deal with an increased number of enlistments. Our goal is to deliver a trained and employable reservist within 24 months of enlistment, and to do so in significantly less time where individual circumstance permits. To achieve this, some of the measures we have already introduced include:

A.5.1. Making the initial training programme more flexible to demand, both now and in the future. It is now possible to complete initial training by attending a single course, which allows a reservist to become a trained soldier in less than two years. For those reservists whose employment or personal circumstances allow less flexibility, we will continue to offer the same training package based on a number of shorter modules in the first phase of training. We have also combined these two approaches, so it is possible for a reservist to attend both weekend modules and longer components of the single, continuous course.

A.5.2. Expanding and enhancing facilities available for the initial individual training of reservists.

A.5.3. Increasing the number of high quality instructors in our training establishments and schools, and enhancing the numbers of personnel in training support and administration.

A.5.4. Holding additional instructors from the Field Army at readiness to meet surges in recruitment, and activating an additional training site should the numbers in training exceed our increased capacity.

A.5.5. After supporting operations, making recruiting and the manning of the teams which deliver the essential role of nurturing the recruit through training, the highest priority for our commanding officers.

A.5.6. Introducing a single standard for enlistment for regulars and reservists, which ensures a potential reservist is medically and physically resilient to meet the demands of training, and has the appropriate mental aptitude to meet the requirements of military service.

A.6. As a result of the measures we have already introduced, and over the period between April 2012 and April 2013, retention in initial training has improved by

some 15%, and we have reduced the time it takes to enlist and complete initial training of recruits. Further work continues to reduce the time to complete specialist training to become a trained and employable soldier. As our processes mature, we expect to see further improvements in the proportions of reservists successfully completing training.

- A.7.** As explained earlier in the paper, we aim to ensure employers are aware of the overall commitment we require of their reservist employees as part of military forces which integrate in training and on operations; and the direct and indirect benefits which reservist service brings back into the civilian workforce.
- A.8.** Among the wide range of initiatives planned or currently under way, we are specifically seeking to revitalise junior officer recruitment by:
 - A.8.1.** Developing joint graduate training schemes in conjunction with employers;
 - A.8.2.** Aligning reserve recruiting within the Further/Higher Education (FE/HE) sector and promoting the training and financial benefits of reserve service when ‘time rich/cash poor’ students are undergoing FE/HE;
 - A.8.3.** Incentivising reserve service as an officer in a field force unit with a £5,000 pre-tax financial commitment bonus, in addition to normal pay and allowances, payable over five years in return for a similar period of service.

Enhancing the ‘Soldiering Experience’

- A.9.** We are energising the ‘offer’ to reservists at the tactical level through improvements to training, opportunity for deployment on operations and access to equipment, within the context of future Army integrated roles. We envisage this will support recruiting and encourage retention to deliver and sustain the reservist component as a credible component of the fully integrated Army for the longer term.

Improving Retention after Training is Complete

- A.10.** Retention at unit level, once trained, is comparable to, or better than, regular retention rates: retention through recruitment and training is where the greatest gains may be made. Retention pivots around the new Reserve ‘offer’ – greater parity of role, equipment, training, remuneration, health, welfare, engagement terms and conditions.

Annex B – Additional information on the Reserve Forces

Ex-Regular Reservists

- B.1.** Ex-regular reservists are former members of the Regular Forces who retain a liability to be called up for service⁵⁰. Although the military utility of ex-regulars decreases the longer they have been out of service due to skill fade and the introduction of new equipment, they continue to provide important networks to link with society and are valued by employers. We value their contribution, skills and utility. Defence has used and continues to use ex-regular reservists on operations, principally for specific operational requirements.
- B.2.** The consultation highlighted the need for Defence better to explain the requirement and role for ex-regular reservists as part of the Whole Force. Furthermore, and in light of our move towards an integrated force, we will consider the arrangements that enable its maintenance and the conditions under which ex-regular reservists would be called out in support of operations.
- B.3.** For the Army, given the reduction in its overall size and the migration of capacity and some capabilities from the regular to the reserve components, assured access to ex-regulars in certain areas to support front-line services has become more important. This is particularly true for a range of complex military systems and equipment (such as armoured infantry crews).
- B.4.** We therefore see an enduring requirement to retain the Regular Reserve as a distinct Reserve Force, for long-term national resilience and as the means to regenerate the standing forces for strategic scales of operation beyond our current planning assumptions. It will continue to include regular and reserve personnel who have completed their terms of engagement who will remain liable for recall to service for a fixed period of time.
- B.5.** In the Army work is under way to determine how to enable more ready access to ex-regular reservists. Noting our aspirations to increase the number of ex-regulars in the volunteer reserves, we are considering removing further liability for recall for an ex-regular reservist who undertakes a fixed length of limited liability service in the Army Reserve. Elsewhere, and as part of the Army's work to rebalance to an integrated force of regulars and reservists, the Army is also scoping how better to secure regular service leavers in pinch-point trades, niche capabilities or operating complex equipment. This work is considering how to recruit, train and equip ex-regular officers and soldiers into a discrete and active

50 On completion of the period of liability for recall, all become members of the Long-Term Reserve up to the age of 55, or on completion of 18 years in the Regular Reserve. The Long-Term Reserve may only be recalled for national danger, great emergency or attack on the UK.

element of the Regular Reserve, enabled by appropriate legislation and terms and conditions of service.

- B.6.** We are aware of the impact any change to the liability for recall of an ex-regular reservist will have on the individual, the family and the employer of recent service leavers. As we further develop our work in this area, we will actively consult with each group, to ensure we understand their requirements and needs, and how best to align them with the needs of Defence as it develops an integrated Whole Force of regular and reserve military personnel.

Sponsored Reserves

- B.7.** Sponsored reserves are members of a civilian workforce who are required to join the volunteer or ex-regular reserves as a condition of a contract, which their civilian employer has entered into with the MOD to provide a capability under normal conditions as well as on operations. Over 2,000 personnel hold sponsored reserve status across a range of military capabilities as diverse as fulfilling our strategic sealift⁵¹ requirement and meeting the Army's need for the transportation of heavy equipment. They are an established element of the Whole Force which have supported UK operations at home and abroad over the last decade and beyond by delivering an assured military capability through a commercial contract.
- B.8.** The consultation drew a strong response from industry expressing an interest in providing further sponsored reserve personnel to fulfil specific defence capability requirements as necessary. The MOD remains committed to exploring sponsored reserve options whereby they offer an acceptable operational and commercial risk to Defence, for capabilities that are not cost-effective to maintain either within the regular or volunteer reserve force, and for capabilities that are too specialist to be considered within the volunteer reserve.
- B.9.** Specifically, we will undertake and conclude by December 2013, in conjunction with interested parties, further work on delivering a more consistent policy approach⁵² when contracting for future sponsored reserve commercial arrangements.

High Readiness Reserves

- B.10.** High Readiness Reserves (HRR) were introduced in the Reserve Forces Act 1996 (RFA 96). The HRR are drawn from the ex-regular reserves and the volunteer reserves. These are individuals who may be trained to a higher standard and, are available for military service at an agreed minimum notice, for which they receive an annual payment. This agreement is designed to meet the requirement for skills that may be needed early in a crisis and provides greater assurance of availability within a set period of time. The agreement of the employer is required before an individual can be accepted as an HRR. Currently the Royal Navy has one HRR

51 The use of cargo ships for the deployment of military assets, such as weaponry, vehicles, military personnel, and supplies.

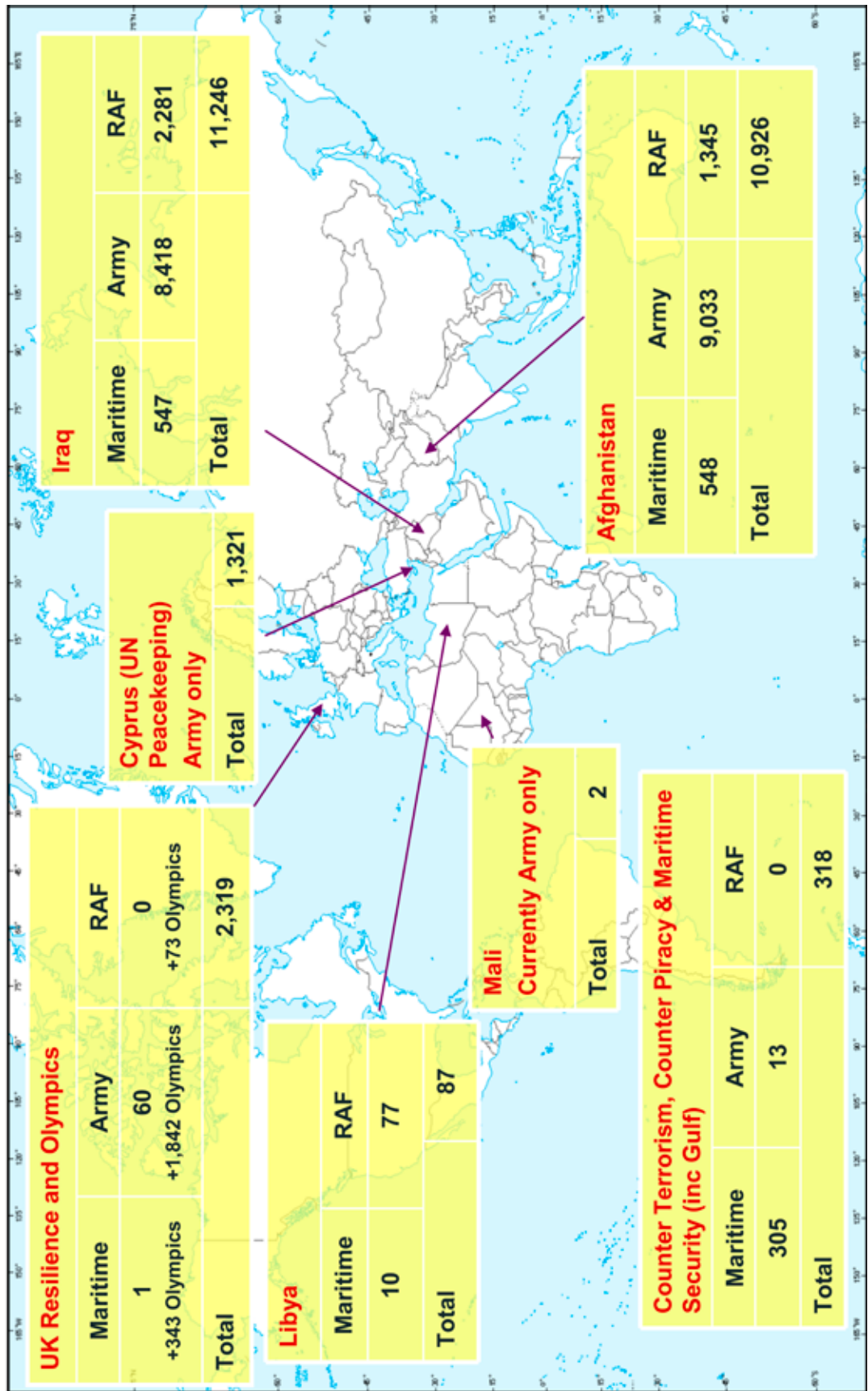
52 Most likely to be executed through the development of a Defence Standard.

cohort, the Army has two and the Royal Air Force one. In total this constitutes approximately 250 reservists. All three Services are considering increasing their HRR capability.

Recent Operational Usage

- B.11.** Since 1 April 2003, 26,219 reservists have deployed around the world, and within the United Kingdom. Reservists have fulfilled diverse roles ranging from infantryman to intelligence analysts in Afghanistan and Iraq through to security in support of the 2012 Olympics. The map overleaf shows where reservists have been committed over the last ten years (between 1 April 2003 and 31 March 2013).

26,219 Reservists Accepted into Permanent Service to support Operations - 1 Apr 03 to 31 Mar 13



Annex C - Reservists' Training Requirement and Regime

Initial Training

- C.1.** On entry to the volunteer reserve, sailors, marines, soldiers and airmen complete initial training upon which the foundations of their career is built. Initial training seeks to instil in the individual an understanding and adherence to the Service's Core Values.⁵³ For officers, there is the additional benefit of leadership training which requires individuals to set an example and inspire others to follow them. Additional elements of initial training consist of developing: individual and task planning abilities and techniques; self-reliance; the 'can-do attitude'; task, team and personal organisation ability; the use of initiative; and the ability proactively to deal with problems and situations. Whilst all of these are required by the three Services, some are more applicable to civilian life than others but when taken together it will have significant benefit by developing an individual who stands out amongst their peers. Initial training is delivered either through a series of weekends, or through consolidated courses that run throughout the year.

Specialist Training

- C.2.** Following the completion of initial training, sailors, marines, soldiers and airmen will be required to train in the specialist role for which they joined up. Specialist training ranges from maritime trade operations through to electrical and mechanical engineering on a variety of equipment. It also covers everything that would be expected of their regular counterpart. Specialist training commences once a reservist has successfully completed initial training; within two-three years, depending on role, a reservist will have attained all the basic skills to become operationally effective. Where civilian and military specialisations and qualifications are aligned, such as in the medical area, training can be significantly shorter.

Integration and Progressive Training

- C.3.** Whilst initial and specialist training continues, the requirement remains to integrate individuals into the teams in which they will operate; this could be an entirely reservist unit or as part of a regular unit. This requires the reservist to perform to a high standard under stressful conditions, both as an individual and also as part of a team. Officers must additionally be able to lead, setting an example to those they command. Depending upon the role of the individual, this could encompass working within a small fire team, such as an Army Platoon

⁵³ The Navy's Core Values are: Courage, Discipline, Respect for Others, Integrity and Loyalty; the Army's are: Courage, Discipline, Respect for Others, Integrity, Loyalty and Selfless Commitment; the RAF's are: Respect, Integrity, Service and Excellence.

or Royal Marines Troop, through to an individual in the Royal Navy Reserve providing forward logistic support to an Amphibious Task Group. Single Services have their own specific programme for each role. However, the ultimate aim is to ensure the individual becomes an integral element of the Whole Force made up of both regulars and reservists. In all cases, the reservist will develop into a trained, resourceful and resilient individual with an inner confidence and a mindset that is focussed on both the task and the team.

Maintenance and Enhancement of Skills

C.4. Each year, reservist sailors, marines, soldiers and airmen will be required to maintain a mandatory individual skill set. There will also be opportunities to develop their specialisation in more depth with additional courses in their respective role. In many cases, reservists will undertake a module of the same course that their regular counterpart is attending. Junior and senior reserve ranks undertake progressive professional military development and Command, Leadership & Management courses that have tactical, instructional and educational components. Officers will do likewise, with more advanced military concepts and at higher educational and academic levels as the Armed Forces seek to develop their ability to handle complex problems. This includes attendance at staff courses at the Defence Academy. Table 1 below⁵⁴ benchmarks the mandated core courses required to qualify for substantive promotion against rank (in this case in the Army) in the context of the National Qualification Framework (NQF). These are indicative equivalents; completion of these military courses does not automatically result in the award of an academic qualification.

Mandatory training (Army)	Approximate rank (Army)	Vocational description	NQF	Academic equivalent level of study
TA Initial Staff Course Military Knowledge 2	Maj / Lt Col & above	Strategic	Level 7	Masters Degree / Post graduate certificates & Diplomas
Junior Officers -Tactics Course Military Knowledge 1	Lt / Capt	Operational	Level 4	Certificate HE / NVQ 4

⁵⁴ Based on a the Chartered Management Institute endorsed report 'An Assessment of the Value of Reserve Forces Training to Civilian Employers', published by SaBRE.

Mandatory training (Army)	Approximate rank (Army)	Vocational description	NQF	Academic equivalent level of study
TA Commissioning Course ⁵⁵	2Lt	Supervisory	Level 3	A-level / NVQ 3 / Advanced Apprenticeship / Vocational Diploma
Initial Training	Pte / LCpl	Team member	Entry level	Entry level certificate (eg adult numeracy, literacy)

Table 1 - Mandatory Core Courses Required for Promotion

- C.5.** This training will be organised around, or instead of, components of integration and continuous training, taking due consideration of the employer's requirements. There will clearly be periods when there is competition between any two or more of these components which will have to be actively managed. However, the three Services are keen both to invest in the individual and then use his or her talents as part of a wider team; it will not be in the Service's interests to be unduly inflexible as that runs the risk of the investment being lost.

Mission Specific Training

- C.6.** All the training conducted will be generic and applicable to the kind of operations that the Government might commit the Armed Forces to. However, it is difficult to predict the exact nature of an operation in advance and therefore, once the characteristics of the situation are understood, some additional mission specific training may be required for those deploying on operations. The time required to conduct mission specific training will vary depending on the particular operation. For the Army, experience from Iraq and Afghanistan has led us to conclude that we will require the reservist around four to five months before the actual deployment date for a similar type of operation.

Army Regular and Reserve Pairing

- C.7.** The March 2013 regular Army basing announcement heralded an era of a UK-based and more stable Army. In concert and as part of the overall Army 2020 plan, the Army has formalised unit-level pairing arrangements between the regular and reserve components. This is a capability-based arrangement; the structures, command and control, core equipment and basing of the Army

⁵⁵ The TA Commissioning process is made up of four modules of which the TA Commissioning Course is the fourth.

Reserve reflects the need to focus on the benefits of a far closer association. Although due regard has been given to cap-badge affiliations and geographical location, delivery of capability remains the core driver.

- C.8.** Army Reserve units will be paired with regular units who provide the same capability. This is to ensure the two organisations work closely together for mutual benefit. Pairing will take place across the full range of military capabilities unless there is no regular or reserve equivalent or if they are joint units drawn from the three Services.
- C.9.** The guiding principles for cooperation are as follows:
 - C.9.1.** Units will work together to deliver common outputs at the point of use.
 - C.9.2.** Units will operate under the same Chain of Command.
 - C.9.3.** Pairing will involve the sharing of training, equipment and manpower to build a common culture, understanding and integrated capability.
 - C.9.4.** The readiness cycles of both regular and reserve units will be appropriately aligned to facilitate collective training and deliver capability when required.
- C.10.** Pairing will be tailored to different circumstances:
 - C.10.1.** Units which are already composed of regular and reserve elements (Hybrid Units) will not be subject to any further pairing as they are already integrated.
 - C.10.2.** In some areas of the Army the pairing assumption will be at will be at sub-unit⁵⁶ or Group⁵⁷ level rather than unit level.
- C.11.** In concert with the Regular and Reserve Structures and Basing programmes, pairing will be fully implemented by 2020 with, for those with little or no re-basing or role changes, some early relationships developed in the immediate future.

56 A sub-unit is a Company or Squadron composed of approx 100 soldiers commanded by a Major.

57 A Group is a specialist organisation usually composed of a number of Reserve units commanded by a Colonel.

Annex D – Specialist Areas

Medical Reserves

- D.1.** Medical reservists are an essential and fully integrated component of the Defence Medical Services (DMS). Medical reservists represent 38% (5,170) of the total 13,530 DMS manpower requirement.
- D.2.** In 2008 a new DMS strategy⁵⁸ was implemented to sustain the medical support required for enduring operations. This included a tri-Service approach to manning and organisation for hospital services and training of DMS personnel. This enabled greater tri-Service flexibility and equality of burden sharing with the DMS when deploying on exercises and providing medical support to operations.
- D.3.** Medical reservists have always been an integral component of the capacity of the DMS. In the past their primary role had been to expand the DMS to meet the demand resulting from a high intensity war in Europe. Over the 1990s, this role was adjusted to underpin the capacity required for large scale military operations. A recent internal review into the total manpower requirement for the DMS reaffirmed the vital contribution of medical reservists to the DMS for operations and that specific medical capabilities such as paediatrics and midwifery for which there is insufficient demand within the Regular Force are best delivered by reservists.

How we Train and Use Medical Reservists

- D.4.** As described in Section 2, the training requirement for medical specialists does not always reflect the Service average; it is flexible depending on the individual specialism. Operational cycles can also vary; the DMS Reserve proposition for many medical specialities is for 3 month deployments; this defines the structure of the DMS Reserve and will assist employer mitigation planning.

Reserve Recruiting and Retention Challenges

- D.5.** DMS reserve recruiting occurs mainly from the NHS as the majority employer. The pool from which each medical service is trying to recruit currently presents significant challenges to DMS recruiters; especially for many specialists where there are low overall NHS numbers (eg neurosurgeons), an increasing age range and a demographic that does not usually consider Military careers⁵⁹.
- D.6.** The current generation of DMS reservists benefit from the deployment opportunities presented by current operations in Afghanistan. The withdrawal of forces from Afghanistan after 2014 (and subsequent reduction in operational opportunities), present retention challenges as the immediacy of a predictable operational deployment reduces.

⁵⁸ Defence Medical Services: A Strategy for the Future 2008.

⁵⁹ Eg individuals with family commitments.

Consultation Findings

The consultation with NHS employers and reservists occurred through focus groups in England, Scotland, Wales and Northern Ireland; online, in response to the consultation paper and through internal research with front line employers.

Common themes from the consultation suggest there is an enthusiasm for change, in particular:

- There is a general lack of awareness amongst NHS employers of reservists⁶⁰ but a strong appetite for knowledge and understanding.
- The workforce planning mechanisms need to be improved to ensure that patients/targets/business do not suffer from the absence of the reservist⁶¹.
- There is an appetite for closer working between the military and the NHS. Mutually beneficial relationships are essential^{62 63}.
- Cross mapping of competencies between military and NHS careers through a common training framework (accredited where appropriate) leading to joint or portfolio careers is very attractive. This will fit in with the requirement for appraisal and revalidation for doctors.
- The benefits that reservists bring to the workplace through their leadership skills were strongly evidenced⁶⁴. The MOD should jointly, with the NHS, develop a common leadership (and other soft skills) framework and allow NHS to access military leadership training⁶⁵.

Box 10 - Consultation Findings - Medical Reserves

Next Steps

D.7. To address the challenges of recruiting and retaining reservists we are working with the Department of Health and NHS Employers to develop the three-way relationship between MOD, the NHS employer and the individual reservist to enable the training and mobilisation of the individual without disadvantaging the employer or the reservist. Areas being considered are:

D.7.1. Supported leave for training.

D.7.2. Authority to use NHS Continuing Professional Development time for military medical training where the training has additional direct relevance to the civilian employment.

60 Up to 78% of respondent NHS Employers were unaware of the reservists' role, reservist organisations and reservist employers entitlements (Cranfield University).

61 Around 27% responding NHS employers viewed covering reservist employees absences as the main threat to employing reservists. Many employers whilst acknowledging the difficulty viewed absence management as an employers national responsibility (Cranfield University).

62 67.3% survey respondents said the provision of funding for additional posts by MOD would be the main incentive for them to employ Medical Reserves (Cranfield University).

63 54% respondents saw the main barrier to achieving effective collaboration between the NHS/GPs and the MOD as being 'insufficient funding' (Cranfield University).

64 Between 65% and 84% of responding NHS employers recognise skills reservists bring to the workforce (Cranfield University).

65 Supported by most NHS Respondents, (Cranfield University).

- D.8.** We will also establish a triad partnership with the Department of Health/NHS and the reservist to address workforce planning concerns. This will include:
- D.8.1.** Sponsorship of specialist consultants to NHS with a Memorandum of Understanding of military/NHS 'ownership'. We will implement this by December 2013.
 - D.8.2.** Cross mapping of competencies including developing ways through the NHS Leadership Academy to align and develop opportunities for military and NHS Medical and clinical training. This research will be implemented in the DMS Leadership Strategy by January 2014.
 - D.8.3.** Nurturing reservists during their training pathway by financial student bursaries. There is a greater chance of recruiting (and subsequently retaining) personnel into the DMS as students, whilst the chance of recruiting fully qualified consultants, some with a ten year training pipeline post qualification, is slim. A student bursary will be offered to nurses, Allied Health Professionals and doctors in training to determine whether the offer has a positive impact on recruiting and retaining students into the DMS Reserves. We will implement Phase 1 by January 2014 and Phase 2 by September 2014.
 - D.8.4.** Providing military funded specialist clinical courses to support the future Humanitarian Relief Response, Health Sector Reform and UK Resilience specialist roles. Accreditation will be effected by December 2014.

Future Roles for DMS Reserves

- D.9.** As described elsewhere in this White Paper, reservists will in the future be integral in small or larger numbers to almost every future military operation. Additional types of operations that medical reservists will be required to support include:
- D.9.1.** Humanitarian Relief Response. We will provide the additional training needed to enable reservists to be part of an MOD contribution to a UK Humanitarian Relief Response to civil disasters (natural or man-made) in support of a Department for International Development (DFID) led response, focused around early entry trauma surgery.
 - D.9.2.** Health Sector Reform. We will provide the additional training and development needed to supply a senior military medical team to deliver health sector reform advice, and Security Sector Reform. Medical reservists would contribute personnel based on recruiting from the UK health sector (including the academic sector) to be ready to deliver this advice, at national/regional level, in support of up-stream stabilisation and capacity building activity in fragile states, in support of the Building Stability Overseas Strategy. The training will be implemented by December 2013.
 - D.9.3.** UK Resilience Response. Reserves will provide a military medical contribution to increased UK Resilience, with training implemented by December 2013, in the following areas:

- i. Hazardous Area Response Teams – additional resilience in support of urban search & rescue role and chemical, biological, radiological, and nuclear roles in the event of an extended incident at the top end of the risk spectrum (low likelihood but high impact) which would exceed current mutual aid arrangements, either to support the incident or provide cover while the incident persists; or additional resilience to support pre-planned events.
- ii. Public and Environmental Health – additional resilience in the event of a major disease outbreak.
- iii. Medical command and control – providing a medical component within the Army regional command structure to ensure a medical planning and coordination element within any UK resilience operations. Specific training includes the Major Incident Medical Management and Support course.

Cyber

- D.10.** The National Security Risk Assessment lists ‘hostile attacks upon UK cyber space by other states and large scale cyber crime’ as a Tier 1 risk to the UK. In response, in 2010 the Government instigated the £650m National Cyber Security Programme (NCSP); this aims to be a transformative programme for cyber security, which addresses threats from states, criminals and terrorists, and seizes the opportunities which cyber space provides for our future prosperity and for advancing our security interests. A key part of the NCSP is the ‘mainstreaming’ of cyber into Defence planning and operations.
- D.11.** The FR20 Commission report identified a requirement to make better use within the Reserve Forces of individuals’ skills gained from their civilian experience, with cyber named as one area where this may be achieved.
- D.12.** The skills required cover a range of technically complex information technology competencies such as system penetration testing, network intelligence, forensics, malware analysis, computer security, defence monitoring, counter eavesdropping, Information Assurance (IA) and threat awareness training. These skills are in very short supply not only within Defence but across the UK as a whole and the individuals with these skills are usually in high demand.

Consultation

- D.13.** Engagement with industry is an essential component in the development of a cyber reserve, as Defence may be asking companies to give up their individuals to work for MOD on potentially the same type of work. During the FR20 consultation three cyber-specific events were held in order to expose the current thinking on cyber reserves with potential employers of cyber reservists.
- D.14.** Industry representatives at all three meetings highlighted a lack of innovation in military thinking as being a potential block to the success of the cyber reserve. They pointed out that their experience of the particular nature of the range of individuals either working in this specialisation or with applicable self-taught

skills may mean that some will not fit easily into the classical military mould. They suggested that a traditional military approach to recruitment, training and structures would not be successful.

Next Steps

- D.15.** The difficulty facing Defence is that not only are these specialists in short supply nationally but they might not necessarily fit the traditional reservist profile. Thus they may either be unable or unwilling to meet the current military entry standards. Defence will therefore look at the terms and conditions of service and mobilisation requirements in order to ensure they are set at a level that will not discourage or deny these scarce specialists from joining the cyber reserves.
- D.16.** We will run a pilot scheme, starting in August 2013, to evaluate a significantly more innovative and inclusive approach to recruiting, training, employment and retention of reservists employed in cyber-related posts. The terms and conditions of service employed in the pilot will recognise the unique attributes of individuals who might otherwise not be attracted to the Reserve Forces. This pilot will inform how best to approach the future generation of the joint cyber reserves and cyber capability.

Annex E – Glossary of Terms

Term	Explanation	Remarks
Armed Forces Bill	An Armed Forces Bill is required every five years in order to continue in force the provisions of the current Service legislation relating to Service discipline, and to make any amendments.	
Armed Forces Pension Scheme 2015	A single Armed Force pension scheme to be introduced in 2015 that includes both regular and reserve members across the three Services.	
Annual Camp	A training period of up to 16 days carried out by all three Services, at which reservists hone their military skills and the unit develops its military capability.	
Armed Forces	The entire military forces of a nation.	
Armed Forces Act	The Act that provides the legal basis for the system of military law which exists in the United Kingdom (UK). The quinquennial review provides an opportunity to make any suggested or necessary amendments or to introduce new measures relating to the Armed Forces.	This Act is updated every five years, the last was in 2011 and the next in 2016.
Army 2020	Army 2020 is the concept for transforming the British Army, enabling it to better meet the security challenges of the 2020s and beyond.	
Augmentation	The provision of additional resources, for example personnel, equipment or capability.	
Basing	Where military units are geographically located.	
Bounty	The tax-free annual payment awarded to reservists on completion of their annual training obligation.	

Term	Explanation	Remarks
Cadet	Members of the MOD sponsored Cadets Forces comprising of the Sea Cadets, Army Cadet Force, Air Training Corps and the Combined Cadet Force. The Cadets Forces are voluntary youth organisations and are not part of the Armed Forces.	Cadets are usually 12 – 18 years of age.
Chain of Command (CoC)	The hierarchical structure which the Armed Forces operates, running from the most senior officer to the newest recruit. The CoC is the means by which orders are executed, concerns are raised and leadership and management are supported.	
Contingent Operations	Potential military operations in which members of the Armed Forces are, or may become, involved in military actions, operations, or hostilities against an opposing force.	
Corporate Covenant / Armed Forces Covenant / Community Covenant /	The Corporate Covenant is a voluntary statement of support for the Armed Forces Community working for and using the services of a particular company, corporate entity or charitable organisation. It complements the Armed Forces Covenant and Community Covenant which encourages companies, local authorities and communities to develop a relationship with the members of the Armed Forces Community.	
Cyber	Activities made possible by the network of information technology infrastructures, computer systems and embedded processes and controllers that power the internet and telecommunications networks.	
Defence Academy	The Defence Academy is the UK's higher educational establishment, responsible for post-graduate education and the majority of command, staff, leadership, defence management, acquisition and technology training for the UK Armed Forces and MOD Civil Servants.	
Defence Medical Services	DMS is an umbrella organisation within the MOD which organises and delivers all medical, dental and nursing services within the Armed Forces.	

Term	Explanation	Remarks
Deployed Force	The Deployed Force comprises those force elements committed on current operations.	
Deployment	The process which enables units to go on exercises or operations. Deployment concerns the practicalities of how units or individuals get to where the operation or exercise is being conducted.	
Devolved Administrations	The Northern Ireland Assembly, the Scottish Government and the Welsh Assembly Government.	
Enduring Operation / Task	A long lasting commitment for the Armed Forces without an immediate likelihood of ending or of any defined length, for example current operations in the Falklands and Cyprus.	This could be any type of commitment for example a contingent or stabilisation operation.
Exercises	Practicing and training for the delivery of military capability. These can be conducted in the UK or overseas.	
Future Force 2020	Future Force 2020 outlines the military capability the nation will require over the next ten years and defines the changes required to deliver them.	
Future Reserves 2020	FR20 is the programme to deliver the Reserve capability element of Future Force 2020.	
High Readiness Reserve	A reservist who has signed an additional agreement undertaking to be available within a given response time in support of UK operations.	Must also have employer's agreement.
Joint Forces Command	The new command established to manage allocated joint capabilities from the three Services, including medical services, training and education, intelligence, and cyber.	

Term	Explanation	Remarks
Man Training Day (MTD)	A term used by the Armed Forces to determine a reservists' attendance and to calculate their subsequent rate of pay. Payment may be made for less than a full day's training.	A full MTD is paid for 8-24 hours training, 4-6 hours = ½ a MTD; 2-4 hours is ¼ of a MTD.
Manning	Manning is the process used to ensure that organisations or tasks have the required manpower.	
Maritime Reserves	The Maritime Reserves are made up of the Royal Naval Reserve and Royal Marines Reserve, commanded by Commander Maritime Reserves based in Portsmouth.	
Memorandum of Understanding	A Memorandum of Understanding is a document that describes a formal agreement between two parties.	
Military Capability	That which the Armed Forces actually deliver. For example, to do a particular job, the Armed Forces does not deliver servicemen or weapons; it delivers a capability composed of many elements which may include soldiers and weapons.	
Mobilisation	The act of preparing for war or other emergencies through assembling and organising national resources.	
National Employer Advisory Board	NEAB is an advisory non-departmental public body of the MOD. It advises the Secretary of State for Defence on issues such as employing reservists, as well as managing the Supporting Britain's Reservists and Employers (SaBRE) campaign.	
Occupational Health	The branch of medicine that deals with the health of people in their workplace or in relation to their job. In this context it also includes dental and mental health.	
Officers	Members of the Armed Forces who hold the Queen's Commission, which sets out the individual's responsibilities. Officers form the middle and senior management of the Armed Forces.	

Term	Explanation	Remarks
Operations/ Operational Tour	Event where actual delivery of military capability occurs. Operations can take place in the UK as well as overseas; for example Operation OLYMPICS was the Armed Forces contribution to the Olympic Games.	Operations are given a name such as Op HERRICK which is the UK's contribution in Afghanistan.
Order of Battle	The order of battle of an Armed Force participating in a military operation or campaign shows the hierarchical organisation, command structure, strength, disposition of personnel, and equipment of units and formations.	
Partnering for Talent	A programme developed to provide greater support to employers and reservists, ensuring mutual benefits, the coordination of better training opportunities and the sharing of experience, talent and qualifications.	
Qualitative Response	In the context of this paper, qualitative refers to the responses received during the public consultation via employer and single Service workshops.	
Readiness	The time within which a unit can be made ready to perform the tasks for which it has been organised, equipped and trained.	
Regular	A full time member of the Armed Forces.	Excludes reservists on Full Time Reserve Service.
Regular Forces	The regular (full time) elements of the Armed Forces.	
Ex-Regular Reservist	Regular members of the Armed Forces automatically become ex-regular reservist when they leave full time service. Ex-regular reservists are occasionally recalled to fill specific operational requirements. Ex-regular reservists do not undertake routine training.	Employers of mobilised ex-regular reservists would be entitled to the same support as if a volunteer reservist was mobilised.

Term	Explanation	Remarks
Reserve Forces	The reserve elements of the Armed Forces.	
Reserve Forces (Safeguard of Employment) Act 1985	The Reserve Forces (Safeguard of Employment) Act 1985 gives a reservist who is called up service the right to apply to his or her former employer to be reinstated. The employer is obliged to reinstate the reservist provided the application is made within the stipulated time and it is reasonable and practicable to do so.	It also makes it a criminal offence for an employer to dismiss an employee solely or mainly by reasons of a result of being called up.
Reserve Forces Act 1996	The Reserve Forces Act 1996 provides the legal basis for the establishment, organisation and regulation of the Reserve Forces. It also sets out the circumstances in which a member of the Reserve Forces can be called out for permanent service.	
Reserve Forces' and Cadets' Association	RFCAs are regional civilian bodies comprising voluntary members. They are established by statute to offer advice and support to the Defence Council on behalf of the Reserve Forces and Cadet Movement.	
Reservist	A part time member of the Armed Forces. A reservist may be part of a volunteer reserve, an ex-regular reserve or be on Full Time Reserve Service.	
Royal Auxiliary Air Force	The volunteer element of the Royal Air Force Reserves, made up of squadrons across the UK.	
Royal Marines Reserves	The Royal Marines Reserves are made up of Royal Marine units across the UK, who employ part-time volunteer reservists.	
Royal Naval Reserves	The Royal Naval Reserves are made up of Royal Naval Reserve establishments across the UK, who employ part-time volunteer reservists.	
Support for Britain's Reservists and Employers	SaBRE provides reservists and employers with advice and support on reservist matters.	

Term	Explanation	Remarks
Standing Commitment	An enduring or long lasting operation.	
Statutory Instrument	Statutory Instruments (SIs) are a form of secondary legislation which allows the provisions of an Act of Parliament to be subsequently brought into force or altered without Parliament having to pass a new Act.	
Statutory Instrument 859 The Reserve Forces (Call-out and Recall) (Financial Assistance) Regulations 2005 (SI 2005/859)	The Regulations which give effect to the scheme for providing financial assistance to reservists and employers who suffer financial loss as a result of the mobilisation of reservists for permanent service in the Armed Forces. A reservist who is self-employed may claim in the capacity of a reservist, an employer or both.	
Single Service	An individual service of the Armed Forces; the Royal Navy, Army, or Royal Air Force.	
Sponsored Reserves	Sponsored reserves are members of a civilian workforce who are required to join the reserves as a condition of a contract, which their civilian employer has entered into with the MOD to provide a capability under normal conditions as well as on operations.	
Stabilisation Operations	A joint military and civilian operation to establish peace and security in regions affected by conflict and instability.	
Sub Unit	A sub-unit is a component part of a unit. Within the Army, a sub-unit is the smallest organisation that can operate independently.	.
Territorial Army (To be renamed Army Reserve)	The volunteer reserve element of the Army.	
Tri-Service	An issue that applies across all three Services.	

Term	Explanation	Remarks
Unit	Generic term for the specific Armed Forces organisation that officers, Non Commissioned officers and soldiers belong to.	
	Naval Unit is a ship, submarine or naval aid squadron comprised of up to 600 personnel. A ship is divided into sections by specialisation and is commanded by a Captain, Commander or Lieutenant Commander.	
	Marine Unit is a Commando comprised of about 600 personnel. A Commando is made up of six sub-units and is commanded by a Lieutenant Colonel.	
	Army Unit is a Battalion or Regiment comprised of about 500 personnel. A Battalion is made up of about three-six sub-units and is commanded by a Lieutenant Colonel.	
	Royal Air Force Unit is an independent formation, either a squadron or a wing, comprised of about 600 personnel. The unit is commanded by a Squadron Leader or Wing Commander.	
Veteran	An individual who has served in the Armed Forces but no longer works in the military.	
Volunteer Reserves	Comprises the Royal Naval Reserve, the Royal Marines Reserve, the Territorial Army (to be renamed Army Reserve) and the Royal Auxiliary Air Force. They are members of society who voluntarily accept a liability to attend training and to be mobilised to deploy on operations.	
White Mail	Responses to the FR20 Consultation that were submitted as written responses rather than on the official response form online. Unlike the online responses that were analysed automatically via an analysis database, white mail responses were individually read and analysed.	

Term	Explanation	Remarks
White Paper	White Papers are documents produced by the Government setting out details of future policy on a particular subject.	
Whole Force	A concept by which Defence is supported by the most sustainable, effective, integrated and affordable balance of regular military personnel, reservists, MOD civilians and contractors.	

Annex F – List of Abbreviations

Abbreviation	Term
ADC	Additional Duties Commitments
AFPS 15	Armed Forces Pension Scheme 2015
AT	Adventurous Training
AWS	Army Welfare Service
BT	British Telecommunications
CLM	Command, Leadership & Management
DCP	Defence Career Partnership
DfID	Department for International Development
DMRP	Defence Medical Rehabilitation Programme
DMS	Defence Medical Services
EU	European Union
FE	Further Education
FR20	Future Reserves 2020
FY	Financial Year
GP	General Practitioner
HE	Higher Education
HR	Human Resources
HRR	High Readiness Reservists

IA	Information Assurance
JSP	Joint Service Publication
MOD	Ministry of Defence
NCSP	National Cyber Security Programme
NEAB	National Employer Advisory Board
NEM	New Employment Model
NHS	National Health Service
NQF	National Qualification Framework
NVQ	National Vocational Qualification
OGUK	Oil and Gas United Kingdom
RAF	Royal Air Force
REME	Royal Electrical and Mechanical Engineers
RFA96	Reserve Forces Act 1996
RFCAs	Reserve Forces' and Cadets' Associations
SaBRE	Support for Britain's Reservists and Employers
SDSR	Strategic Defence and Security Review
SI2005/859	Statutory Instrument 2005/859
SMEs	Small and Medium-sized Enterprises
TA	Territorial Army
TACC	Territorial Army Commissioning Course
UC	Universal Credit
UN	United Nations



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