



Ministry  
of Defence

# Future Reserves 2020: Delivering the Nation's Security Together

## A Consultation Paper

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

November 2012



# Future Reserves 2020: Delivering the Nation's Security Together

## **A Consultation Paper**

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

November 2012

**© Crown copyright 2012**

You may re-use this information (excluding logos) free of charge in any format or medium, under the terms of the Open Government Licence. To view this licence, visit <http://www.nationalarchives.gov.uk/doc/open-government-licence/> or e-mail: [psi@nationalarchives.gsi.gov.uk](mailto:psi@nationalarchives.gsi.gov.uk).

Where we have identified any third party copyright information you will need to obtain permission from the copyright holders concerned.

Any enquiries regarding this publication should be sent to us at:

Ministry of Defence  
Main Building  
Whitehall, London  
SW1A 2HB

This publication is available for download at [www.official-documents.gov.uk](http://www.official-documents.gov.uk)

This document is also available from our website at:

[www.mod.uk](http://www.mod.uk)

ISBN: 9780101847520

Printed in the UK by The Stationery Office Limited  
on behalf of the Controller of Her Majesty's Stationery Office

ID: P002522791                      11/12

Printed on paper containing 75% recycled fibre content minimum.

# Contents

<b>Foreword</b>	<b>4</b>
<b>Executive summary</b>	<b>6</b>
<b>SECTION 1 - INTRODUCTION: WHY WE ARE CHANGING THE RESERVES</b>	<b>10</b>
Why we need to change our Reserves Forces	11
How we are changing our Reserve Forces	11
Employers	12
What we seek from this Consultation	12
<b>SECTION 2 – FUTURE RESERVE FORCES</b>	<b>13</b>
Categories of Reservists	13
HOW WE WILL USE THE RESERVE FORCES IN THE FUTURE	13
Army Reserve	14
Maritime Reserves	16
Royal Air Force Reserves	17
Variations on Liability for Specialists	17
Readiness for Operations and Tasks at Home	18
Future Locations of Reserve Units	18
CHANGES WE NEED TO MAKE	18
Mandating Training	19
Mobilisation Authority	20
Future Requirement for Regular Reserves	21
Future Requirement for High Readiness Reserves	22
Future Requirement for Sponsored Reserves	22

<b>SECTION 3 – RELATIONSHIPS WITH EMPLOYERS</b>	<b>23</b>
INTRODUCTION	23
IMPROVING AND MANAGING THE RELATIONSHIP	24
Defence Proposition for Employers	24
National Relationship Management	24
Openness and Preventing Disadvantage to Reservists in the Workplace	25
The Public Sector and the Largest Employers	26
Self-employed and Unemployed	26
MINIMISING THE IMPACT OF MOBILISATION AND DEPLOYMENT	27
DEVELOPING MUTUAL BENEFIT THROUGH REWARD, INCENTIVES AND SKILLS DEVELOPMENT	28
Incentives and recognition	29
Financial benefits	29
Non-financial benefits	30
Our Aspirations for Skills Development	30
<b>SECTION 4 – THE PROPOSITION FOR RESERVISTS</b>	<b>33</b>
THE PROPOSITION	33
Delivering the Proposition to the Volunteer Reserves	34
FUTURE TERMS OF SERVICE	34
Future Training	36
Specialist Roles	36
Future Equipment	36
CONDITIONS OF SERVICE	36
Future Pay and Allowances	36
Pensions	37
Command Opportunities	37
Welfare, Health and Family Support	37
Health and Mental Health Programmes	38
Family Support	38
<b>SECTION 5 – CONSULTATION DETAILS</b>	<b>40</b>
Scope of this Consultation	40
How to respond	40
Confidentiality disclosure	41
Enquiries	41

ANNEX A – List of Questions	42
ANNEX B – Background on the Reserve Forces	45
ANNEX C – Working Example of Employers’ Charter for Reservists	49
ANNEX D – Specialist Skills Case Studies	50
ANNEX E – International Comparators	51
ANNEX F – Delivering the Proposition	55
ANNEX G – Glossary of Terms	57
ANNEX H - List of Abbreviations	61

# Foreword by the Secretary of State for Defence



This consultation paper, *Future Reserves 2020: Delivering the Nation's Security Together*, marks a significant step forward in our plans to build the effective reserves our Armed Forces require to provide security for the Nation in future.

We are fully committed to delivering the Reserve Forces the country needs and are investing an additional £1.8 Billion in the reserves over the next 10 years. The effect of this is already beginning to show in increased recruiting, better training and new equipment.

This paper sets out proposals to enable us to accelerate and sustain this change over time.

In the past, we have allowed our reserves, particularly in the Army, to decline and we have failed to exploit their potential. This will change. Reserve Forces will grow (to a trained strength of 30,000 in the Army Reserve) and will be an integral and integrated element of our Armed Forces. While the overall numbers we require are well within historic norms, we will need greater assurance that the reserves will be available for training and deployment when needed.

This needs different relationships:

- With **society**: as reservists will be routinely involved in most military deployments.
- With **employers**: a more open relationship, tailored to reflect the different benefits and impacts Reserve Service can have on different types of employer. Underpinning this will be a greater predictability of reservists' training and deployment and a greater emphasis on mutual benefit in the development and transfer of skills.


- With **reservists**: a new Proposition which ensures that in return for enhanced experience, recognition and reward for the reservist, Defence achieves required training standards and availability for operations.
- With **reservists' families**: ensuring that their needs arising from reservists' military service are properly met.

The impact of these changes will be greatest in the Army. The role and function of Army Reservists will be different from in the past and the title 'Territorial Army', implying a different force from the rest of the Army with a limited national defence role, no longer reflects that role. So we are considering changing the name to 'Army Reserve'. Maritime and Air reserves will continue to operate largely as before, albeit at greater strength.

I am confident that the numbers we require will be achieved. We are proposing a series of actions to support recruitment, including:

- Incentivising transfer from the regulars to the reserves and making the process easier.
- Working with employers to exploit the education to work transition through graduate and apprentice training schemes.
- Incentivising and encouraging employers to support reserve service, including through the introduction of a tiered recognition system, based on a 'Kitemark' approach.

This paper focuses on the strategic direction for our Reserve Forces, and, in particular, on recruitment and the relationship with employers. I recognise that many, particularly those serving and considering serving in the reserves, will be looking for detailed answers on the future of specific individual units within the expanded reserves; this detail will depend on future decisions on regular basing and structures, particularly for the Army, which will be made later this year. I expect to be able to make announcements on the structure of the reserves and future basing of reserve units in the spring, around the time of the publication of the White Paper, which will set out our detailed proposals for the way ahead, including any requirement for legislation. In the mean time, I encourage you to come forward and contribute your views to this process.



**The Rt Hon Philip Hammond MP**  
Secretary of State for Defence



# Executive Summary

- i. Reserve Forces are a vital component of our Armed Forces. They have made, and continue to make, a major contribution to the defence and security of the nation.
- ii. Following the 2010 Strategic Defence and Security Review (SDSR)<sup>1</sup> we are redesigning our Armed Forces to meet new security challenges at home and abroad. The report in July 2011 by the Independent Commission on the Reserves<sup>2</sup> found that our Reserve Forces were in decline, that we were not using them in the most cost-effective way nor fully exploiting their capability; and that, proportionately, the Reserve Forces contribute much less to the UK's Defence capability than is the case for many international comparators. As a result the links between our Armed Forces and society are being eroded.
- iii. We are therefore investing an additional £1.8 billion over the next 10 years to revitalise the Reserves, increasing their strength and effectiveness. To achieve the range and scale of military forces and skills required we will also need the Reserve Forces to deliver some capabilities that are much better drawn from the civil sector.
- iv. In future, the Reserve Forces will have a more significant role and will be integrated with the Regular Forces as a larger proportion of the Whole Force<sup>3</sup>. When required, all three Services will continue to mobilise individuals to augment regular units, but for the Army in particular, mobilisation of formed organisations, generally at sub-unit, but sometimes at unit level,<sup>4</sup> will be necessary.
- v. While the planned overall numbers of trained reservists are well within historic levels, a much greater level of assurance will be needed that reservists are available when required, trained to the right level.
- vi. The scale of these changes is most significant in the Army. The integral role the reserves will play in the Army of the future means that the historic title 'Territorial Army' no longer adequately reflects their role. We believe that the title 'Army Reserve' would better reflect its future roles and tasks. The Maritime and Air Reserves will continue broadly as they have done in the past, supporting contingent and enduring operations, albeit at a greater strength and delivering a wider range of capability.
- vii. These changes mean that the routine delivery of the nation's security will broaden from being solely the responsibility of standing Regular Forces into an activity in which wider society needs to play a larger part. Achieving and sustaining this new level of ambition requires a new compact with civilian employers, with individual reservists and their families and with society as a whole.
- viii. For society, the integration of reserves within the Whole Force means that reservists will routinely be part of military deployments at home and abroad. In order to enable this we are proposing changes to the current legislative powers to use and call out reservists:

---

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

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

3. 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.

4. Typically a unit consists of 400-500 personnel and a sub-unit of about 100-120.

- ix. Reserve Forces will need to be available for a number of additional roles, for instance as part of multi-agency teams to build the capacity of local forces in parts of the world where our national security interests are at stake, activities supporting wider foreign policy aims, or to meet standing commitments, such as the defence of the Falkland Islands. Under current legislation reservists cannot be mobilised for these tasks.
- x. Historically, mobilisation of the Reserve Forces has been seen as a significant act indicating that an emerging crisis was of such magnitude that it could not be dealt with by standing forces. While there may be exceptional occasions where mass mobilisation of reservists will be needed, for other tasks, mobilisation of reservists will be a more routine part of any military deployment and will need to be seen in such terms.
- xi. Current legislation has always enabled training attendance for reservists to be mandated; the greater role reservists will play in the future means we will need to enforce this more rigorously for designated training, especially in the Army, as Defence must have the assurance that reservists, when mobilised, meet the necessary standards for deployment within the warning time available.
- xii. In most cases mobilisation is currently carried out selectively based on individual circumstances. In future, mobilisation is likely to be more directed, with less flexibility for the individual to choose when he or she is mobilised, but greater certainty about periods of liability for routine mobilisation. For most reservists, the routine liability will be for no more than one six month deployment every five years plus associated training, recuperation and post-deployment leave, although different services and specialist areas will have different models to meet specific needs.
- xiii. We may still need to mobilise at shorter notice in emergencies, where we will still seek to give as much notice as possible both of potential liability for such call up and of any deployment requirement <sup>5</sup>. We will also need to be able to support unexpected emergencies in the UK (where mobilisations may be almost immediate and only last a few days).
- xiv. To enable this we seek a new relationship with employers which is:
  - a. **Open.** An employer should know that an employee is a reservist and the reservist should be confident that such knowledge will not prejudice his or her employment prospects;
  - b. **Based on Mutual Benefit.** Together we can better develop and exploit the skills and talents of reservist employees. Reservists bring general skills to an employer, and the closer the military and civilian roles are, the greater the likely opportunity for mutual benefit. Further, for apprentices and graduate trainees, reserve service can contribute substantively to an employer's personnel development and management programmes; and
  - c. **Tailored.** We need to adjust our approach to reflect the different opportunities and impacts of reserve service for different employers, public and private, large medium and small, as well as by sector.

---

5. Section 2 provides detail on the different requirements of each Service.

- xv. Reservists come from all employment backgrounds, including the self-employed, those not in employment or full time education, and across the public and private sectors. We see particular opportunity for the public sector and the largest employers in the private sector. We believe they have the most to gain from the employment of reservists and may be best placed to manage them within their workforces. We also believe they can be an important channel to support the recruitment of reservists. We wish to develop closer relationships with such employers to enable shared talent development and co-ordinated workforce planning to the mutual benefit of all concerned.
- xvi. To enable the open relationships we seek, we propose to introduce a voluntary charter for employers of reservists, but will also consider the possibility of anti-discrimination legislation if we see evidence of disadvantage to the reservist in the workplace.
- xvii. We see a real opportunity to work with employers and with further and higher education institutions to encourage reserve service amongst students or those who are moving from education into work. It is at these times that individuals are likely to have more time available to undertake military training; the skills and experience they gain through reserve service can provide additional benefits to future employers.
- xviii. In addition, reserve service provides a significant opportunity to help those out of work to gain new skills which could make them more attractive to employers. We also want to explore with civilian employers the scope for linking apprenticeships and reserve service.
- xix. We are considering expanding the accreditation and benchmarking of skills and experience gained in reserve service with recognised civilian qualifications which will have direct benefit for employers by reducing their own training costs.
- xx. In addition to these measures, which build on the benefits that the employment of reservists already offers, we are considering other ways to recognise the contribution that employers make. These include a national 'Kitemark' type recognition scheme which, through a tiered approach, would provide increased recognition according to the level of the employer's engagement.
- xxi. We need to grow the trained strength of our Reserve Forces. Those leaving full time regular service careers can provide an important source of trained and experienced personnel for the Reserves. We will make it easier for former regulars to transfer into the Reserve Forces and are developing incentives to encourage them to do so.
- xxii. As the Future Reserves Commission recommended, we must offer the individual reservist the right mix of interesting and challenging activity, recognition, reward and personal satisfaction to attract them to, and retain them in, the Reserve Forces. This, along with the commitment we expect in turn from the reservist, is what we term the 'Proposition to Reservists'.
- xxiii. In future, we will invest in the reserves so that reservists get the training required to fulfil the roles assigned to them in the Whole Force and have the right modern equipment when they need it. We will also seek to ensure that commitments for training and mobilisation are as predictable as possible. In return, as members of the Armed Forces, we will expect reservists to be available for training when needed and for deployment.

- xxiv. A balanced remuneration package will be developed and provided as part of Defence's New Employment Model<sup>6</sup>. This will support an integrated approach to pay and allowances and will be the primary means of enabling closer alignment of regular and reservist careers. By way of guiding principles for the Reserve Forces, we intend that reservists receive broadly equivalent remuneration to their full-time counterparts for equivalent levels of commitment and suitable incentive and reward for commitment to meet and retain required training and readiness standards.
- xxv. We recognise that in placing increased reliance on the Reserve Forces as part of an integrated force, we will need to develop our provision of welfare, health and family support. For the reservist, this will balance the direct support available through the Armed Forces with wider support available through the civilian community. A mobilised reservist already has access to the health, welfare and support arrangements that are in place for those in full-time service but families, non-mobilised reservists and those returning to civilian employment following periods of deployment can all experience difficulty in accessing this support. We are committed to ensuring the overall welfare support package for reservists and their families is available throughout the individual's military service.
- xxvi. We look forward to this consultation, which the publication of this Green Paper begins, and to developing a soundly-based approach to delivering our future Reserve Forces. After the consultation we will publish a summary of the responses received and set out our final proposals in a White Paper in spring 2013.

---

6. <http://www.mod.uk/DefenceInternet/AboutDefence/WhatWeDo/Personnel/NEM/>



## SECTION 1 – INTRODUCTION: WHY WE ARE CHANGING THE RESERVES

- 1.1. The United Kingdom's Reserve Forces are a vital component of our Armed Forces. They have consistently made, and continue to make, a major contribution to the defence and security of the nation. The Government requires this contribution to expand so that by 2020 the Reserve Forces will provide a greater proportion of the overall defence effort relative to the Regular Forces. This will increase the importance of the Reserve Forces and accordingly we seek a greater commitment from society as a whole to deliver the Reserve Forces at this new level.
- 1.2. In adjusting the Regular-Reserve balance and in determining the future scale and range of tasks for the Reserve Forces, the Government has been broadly guided by the Independent Commission to Review the United Kingdom's Reserve Forces.

### Conclusions of the 2011 Independent Commission

- Our Reserve Forces form too small a part of our overall national military capability.
- The purpose for which we hold Reserve Forces and the roles to which we attribute them have not been updated to match the demands of the new security environment.
- By failing to exploit the Reserve Forces more fully, we are contributing to an erosion of the links between our Armed Forces and wider society.
- We are not using our Reserve Forces in the most cost-effective manner.

## Key Recommendations of the 2011 Independent Commission

- Stabilise and reverse the decline in Reserve Forces manning, and increase the trained strengths to 3,100 for the Maritime Reserves, 30,000 for the Army and 1,800 for the Royal Auxiliary Air Force.
- Give the Reserve Forces better defined and relevant roles, including a more formal role in support of specific security tasks, and some operational tasks as formed sub-units and units.
- Offer the right mix of interesting and challenging activities, appropriate recognition and reward and personal satisfaction to attract individuals to and retain them in the Reserve Forces.
- We should exploit innovative partnerships between Defence, Education and Industry to optimise the sharing and development of human talent.
- The availability of larger and more usable Reserve Forces has to be guaranteed and underpinned by regulatory changes where required that permit greater ease of mobilisation, better employee protection and greater recognition of employers.
- Increase investment in the Reserve Forces.

## Why we need to change our Reserves Forces

- 1.3. In the 2010 Strategic Defence and Security Review (SDSR) we described the strategic uncertainties that the nation faces. We are re-designing our Armed Forces as a result. This has involved diversifying roles and structures to meet new security challenges at home and abroad. To achieve the range and scale of military forces and skills required, and in an austere economic climate, we require more from our Reserve Forces and that they should increasingly complement our Regular Forces by design. To this end, we will invest an additional £1.8 billion in the Reserve Forces over the next ten years.
- 1.4. We will also need the Reserve Forces to deliver some capabilities that cannot be held economically within Regular Forces, as well as certain skills that are much better drawn from the civil sector, including personnel in medical specialisms such as neurosurgery that we have needed on recent operations but do not need to hold routinely at high readiness.
- 1.5. The Reserve Forces also provide a cost effective way to maintain a range and scale of military capabilities that might be required to expand our Armed Forces in times of need.
- 1.6. Proportionately the Reserve Forces contribute much less to the UK's Defence capability than is the case for many international comparators. For example, the United States' Reserve Forces comprise about a third of their total military force, compared to approximately 16% in the UK.

## How we are changing our Reserve Forces

- 1.7. The Armed Forces will increasingly rely on the Reserve Forces to achieve the full range of tasks set to Defence. For the Army, this will include the use of formed units on operations. We are also extending the range of specialists in our Reserve Forces, drawing certain skills from the civilian workforce, such as information technology and computer networks specialists (roles referred to as 'cyber').

- 1.8. The principal consequence of these changes will be that the Reserve Forces will be an integral part of almost every future military operation. Overall numbers of volunteer reservists will be lower than historical levels – the Territorial Army, for example, had strength of over 72,500 in 1990 – and comprise less than 0.1% of the UK's total workforce. But the greater reliance on the Reserve Forces means that we will need assurance that they will be ready and available when required for operations at home or abroad, and adequately trained, qualified and equipped for the tasks set.
- 1.9. This means that reservists will have meaningful and defined roles, resourced and challenging training, appropriate equipment and commensurate remuneration and satisfaction. In return, Defence will require the reservist to meet defined training standards and deliver the required operational capability.

## Employers

- 1.10. Achieving and sustaining this new level of ambition requires a new compact with the civilian employers of reservists, with individual reservists and their families, and ultimately with society as a whole, which relies on the Armed Forces for its defence and security.
- 1.11. We want in particular to work with employers through an open relationship, based on more predictable Defence requirements, which work to the benefit of the employer, the reservist and Defence by developing the skills of the reservist and which is tailored according to the size and sector of the employer.
- 1.12. We will make any changes mindful that it is Government policy to reduce regulation on business. During the consultation we will explore innovative, non-regulatory solutions to achieve our desired outcomes; we will consider introducing new regulation only once it has proven to be the most effective way of achieving the necessary changes and after the impact has been fully understood.

## What we seek from this Consultation

- 1.13. The publication of this Green Paper starts a process of consultation to determine the nature of the new relationship with society needed to sustain our Reserve Forces in the future. This paper explains the broad responsibilities of the future Reserve Forces and then, in turn, lays out what we assess as the implications for civilian employers, reservists and reservists' families.
- 1.14. We seek a broad range of views on our proposals for the future Reserve Forces. Specifically, we invite you to work with us to:
  - Establish an open relationship with reservist employers and higher & further education institutions from which all parties benefit;
  - Create an offer which attracts and retains the individuals we need to the Reserve Forces;
  - Ensure that reservists and their families are properly supported; and
  - Create the policy and regulatory framework to meet the future needs of Defence.
- 1.15. We encourage you to share your views, concerns and ideas. The questions we would like you to answer are highlighted within the main text of the paper and are also listed in Annex A. Further information on how to respond can be found in Section 5.





## SECTION 2 – FUTURE RESERVE FORCES

- 2.1. This section provides a brief overview of the Reserve Forces and sets out what will be required of them in future.

### Categories of Reservists

- 2.2. There are two principal categories of reservists:
- 2.2.1. **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 voluntarily accept a liability to attend training and to be mobilised to deploy on operations. As they are at a known level of readiness they are usually the first reservists who are called on for operations.
  - 2.2.2. **Regular Reserves** are former members of the Regular Forces who retain a liability to be called up for service. Generally in the past regular reservists have only been called upon to support routine operations if they have volunteered or when volunteer reservists have not been available; their potential has not been fully exploited.
- 2.3. Further background detail on the Reserve Forces, including Regular Reserve liability, is at Annex B.

### HOW WE WILL USE THE RESERVE FORCES IN THE FUTURE

- 2.4. Following the 2010 SDSR, our Armed Forces are structured into three main elements: the Deployed Force, the High Readiness Force and the Lower Readiness Force. These are described in more detail at Annex B.



- 2.5. Delivery of the range and scale of operational tasks set by the SDSR requires a different type of Reserve Forces from the past, particularly in the Army. Future Reserve Forces' tasks within the Whole Force can be summarised as follows:

### **At Home in the UK:**

- Contributing to 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 state ceremonial events.

### **Abroad:**

- Short-term, high-impact 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, Iraq and Afghanistan.
- Standing commitments abroad such as in the defence of the Falkland Islands.
- Non-operational activity and deployments overseas aimed at conflict prevention, security sector reform and capability building in priority countries, such as the British Peace Support mission currently in East Africa.

- 2.6. For all three Services, Reserve Forces will form an integral and integrated operational component within the Armed Forces, and will be required at all levels of readiness for all types of military operations and will deliver the following capabilities:
- Specialist skills and expertise that it is not possible, necessary or cost-effective to maintain on a full time basis (such as some medical specialisations);
  - Functions not requiring significant or complex collective training to maintain readiness (such as logistics); and
  - Longer term institutional resilience should there be a requirement to regenerate larger Armed Forces.
- 2.7. Each of the three Services currently uses their Reserve Forces in different ways and will continue to do so. The Maritime and Air Reserves generally provide individuals and small teams to fill specified roles in the deployed force, often from the earliest stages of an operation. Their future requirement is of a similar nature but at a greater scale. The Army Reserves, on the other hand, are structured against historical Cold War requirements and, under our plans to restructure the Army (Army 2020<sup>7</sup>), will migrate to a new model. This is a significant change for the Army and, given the size their Reserve Forces, is the biggest part of the Future Reserves 2020 programme.

## **Army Reserve**

### **Title and Composition**

- 2.8. In future, the Army's reserves will continue to be made up of personnel drawn from the volunteer element as it is today, from Defence contracts with industry delivering military outputs (Sponsored Reserves – see Annex B), from regular service leavers who decide to join the volunteer component,

---

7. [http://www.army.mod.uk/documents/general/Army2020\\_brochure.pdf](http://www.army.mod.uk/documents/general/Army2020_brochure.pdf)

and from regular service leavers who retain a residual liability (the regular reservist) for use in national emergencies. We plan to grow the TA to a trained strength of 30,000.

- 2.9. We envisage these different types of manpower being engaged by Defence on the basis of Conditions of Service that reflect their varying levels of commitment with appropriate pay and reward. While the vast majority will remain in local community-based training centres, the more diverse types of engagement and the integral role the Reserve Forces play within the future force mean that the title 'Territorial Army' no longer adequately reflects the role that they must fulfil. We believe that the title 'Army Reserve' would be more appropriate. Such a change would require legislation.

Q.1. Given the changes we are proposing, do you agree that renaming the Territorial Army (TA) to 'Army Reserve' would better reflect the future roles and tasks of what is now the TA?

- 2.10. The Army, Regular and Reserve, will be kept at varying levels of readiness for operations and non-operational tasks, with some units capable of use at shorter notice than others. The shorter the notice a unit is held at, the higher the levels of training it will receive both of individual soldiers and collectively within platoon, company and battalion-sized organisations.
- 2.11. With some exceptions (predominantly specialists in what is called the High Readiness Reserve: see Annex B), we do not routinely intend to use Army reservists in those forces held at the shortest notice to deploy. It is difficult both to deliver sufficient training for reservist soldiers and to maintain them at that state for short notice tasks; moreover, deployment at short notice and the requirement for high levels of training would present very significant and understandable difficulties for the reservists' employers.

## Training

- 2.12. Our aim is for Reserve Forces to be in those parts of the force where the required level of training is compatible with civilian employment. This would mean around 40 days' training per year (once initial training is completed) for a reservist compared with an average of 35 today, conducted in evenings and at weekends and during an annual period of continuous training of up to sixteen consecutive days. This reflects the need for organisations to train together to deliver collective tasks, rather than only individually as is generally the case today. We currently judge that this provides a sufficient foundation on which to add further training should there be a requirement to mobilise an individual reservist or reserve unit.

## Army Reservists – Mobilisation Liability

- 2.13. Our intention is for Army reservists to be called up (i.e. mobilised) no more frequently than for one six month deployment in any five year period. We judge that this commitment will provide a satisfactory balance for reservists, families and employers. The total period of mobilisation could be up to 12 months, to allow a reservist to:
- Undergo additional training for the specific tasks to be undertaken;
  - Deploy on task, for up to six months; and
  - Recuperate after the operation, including taking an appropriate leave entitlement.
- 2.14. Although mobilisations could be for a maximum of one year, some will be much shorter, dependent on the task. For example, the majority of the 2,250 reservists that supported the Olympics and Paralympics were mobilised for about four weeks, of which up to four days were for training.

- 2.15. The mobilisation liability described here is based on our broad understanding of how the Army expects to use its Reserve Forces in the future. However, the military have to be able to deal with unexpected emergencies and we might have to exceed these planning assumptions in some circumstances. For example, if there were a major flood in the home region of a reservist engineer unit, we might mobilise them to build an emergency bridge even though they had been mobilised two years previously. And of course, we have to retain the flexibility to respond to national emergencies (such as the 9/11 attack or the 1982 invasion of the Falkland Islands) and in such circumstances we might have to exceed the planned rate and duration of reserve mobilisation.

## Warning Time for Mobilisations Overseas

- 2.16. We expect the forces held at the shortest notice to deal with any new overseas operation for up to three months. If required, follow-on forces, at up to brigade strength<sup>8</sup>, would deploy from other parts of the force. This deployment and each subsequent brigade deployment would normally last for six months each. We anticipate that the reservist contribution would typically increase from about 15% of the first follow-on brigade deployment to around 40% in the fourth and fifth brigades. This approach allows us progressively to warn, mobilise, train and prepare reservists and reservist units for deployment.
- 2.17. For an emerging operation at about brigade level, we would expect to provide at least three months' notice before deploying reservists. Within that period we would need to conduct top-up training, which could last up to eight weeks for the most demanding missions. Thus the shortest notice we could give to mobilise a reservist (and withdraw them from their civilian employment) would be one month. Of course, if the deployment abroad were anticipated further ahead, or the training requirement was for less than eight weeks (or some combination of both), the notice would be greater.
- 2.18. In structuring the Army Reserves our intention is that reservists will be in this minimum warning period for only one year in every five. We intend to provide at least a year's notice to reservists, their families and their employers for when a reservist will be in this minimum warning period. In the other four years of the organisational cycle, warning of mobilisation would normally be considerably longer. For more routine or non-operational tasks, for example as part of the British Peace Support Team in East Africa, we would generally expect to provide between six months' and a year's notice.

## Maritime Reserves

- 2.19. The Royal Navy's Maritime Reserve consists of the Royal Naval Reserve (RNR) and the Royal Marines Reserve (RMR). Under Future Reserves 2020, we plan to increase the trained strength of the Maritime Reserve to 3,100 and expect to continue using them for both contingent operations and enduring commitments.

## Training

- 2.20. Training takes place in the lead Royal Navy training establishments and in the national footprint of Maritime Reserve units and detachments. Our aim is to ensure that training is compatible with holding civilian employment and we plan to continue with an average annual commitment (after initial training in completed) of 24 days for the RNR and 35 for the RMR, which would normally involve a continuous training period of 10-14 days (which could be split up) with the balance conducted in evenings and at weekends.

---

8. Typically between 6500 and 10,000 soldiers.

## Mobilising Maritime Reserves

- 2.21. Our intention is to continue our current approach to the mobilisation of Maritime reservists with, in some cases, a selective use of the High Readiness Reserve mechanism<sup>9</sup>. Recognising that we will always give as much notice as possible, this should remain at least 28 days for contingent operations and at least 60 days for more routine enduring operations. For enduring operations we will continue to mobilise for up to one six month deployment, with associated training and recuperation, every five years.

## Royal Air Force Reserves

- 2.22. The Royal Air Force Reserves comprise two elements, the Royal Auxiliary Air Force (RAuxAF), of volunteer reservists, and the RAF Reserve, consisting of Regular Reserves with previous regular service, as well as the Sponsored Reserves. Under FR20 RAuxAF trained strength will increase to 1,800. It will continue to operate as it does today, augmenting the regular force with individuals or small groups.

## Training

- 2.23. Training of volunteer reservists takes place in RAuxAF squadrons which are predominantly located on main operating bases. Training is usually conducted at weekends and during an annual period of continuous training; the average time spent in training is 35 days per year once initial training is completed.

## Mobilising Air Reserves

- 2.24. Overall, the force is designed and expected to operate on a cycle of mobilisation around one six month deployment every three years, with associated training and recuperation, as allowed by the current Reserve Forces legislation, although in reality it is unlikely that six month deployments will be that frequent. We will always give as much notice as possible of mobilisation and will continue to work with reservists and employers to ensure mobilisation is successful. Many personnel will be required for shorter periods than the six month deployment model currently used in support of enduring operations; for some more frequent but short periods of mobilisation will continue to be the norm. We intend to continue our current approach to the mobilisation of RAF reservists but expect to increase the number of High Readiness Reserves.

## Variations on Liability for Specialists

- 2.25. While this section of the paper sets out the position for each of the Armed Services, and the majority of reservists will be required to train as described above, it is important to understand that there are and will continue to be variations. For some specialists, particularly those who will normally perform their operational roles inside base areas, the military training requirement is likely to be much less than the Service average. For example Air reservist media personnel are only required to complete about 14 days' military training per year. In the Army specialist groups such as linguists or watch keepers for headquarters are required to do only 20 days and a professional civilian master mariner in the Royal Naval Reserve would be required only to do about 12 days' training. Operational cycles can also vary.

---

9. See description in Annex B

## Readiness for Operations and Tasks at Home <sup>10</sup>

- 2.26. At home, we expect to use reservists in two ways: in national resilience tasks and, as envisaged by the Independent Commission, as part of a broader effort to engage with civil society. Such engagement tasks are likely to be routine and conducted within the training and activity levels associated with normal reserve service, rather than through mobilisation.
- 2.27. How we mobilise reservists for operations and tasks at home will depend on whether they are planned or unexpected in the wake of disaster or crisis. For planned tasks that require reservists, we would normally expect to mobilise them according to the underlying organisational model of only one mobilisation in a five year period (or one year in three for the RAuxAF). The degree of notice of mobilisation will depend on the lead time for planning the task. In general, we would aim to give at least three months' notice of such mobilisation.
- 2.28. When supporting broader Government efforts to deal with disaster or crisis, we cannot guarantee a minimum notice period. As a general principle, to mitigate the effects of short notice mobilisation upon reservists, their families and employers, we would seek to use the Armed Forces in the following order:
- High Readiness reservists (many of whom will be held for such contingency).
  - Regular Forces.
  - Other reservists who volunteer for a task, but without recourse to mobilisation.
  - Mobilise reservists if necessary.

## Future Locations of Reserve Units

- 2.29. Reserve units are generally based amongst the community rather than on large rural bases (with the exception of the RAuxAF as described above) and will continue to be so in the future. We will rationalise the reserve estate where it is sensible to do so in line with wider MOD estate rationalisation initiatives. In future we will seek to align the location of units with where we recruit and to match better where reservist skills are found amongst the population, for example by basing specialist Medical Reserve units near large hospitals where they can recruit medical personnel.

## CHANGES WE NEED TO MAKE

### Purposes of Mobilisation

- 2.30. **The Current Position.** Under sections 52, 54 and 56 of the Reserve Forces Act 1996 reservists can be mobilised:
- In response to imminent national danger, great emergency, the preservation of life or property or actual or apprehended attack on the UK;
  - If warlike operations are in preparation or progress; or

---

10. This section applies equally to all three Services

- For the protection of life and property outside the UK or on operations anywhere in the world to alleviate distress or the preservation of life or property in time of disaster or apprehended disaster or for work of urgent national importance.

2.31. **What we Require for the Future.** Reserve Forces will need to be available for a number of additional roles as an essential and integral part of the Armed Forces. For instance, ensuring the UK's security and protecting our long-term interests will require engagement by Defence as part of multi-agency teams to build the capacity of local forces in parts of the world where our national security interests are at stake. Such deployments are likely to involve individuals or small groups of individuals, often specialists. There may be occasions when reservists are required to meet standing commitments, such as those in the South Atlantic. When the Royal Navy conducts significant deployments which exercise the Royal Navy and show a British presence in support of wider foreign policy aims, such as the deployment East of Suez in 2011, we will need to mobilise reservists and the regulatory framework needs to allow for this.

2.32. Mobilisation for these purposes is likely to involve small numbers of individuals. While we will continue to mobilise reservists on a compulsory basis, we propose to liaise with employers and reservists on the timing and duration well in advance of the task.

Q.2. Do reservists and employers support the proposals to extend mobilisation powers to non-warfighting operations such as conflict prevention activities overseas and standing commitments to garrisons abroad, such as the Falkland Islands? If not, what are the reasons for your views?

Q.3. Do you support the mobilisation of reservists on other extended overseas deployments and activities that fall short of operations? If not, what are the reasons for your views?

## Mandating Training

2.33. **Current Position.** In recent years the training time allocated to the Reserve Forces has been reduced so as to concentrate resource on those individuals deploying on operations. Section 22 of the Reserve Forces Act 1996 provides the power to compel attendance on training for one or more periods not exceeding 16 days in aggregate and an unlimited number of 36-hour periods and training nights. Reservist training attendance has not been mandated for some time, particularly in the Army, with the result that attendance is variable and unpredictable. This has had a direct and adverse impact on the quality and utility of the training delivered and on unit cohesion and has significantly contributed to undermining the proposition for reservists.

2.34. **Future Requirement.** In future, we will use the current legislation to mandate attendance for designated training to give us assurance that, when mobilised, individuals meet the standards required for deployment. This is particularly important for the Army given the need to be able routinely to deploy formed units of reservists: individuals will need to train together to meet the requisite standard. We plan to mandate a number of designated training weekends in order to develop the skills and team work required on operations and to deliver better overall training.

2.35. The modest increase in training levels, underpinned by the greater obligation to attend, will enhance the challenge and opportunity for reservists and will benefit the development of their leadership skills and all-round military competence. Mandated training periods will be designated in advance and we are developing proposals to incentivise attendance by linking attendance levels to the annual tax-free bounty paid to reservists. Repeated failure to attend would likely result in dismissal from the Armed Forces.

- Q.4. For employers, how significant would the proposed changes to reservist training be? What approach would best assist employers in managing any impact on their business? How much warning would an employer reasonably need to mitigate any impact?
- Q.5. For reservists, what notice of training would be considered reasonable? How could attendance be incentivised?

### Vignette: Army Collective Training in 2020 – Private Tom Keen

Private Keen is a programmer in a small software company. He joined the TA two years ago and having passed the physically demanding Combat Infantryman's Course, became a trained rifleman in his local infantry battalion. Private Keen managed his initial training as the majority of it took place at weekends, the remainder he completed using annual leave. This meant that his training had no negative effect on his employer, indeed what the employer saw was an employee whose new, "can do" approach permeated into his work at the software company.

Private Keen's battalion has a three-year training cycle designed to prepare the battalion for service with its paired Regular unit. As with all Army reservists, Private Keen can assume that he will be mobilised for no more than twelve months in any five-year period. In Year 1 of this training cycle, the battalion will conduct a basic level of training, which gets its soldiers used to working as a team under pressure. The training culminates in a 16-day exercise in the UK, where the soldiers will practice their individual skills and their ability to work together. This is mandated training and must be attended by the reservists. It is, however, planned well in advance and largely takes place outside normal working hours. In Private Keen's case, his employer gives him unpaid leave to cover some of the 16-day exercise.

In Year 2, Private Keen will build on the skills developed in Year 1 and conduct Platoon-level training during weekend field exercises, some of which will involve working with regular soldiers. He will undertake a major overseas training exercise with his Company, which will see him deploying to Kenya for 16 days to conduct integrated training with his Company's paired Regular unit. On this exercise, Private Keen will work as part of a closely-knit team in a hot, arduous environment. This will prepare his Company for Year 3, when it may be asked to deploy on operations as a formed sub-unit alongside their regular colleagues. If the Company is deployed (for up to six months of the twelve-month mobilisation period), Private Keen's employer will, on his mobilisation, be provided with support to help find a temporary replacement, the recruiting costs of which will be covered by the MOD. Private Keen will then not be liable for mobilisation for another four years. If the Company does not deploy, its training will continue throughout this year, before starting the cycle again the following year.

Now that he has proven his ability as a combat infantryman, the British Army can offer Private Keen courses in many skills, including learning to drive large vehicles or more technical skills such as running the British Army's advanced BOWMAN secure communication networks.

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

## Mobilisation Authority

- 2.36. **Current Position.** Under the 1996 Act, in order for reservists to be mobilised under section 54 (warlike operations) or section 56 (certain operations), the Defence Secretary must make a call-out order. In order for reservists to be mobilised under section 52 (national danger, great emergency or attack on the UK), Her Majesty must make a call-out order. Parliament must be informed that a call-out order is



being 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.

- 2.37. **Issue.** Historically, mobilisation of the Reserve Forces has been seen as a significant act of political escalation, indicating that an emerging crisis was of such magnitude that it could not be dealt with by standing forces. The future integrated structure of the UK's Armed Forces means that reservists will be required for almost all types of operation. Indeed, some capabilities may be held only in the Reserve Forces. While there may be exceptional occasions where mass mobilisation of reservists will be needed, for other tasks use of reservists will be a routine and essential part of any military deployment. Current perceptions of the mobilisation of reservists may over-emphasise the significance of the political act and lead to delay in the deployment of individuals, thus undermining the capability of the force and assurance that it can be generated in time.

Q.6. Should **all** mobilisations require specific ministerial authorisation and immediate Parliamentary notification? Please give reasons for your answer.

## Future Requirement for Regular Reserves

- 2.38. **Issue.** There will be a lasting requirement for a Regular Reserve to supplement the regular forces and provide a strategic reserve. However, the current arrangements<sup>11</sup> reflect the needs of the Cold War era, where augmenting and regenerating a large force was the principal driver. Although the overall size of the Regular Reserve is large, their whereabouts and skills are poorly tracked with no guarantee that they will be available at a time of need. Rapid turnover in technology and the fact that military equipment and operations are more complex than in the past mean that for certain capabilities (for instance, bomb disposal), individual and team skills are liable to fade quickly without regular practice. This is likely to limit the period in which a regular reservist can be brought rapidly up to a deployment standard once he or she has left full-time service. We recognise that we will be unable to meet all the complex military skills necessary to meet our future needs from the Volunteer Reserves and will therefore rely more heavily on the expertise held in the Regular Reserve to meet shortfalls in the standing force in times of need.
- 2.39. There are two approaches we are considering in order to make better use of the experience of regular reservists:
- 2.39.1. Encouraging regular service leavers to join the Volunteer Reserves. The experience and training of regular leavers is of considerable benefit to reserve units and also negates the need to recruit and train an individual from scratch. We are working to make it easier to transfer from the Regular Forces to the Reserve Forces and also to incentivise such transfers. Our international allies have benefited from this approach, for example over 50% of the US Army National Guard have completed at least two years of service in the Regular Forces; there is consensus within the National Guard that the increased migration of regular personnel has significantly contributed to the performance of the Reserve Forces on operations<sup>12</sup>. We are conscious that any requirement should be balanced against an individual's legitimate needs to re-settle into civilian life and for many to start a new career.
- 2.39.2. We need reliable information to stay in contact with regular reservists. While initial data provided at the end of regular service is likely to be correct, positive action is needed to maintain it. We need to consider how we incentivise individuals to remain in touch with their Service.

11. See Annex B for detail on current liability.

12. See Annex E for further detail on international comparators



- Q.7. Would a more formal but limited liability for regular reservists affect the attractiveness of regular service leavers to employers? Please provide reasons for your answer.
- Q.8. For members of the Armed Forces, how could we better incentivise members of the Regular Reserve to maintain their contact details to allow efficient call out when necessary?

## Future Requirement for High Readiness Reserves<sup>13</sup>

- 2.40. High Readiness Reserves (HRR) have proven their utility in the limited areas of military capability in which they have been used to date. As we move to integrate the Reserve as an essential component of the Armed Forces, this will require more individuals in the HRR available for more frequent use and in a wider range of roles (such as media or some logistic specialisations). In order to meet our requirements, we are considering ways to enhance the offer to the individual, although we would only accept individuals at higher readiness with their employer's consent.

## Future Requirement for Sponsored Reserves<sup>14</sup>

- 2.41. Within the Whole Force, Sponsored Reserves already offer a useful avenue to address the changes required. This work is set in the context of a defined contractual relationship between Defence, Industry and the reservist in which Defence seeks the most cost-effective delivery of assured capability.
- 2.42. The Defence Science and Technology White Paper (February 2012), recognised the potential for industry to expand the role of Sponsored Reserves to provide a cost-effective solution to assured support service on operations. This will need to be balanced against the impact that an increase in the Sponsored Reserves may have on the flexibility of the Armed Forces as a whole and the total amount of risk that we assess may be incurred by outsourcing elements of operational capability to industry.

- Q.9. Are there existing MOD (or other Government Department) policies, or UK or EU legislation that are preventing employers from taking a more proactive approach to the employment of reservists?
- Q.10. What capabilities do employers have which may be transferrable to MOD through reservists (most likely, but not limited to, sponsored reservists)?
- Q.11. From an employers' perspective, what are the advantages and disadvantages of employing sponsored rather than volunteer reservists?

13. See annex B for description and definition.

14. See annex B for description and definition.



## SECTION 3 – RELATIONSHIPS WITH EMPLOYERS

### INTRODUCTION

- 3.1. This section sets out Defence's proposed vision for the future relationship with employers. Many employers already make significant contributions to supporting individual reservists and reserve service more generally and take pride in the achievements of their reservist employees. While Defence recognises supportive employers, in general the relationship with the employer has been through the reservist and then often only as a result of the reservists' mobilisation.
- 3.2. This approach does not provide a sufficiently supportive employer environment to deliver and sustain the reservists the country needs to meet its security requirements. We seek a new relationship with employers which is:
  - 3.2.1. **Open.** An employer should know that an employee is a reservist and the reservist should be confident that such knowledge will not prejudice employment prospects. Defence will need to give employers greater predictability of when reservists might be needed;
  - 3.2.2. **Based on Mutual Benefit.** Together we can better develop and exploit the skills and talents of reservist employees. Reservists bring additional knowledge, skills and experience to an employer, and the closer the military and civilian roles are, the greater the likelihood of opportunity for mutual benefit. Further, and particularly for apprentices and graduate trainees, reserve service can contribute substantively to an employer's personnel development and management programmes; and
  - 3.2.3. **Tailored.** To reflect the different opportunities and impacts of reserve service for different employers, public and private, large medium and small, and for the self-employed and unemployed, and by sector.

3.3. Our proposals to deliver this are grouped in three inter-dependent themes:

- Improving and managing the relationship between Defence, the employer and the reservist;
- Minimising the impact of mobilisation and deployment; and
- Developing mutual benefit through reward, incentives and skills development.

*"Since returning from Afghanistan , Cameron has changed in that he is now much more self confident and is keen 'to get things done'. We have responded by sending him on two work-related courses to enhance his skills and improve his prospects within the Company – he passed both with distinction. Cameron is a really good worker, whose military training is helping him achieve more in his civilian career"*

Chris Johnstone, Managing Director, West Coast Group Ltd, Garelochhead.

## IMPROVING AND MANAGING THE RELATIONSHIP

3.4. 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. Underpinning this vision is our proposition:

### Defence Proposition for Employers

*In order to contribute to delivering the security necessary to enable national prosperity, Defence requires access to appropriately trained and skilled reservists from the civilian workforce. Defence seeks an open relationship with employers that supports and, where possible, encourages reserve service. Defence will therefore explore and investigate mechanisms that will facilitate predictable demand, proper acknowledgement of employer support, improved and accredited skills and training for reservist employees and, where appropriate, the development of mutual business benefits with employers.*

Q.12. Do employers agree that our vision for improving and managing the relationship between Defence and employers is appropriate to set the conditions for an open and sustainable relationship?

## National Relationship Management

3.5. Employers with many reservists often engage with Defence in a number of ways. For example, national employers may employ people in different parts of the country, or Defence might engage with an organisation on a number of different levels both as an employer of reservists and as a contractor. We see value in a consistent Defence approach to such organisations and are considering establishing a system of national relationship management to deliver this. The purpose would not be to intervene in local transactions, rather to ensure that such transactions are done within a consistent Defence umbrella.

Q.13. Would a National Relationship Management scheme be helpful in improving Defence's relationship with large employers?

## Openness and Preventing Disadvantage to Reservists in the Workplace

- 3.6. Promoting the benefits of reserve service (as described below), incentivising supportive behaviour and practices and encouraging employers to enhance their contribution to the public good all help to increase support for reserve service. But without an open relationship they are unlikely to be sufficient to deliver the sustained change needed. If we are to have an open relationship, this must be based on the reservist being able to notify his or her reserve status to the employer or potential employer. Although reservists are already required to notify employers of their reservist status, this does not always happen because of reservists' concerns about their job security<sup>15</sup>.
- 3.7. We are considering two complementary means to improve this relationship:
- 3.7.1. **Employers' Charter.** The introduction of a voluntary Employers' Charter for the Reserve Forces, setting out an employer's commitment to support reservists, recognising the benefit to the employer of employing reservists and setting the tone for the employer's HR policies towards reservists and for behaviours within the company. It would be a public commitment and as such would encourage openness by reservists with respect to their status. A draft of the charter is at Annex C.
- 3.7.2. **Preventing Disadvantage to Reservists in the Workplace.** Employers are already required to manage a variety of forms of long and short term absences amongst their work forces, such as for maternity or paternity. Reserve service should be seen in this context. The Reserve Forces (Safeguard of Employment) Act 1985 provides some protections of a mobilised reservist's civilian employment. We wish to consider whether there is a case for extending the current legislation so that reservists, whether seeking or in employment but not mobilised cannot be deliberately disadvantaged on account of their reserve status.

Q.14. For reservists, have you ever been disadvantaged in the civilian workplace on the basis of your reservist status? If so, how?

Q.15. If an Employer Charter for Reserve Service was introduced, would this result in a positive, negative or neutral contribution in the development of a supportive working environment for reservists and reserve service, and why? What other measures would you suggest to achieve an employer environment that is supportive of reservists and reserve service?

Q.16. Would legislation be an effective measure to mitigate reservists being disadvantaged in a civilian workplace on the basis of their reserve status?

<sup>15</sup>We recognise that the particular circumstances in Northern Ireland will require discrete handling mechanisms.

## The Public Sector and the Largest Employers

- 3.8. **Public Sector.** The public sector employs around 36% of all reservists and intends to deliver best practice as part of the Government's drive to demonstrate support for reservists in the workplace. On 7 October 2012 the Secretary of State for Defence announced that from December 2012 central Government Departments will:
- Allow a minimum of 10 days special paid leave per annum to undertake reservist training;
  - Introduce a standard cross-Department human resources policy offering advice for line managers on how best to support those undertaking or planning to undertake reserve service;
  - Demonstrate more visible leadership and promote the benefits of reserve service to staff; and
  - Monitor reservist employee numbers more robustly.
- 3.9. We will consult with the wider public sector as to how it can more effectively support reserve service. Work being undertaken with the National Health Service in Scotland serves as a good example:
- 3.9.1. In Scotland, the NHS Boards implemented a common policy covering training and mobilisation of reservists. Reservists are allowed a minimum of ten days of special paid leave to attend their annual training period or an equivalent continuous training course. Where adequate notice is given and training cannot be undertaken outside of work hours, unpaid leave of up to three days is also allowed.
- 3.9.2. We are also investigating the possibility of creating contracts between NHS Trusts and the MOD for a proportion of a reservist's time, which could generate an assured and well trained medical reserve whilst ensuring that the business outputs are maintained. We already use a similar arrangement to enhance the clinical skills of regular medical personnel.

Q.17. Should we expect all public sector employers to provide the level of support to reservists that the Civil Service has recently committed to?

- 3.10. **Large Employers.** We believe that the largest employers, particularly those with Defence interests, have the most to gain from employment of reservists and may be best placed to manage them within the work force. We wish to develop closer relationships with such employers which enable shared talent development and co-ordinated workforce planning and which lead to such employers being an important channel to support the recruitment of reservists. Detailed proposals are set out below.

## Self-employed and Unemployed

- 3.11. While this section addresses employer matters, approximately 5% of reservists are self-employed and approximately 10% are unemployed.
- 3.11.1. The self-employed are an important potential source of personnel for the Reserve Forces. They are well placed to make judgements balancing civilian and military commitments, but the need for predictability to enable planning is as important as for other employer categories.
- 3.11.2. Government is committed to helping those out of work to gain skills and thus improve their employment chances. Reserve service provides individuals seeking employment not only income but also the opportunity to gain additional skills and qualifications which are attractive

to potential employers. On 25 June 2012 the Department of Work and Pensions (DWP) announced changes to the Jobseeker's Allowance rules for reservists. The changes allow a Jobseeker's Allowance claim to be kept open whilst a reservist is on annual training, as they will be treated as available for and actively seeking employment. We plan to examine with DWP and the Department for Business Innovation and Skills (BIS) how qualifications gained through reserve service could be better leveraged in wider government employment initiatives.

**Q.18. What more could be done to make reserve service attractive to the self-employed?**

**Q.19. What more could be done to make reserve service attractive to the unemployed?**

#### **Vignette: Royal Naval Reserve – Lieutenant Maggie Jones**

Lieutenant Maggie Jones joined the Royal Naval Reserve (RNR) in 2016 after completing her officer training in Britannia Royal Naval College during the summer break whilst she was a university undergraduate. Her older brother is already serving as a media specialist in the RNR and his mobilisation to support Operation ELLAMY off the coast of Libya in 2011 was the catalyst for her decision to join. Maggie elected to enter the Amphibious Warfare (AW) specialisation and was able to complete the necessary training whilst also qualifying as a solicitor in a firm in the City of London. Her employers were concerned at first but she was very clear about her reserve service during the interview process and it did chime with their policy on Corporate Social Responsibility. As an AW officer she is responsible for co-ordinating the movement of the Lead Commando Group marines ashore by helicopter and landing craft; early in her career she routinely joined HMS OCEAN for exercises. Her employer is very supportive and recognises the accredited leadership and management experience she gains as a Royal Navy officer; they understand that her AW work may require her to be mobilised at relatively short notice for a contingent operation. Maggie is also very active in her local unit and she is hoping to be appointed as 1st Lieutenant, a role that will develop further her leadership skills. Although she joined to develop military skills and do something different from her career, she is interested in using her civilian experience and is considering a transfer to the legal specialisation. The work the Reserve Forces are doing to build the capacity of local forces overseas attracts her and she thinks she has much to offer.

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

## **MINIMISING THE IMPACT OF MOBILISATION AND DEPLOYMENT**

- 3.12. We recognise the need to balance Defence's requirement for assured availability of its trained reservists with the pressures in business, and intend to use this consultation process better to understand the concerns of employers. A greater reliance on the Reserve Forces demands a closer relationship between Defence and the employer, not least in ensuring that Defence's use of reservists is as predictable as possible.
- 3.13. For the Army the change from using the reservist on an individual basis to mobilising formed sub-units and units as a part of a planned training and readiness cycle will give greater predictability to the employer and the reservist. While unplanned mobilisation remains possible, it will tend to be for much shorter duration (a few days) and is most likely to address civil emergencies in the UK.



- 3.14. **Financial Support.** Currently employers can claim financial assistance to cover additional salary costs incurred by a reservist employee's mobilisation, including overtime paid to other employees to cover the reservist's work, or salary costs of a temporary replacement above the usual cost of the reservist employee's salary. The maximum claim for additional costs is £110 per day. In addition, claims can be made for any essential re-training that a reservist employee needs, following demobilisation, in order properly to carry out his or her duties. A reservist is entitled to remain a member of his or her occupational pension scheme when mobilised; the MOD will pay the employer contributions for that period.
- 3.15. **Non-Financial Support.** Employers can seek exemption, deferral or revocation of their employee's mobilisation if they believe that the employee's absence would cause serious harm to their business or a related business. Employers receive direct support from their reservist's Unit (Commanding Officer, Unit Employer Support Officer). Additionally Regional SaBRE<sup>16</sup> Campaign Directors provide regional level support and advice, signposting employers to the SaBRE Website and Helpline. More predictable Defence requirements and a more open relationship should enable earlier resolution of potential problems. This is especially the case for smaller employers.
- 3.16. **Work Force Planning.** We recognise that increased dialogue and better pre-planning will work to mutual benefit to ease the demands of mobilisation and deployment for many employers and allow identification and exploitation of opportunities for Defence and the employer. To achieve this, we need a greater understanding of civilian manpower planning practice. We will therefore conduct a specific focus group within the consultation period in order to explore civilian employment options<sup>17</sup> and how reserve service could fit into them. Looking ahead, we see greater communication and dialogue with large employers as a key element of the National Relationship Management Scheme described in paragraph 3.5.

Q.20. What type and level of support is required for employers in order to minimise any impact of the absence of their reservist employees? How should this vary for a) large employers, b) medium employers, c) small employers, d) micro businesses and e) the self-employed?

Q.21. How could we factor in different civilian employment options into reserve service to take account of a) large employers, b) medium employers, c) small employers, d) micro businesses and e) the self-employed?

## DEVELOPING MUTUAL BENEFIT THROUGH REWARD, INCENTIVES AND SKILLS DEVELOPMENT

*"The skills and specialist knowledge that reservists bring from their day jobs clearly play a vital role in supporting Armed Forces operations. In turn, the experiences these men and women gain through their training and service with the military are hugely valuable to UK companies. BT has several hundred reservists and sees this as a real benefit for both the company and its employees."*

**Sir Michael Rake, Chairman BT, letter to the Financial Times, 28 June 2012**

16. SaBRE, Supporting Britain's Reservists and Employers, was created by the Ministry of Defence in October 2002 with the belief that if an employer understands the role of Reservists and is aware of the skills they develop their support for their Reserve Forces employees will be that much greater. Further details are available on [www.sabre.mod.uk](http://www.sabre.mod.uk)

17. Sabbaticals, job share, annualised hours, seasonal employment etc

## Incentives and Recognition

*“Since David has joined his unit and began his training I have seen a huge difference in his self confidence and his ability to take on a leadership role within the organisation and he is now able to manage junior staff to a high standard. CAIR Scotland has definitely benefited from David’s involvement in and enthusiasm for the reservist role by being able to transfer his personal development into the work place”*

**Alison Myles, Head of Services, CAIR Scotland , Dundee**

- 3.17. **Non-financial incentives.** We are considering a national scheme along the lines of a “Kitemark” type award to recognise publicly the contribution of individual employers, and mark out an employer as an exemplar to others in their support of reserve service. We envisage an award system that provides a tiered approach allowing an employer to progress from a basic to a top level that would recognise a full and proactive contribution to encouraging reserve service. Within this scheme we will offer opportunities for supportive employers to attend national and regional military events, such as Trooping the Colour or the Edinburgh Military Tattoo.
- 3.18. **Financial incentives.** We are considering the merits of introducing some element of financial reward for those employers supporting reserve service. We have examined whether this could be achieved through reduced National Insurance contributions, but have found that such an approach would be too complex and burdensome. An alternative approach would be an employer award (in addition to that already provided to an employer when a reservist is mobilised for military service), which may be less administratively burdensome and targeted where need is likely to be greatest, specifically Small and Medium Size Enterprises. Australia operates such a system through their Employer Support Payment Scheme, which provides financial assistance to eligible employers.

Q.22. Would our proposed tiered “Kitemark” type scheme provide meaningful recognition to supportive employers? If not, what other options would you propose and how might these differ for a) large employers, b) medium employers, c) small employers, d) micro businesses and e) the self-employed?

## Financial Benefits

- 3.19. **Knowledge, Experience and Skills.** Employers directly benefit from the skills, training and experience that reservists develop during their service. For example languages, HGV licences or first aid qualifications. Where a reservist’s civilian and military employment are similar, reserve service offers specialist skills development opportunities that are directly transferable to the employer. In all cases, the reservist develops significant leadership, people management and initiative skills, which benefit the civilian employer.
- 3.20. **Training.** Recent research<sup>18</sup> by SaBRE endorsed by the Chartered Management Institute found that an employer would have to purchase over £8,000 of commercial training to provide the same amount of development that an average reservist’s military service provides in a year (this research relates only to the skills that are relevant to the civilian workplace such as leadership, organisation, and problem solving). The research also found that experience gained from a period of mobilisation, including pre-deployment training, is worth around £8,300 for a Private, £14,600 for a Sergeant, and £18,400 for an Officer. This is likely to be of particular benefit to smaller employers.

18. Conducted in 2010.



## Non-financial benefits

- 3.21. **Corporate Social Responsibility (CSR).** We encourage employers who believe the Reserve Forces are actively contributing to the nation's security and prosperity to demonstrate commitment as part of their CSR policy, to consider supporting reserve service as an important element of their social action plans alongside any wider volunteering policies and to publicise their support to customers, suppliers and their local communities.
- 3.22. **Behavioural Skills.** The Armed Forces pride themselves in developing self-discipline and personal organisation. Like their regular colleagues, reservists normally have a proven ability to work in a team, are determined to achieve the required result and can communicate clearly. Reserve training and operational activities test delivery, decision making, management and leadership capabilities in a highly demanding environment, all of which make reservists well placed to deal with work place challenges and crises.

*"My two Reservists have a very strong work ethic – they are dependable and very committed to delivering top performance in any task they are given. They also have a respect others and for company policy. These skills and attitudes are very difficult to instil in employees and I'm convinced that it is their membership of the Reserve Forces which has developed those two employees in such a positive way"*

Colin Lynch, Director, Blyth Construction, Alva

Q.23. Do you agree with our assessment of the potential value and benefits that members of the Reserve Forces bring to their organisation? If not, what are the reasons for your view?

## Our Aspirations for Skills Development

- 3.23. **Partnering for Talent (PFT).** We recognise that partnering with employers is needed fully to exploit the opportunities that arise from a three-way relationship based on mutual benefits for the employer, the reservist and Defence. PFT is a collaborative venture between the MOD, selected Further/Higher Education institutions and public and private sector employers that aims to provide a pipeline of reservists through recognised career pathways delivering joint personal and professional development to the individual. Work is under way, through national pilots with selected large employers, to identify and test a range of marketing, recruiting and training initiatives for reservists that can become a routine part of an organisation's business models.
- 3.24. We are also conducting a regional PFT pilot, in association with the government's 'Get Britain Working' scheme in the North East, that aims to create placements with Reserve Forces for people in the 18-25 age group currently not in education, employment, or training. A second pilot is investigating the opportunity for employees of large organisations, and individuals in further/higher education, to undertake accredited leadership training with the Reserve Forces as a part of their organisation's development programmes or their educational objectives.
- 3.25. **Accreditation.** We believe that bench-marking and accrediting military training received by the reservist with recognised civilian qualifications benefits individual reservists, their employers, and potential employers. By 2014, we will review the training reservists undertake and, where practicable,

seek accreditation through recognised civilian awarding organisations. We want to know whether accrediting the training and education a reservist receives will help demonstrate specific value to an employer or potential employer.

- 3.26. **Competency Frameworks.** We wish to understand from employers whether a reservist career structure potentially aligned to recognised civilian competency frameworks would allow reservists – as we do for our regular Service leavers – to demonstrate the value of their military training and experience to their employers or potential employers.
- 3.27. **The Education to Work Transition.** Reserve military training has the potential to make a measurable difference to the employability of individuals making the important transition from education to work focusing on the following:
- 3.27.1. **Recruiting students.** A particular area we wish to develop is encouraging reserve service amongst those in further education or moving from education into work. It is at such times that individuals are likely to have more time available to conduct military training and the skills and experience they gain through reserve service provide additional benefits to future employers. We are interested in working with employers and education institutions to develop options which allow all parties to share the benefits of such a joint approach. These include:
- Financial incentives linked to a period of Reserve service, with training during the education period and commitment to reserve service for a period after graduation;
  - Developing relationships with employers and education institutions which link military training, education and prospective employment to establish sustainable pipelines of reservists.
- 3.27.2. **Joint graduate training.** We wish to engage with civilian employers to determine whether joint approaches to leadership and management development would be of benefit. Particular opportunity exists with graduates who can complete their initial military training while at university and enter employer graduate training schemes as active members of the Reserve Forces with additional accredited leadership qualifications and experience. There are successful examples of such schemes amongst our international Allies <sup>19</sup>.
- 3.27.3. **Apprenticeships.** We will support wider Government skills development strategies<sup>20</sup> and are exploring how reservists on employer-sponsored apprenticeship programmes could gain credits through recognition of the competencies, knowledge, experience and skills gained from reserve service. We wish to understand from civilian employers the scope for new approaches to apprenticeships and intend to work across Government to link reservist training to employer-based schemes.
- 3.28. **Performance feedback.** It has been suggested that employers appreciate communications from Commanding Officers on what their reservist employees have achieved during and following deployment. We want to know if employers think there is utility in formal feedback on the qualifications and experience of a reservist, after periods of mobilisation or on an annual basis.
- 3.29. **Employer awareness schemes.** We would like to know whether employers see merit in re-introducing regionally-based employer awareness schemes which offer employers and their key staff the opportunity to undertake or to visit leadership training run by reservists.
- 3.30. **Specialist Skills & Capabilities.** In certain specialist fields, such as medical and cyber, where the need

---

19. Such as the Canadian Reserve Entry Scheme Officer programme. Further detail is at Annex E

20. BIS: 1 Dec 2011 New Challenges New Chances. Building a World Class Skills System.. Lost in Transition. May 2012 A Work Foundation report on young people not in education, employment or training (NEET)

for rare skills presents particular requirements and challenges, even closer partnering and cooperation is required. See Annex D for two case studies.

- Q.24. To what extent would accredited reservist training be of value to a) large employers, b) medium employers, c) small employers, d) micro businesses, e) the self-employed and f) the unemployed? What specific competencies would be considered to be particularly attractive? students?
- Q.25. Would employers, potential reservists and higher education establishments support closer relationships between graduate training schemes and reservist training for students?
- Q.26. Would employers support close relationships with the MOD through Apprenticeship schemes? What scope do you see in incorporating relevant accredited skills and experience gained through reserve service within company apprenticeship schemes? What would these schemes look like?
- Q.27. How beneficial would a) large employers, b) medium employers, c) small employers and d) micro businesses find feedback from Defence on a reservist following deployment on an annual basis?
- Q.28. Would employers attend, or to send key staff on, regionally based employer awareness schemes? Would their attendance be significantly influenced by the opportunity to gain civilian accredited leadership and team building experience?

#### **Vignette: RAF Medical Reservist – Sergeant Florence Smith**

Florence 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 RAuxF in 2012.

The 30-year-old, who now holds the rank of Sergeant, spends one weekend a month at RAF Brize Norton where she does a variety of training ranging from medical to physical fitness exercises. Florence 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.

Florence deployed to Afghanistan for 6 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 4 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 Florence's absence; it wasn't much different from maternity leave really. When she came back she discussed her experiences with staff and it was clear she had grown in confidence and clinical skills – I suspect being part of a medical response team in the back of a helicopter in a combat zone does that!"

Since returning from Afghanistan, Florence'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

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



## SECTION 4 – THE PROPOSITION FOR RESERVISTS

- 4.1. This section outlines what Defence will offer to individuals who volunteer for reserve service in the Armed Forces and what commitment it expects in turn from the reservist. This is termed “the Proposition”.

### THE PROPOSITION

- 4.2. For Defence, the Proposition is made up of two inter-dependent elements: the Terms of Service which outline what a reservist is committed to and the Conditions of Service which outline the reward and recognition system for reserve service and which include the protections offered to balance reserve service with the requirements of their civilian careers and families. Defence sees the Proposition as a necessary framework under which the single Services articulate and define different offers to various types of reservists to meet their operational requirements. Defence’s current proposition for the Volunteer Reserves states that:

*“Defence will offer the challenge and reward which attracts people to volunteer, and undertakes to train and support them throughout their Service, including when mobilised and recuperating.”*

- 4.3. While the essence of the proposition remains valid for our current focus on manning the Reserve Forces, it does not capture fully the strong mutual obligations that must exist between the individual and

Defence. These will underpin the recruitment of new reservists and the retention of existing reservists. We therefore propose revising Defence's Proposition for the Volunteer Reserves to the following:

*"As a serving member of the Armed Forces a Volunteer Reservist commits to routinely train and mobilise. In return, Defence will offer attractive challenges and rewards to volunteers, will train and support them throughout their Service (including when mobilised and recuperating) and will seek to predict training and deployment requirements as far as practicable".*

4.4. Further detail on the proposition is at Annex F.

## Delivering the Proposition to the Volunteer Reserves

4.5. In return for the reservist's commitment to be a member of the Armed Forces, Defence will:

- 4.5.1. Structure and prepare our Reserve Forces to be used as an essential integrated element of the nation's Armed Forces;
- 4.5.2. Provide the roles, equipment, training, administration and conditions of service for reservists to achieve the necessary standards of training;
- 4.5.3. Where appropriate, benchmark and accredit military training and experience with recognised civilian qualifications to the benefit of their civilian employment;
- 4.5.4. Make designated training attendance compulsory, but with greater notice of training and operational commitments;
- 4.5.5. Improve support to reservist families, particularly during periods of training and deployment, and, where required, after their military service;
- 4.5.6. Promote greater recognition of reservists as members of the Armed Forces within society;
- 4.5.7. Monitor delivery of the Proposition and adjust Defence's delivery of it as necessary; and
- 4.5.8. Work with employers to improve understanding and recognition of the benefits reserve service brings so as to enable a more supportive environment for the reservist.

Q.29. For reservists, do you agree with our revised proposition (as set out in more detail in Annex F) for reservists? What aspects of this would you modify?

## FUTURE TERMS OF SERVICE

- 4.6. Terms of Service for reservists include the rules and regulations, including length of engagement, time on training, training standards, code of conduct and discipline which the reservist must agree to abide by on entering service in the Armed Forces. Current Terms of Service have evolved over time to meet specific circumstances and do not adequately match our future requirements
- 4.7. In future, a reservist's Terms of Service will be driven by an individual's liability and commitment for routine training and operations. They will be based on clear, attractive and achievable roles for

individuals and units, with an expectation of routine deployment on operations and for training. The terms will be formed, where possible, to provide Defence with the assurance that the operational capability required from the Reserve Forces will be delivered. The intention is that the Terms of Service will include a fixed term of service as well as enabling an individual to transfer more readily between regular and reserve service.

#### **Vignette: Royal Marines Reserve in 2020 – Sergeant Paul Miller**

A former regular, Sergeant Paul Millar served in the Royal Marines during the latter stages of operations in Afghanistan. After leaving the Marines he returned to his home in Bristol and set-up what is now a successful building business; he currently employs a team of 4 people and has plans to expand. Missing the camaraderie of the Marines he decided to join the Royal Marines Reserve (RMR) in 2018 working very hard to make sure he got back up to the necessary level of fitness. Since rejoining Paul has been on a number of overseas training periods including Exercise BLACK ALLIGATOR in California to work with the United States Marine Corps and Ex HAIRSPRING, the annual cold weather warfare training. He was called out during serious flooding in Gloucestershire when the military were required under the domestic resilience arrangements to support the local community. Next year he is likely to be mobilised to spend a year in the very high readiness Lead Commando Group where he expects to work alongside marines he first met whilst serving as a regular. He will be using the employer support measures to fund some additional support for his business but has been able to develop one of his team to take on the management role in his absence. Paul is active in his local unit RMR Bristol where he is employed as an instructor preparing recruits for their Green Beret course in the Commando Training Centre Royal Marines in Lympstone. He is fully qualified for promotion and is waiting to hear if he has been selected for Colour Sergeant.

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

## **Future Training**

- 4.8. Apart from specific training to prepare individuals for operations such as those in Afghanistan or the Olympics, reservists' training has previously been designed around developing and maintaining generic military skills and roles and attendance has not been mandated. In many cases training has not been directly linked to Defence outputs and reservists have had only limited access to the most up to date equipment.
- 4.9. For future training the essential point is that, as the Reserve Forces are given well defined military roles that are essential to the delivery of Defence outputs, so there is a mutually reinforcing requirement for the reservist to attend training and for Defence to provide that training.
- 4.10. Training for all reservists will be:
  - Challenging, relevant and designed to meet individual and unit readiness standards;
  - Planned, predictable and more integrated with regular training, including adventurous training and future staff training and education;
  - Streamlined and shortened, with a significantly greater emphasis on the training at the start of a reservist's career to enable the individual and their employer to gain immediate benefits.
- 4.11. Training will introduce more options for civilian accreditation whilst also developing personal organisation, self-confidence, determination, discipline and self-motivation.



- 4.12. We have already started to address the long-held concern, especially among Army reservists, about the length of time necessary to receive initial training. The Army has introduced a new initial training construct that provides better opportunity and flexibility for an individual to train at a location and time best suited to their personal circumstances.

Q.30. For current and potential reservists, how do you view the proposed training regime, in particular the requirements to complete a) stipulated levels and duration of training and b) to attend specific training events?

## Specialist Roles

- 4.13. We will review training practices for specialist roles, such as medics, photographic interpreters and cyber specialists, to ensure they meet both the needs of Defence and the individual's career requirements. Age limits and core military training will be adjusted to accommodate the broad range of specialists required across the integrated Armed Forces.

## Future Equipment

- 4.14. Reservists of all three Services will have access to and train with current equipment. This is a fundamental part of delivering the Proposition and a key requirement in ensuring the reserve element of the Whole Force provides stated operational capabilities.

## CONDITIONS OF SERVICE

- 4.15. Conditions of Service for reservists include the provision of Pay and Allowances (a remuneration package), Welfare, Health and Family Support, and Training and Education.

## Future Pay and Allowances

- 4.16. A balanced remuneration package will be developed and provided as part of Defence's New Employment Model. This will include an integrated approach to pay and allowances supporting closer alignment of regular and reserve careers and greater consistency of remuneration arrangements between different reservist Terms of Service.
- 4.17. The area of remuneration is complex. By way of guiding principles for the Volunteer Reserves, the remuneration package will be based on:
- 4.17.1. Reservists receiving broadly equivalent remuneration to their full-time counterparts for equivalent levels of commitment;
  - 4.17.2. Incentive and reward for commitment to meet and retain required training and readiness standards;

- 4.17.3. The principle that a reservist should not be unreasonably financially disadvantaged when mobilised, because of lower military salary compared with their civilian one. However, we must also be mindful of the value of a reservist's role to Defence and will seek to avoid using very highly paid volunteer reservists in non-specialist roles; and
- 4.17.4. Additional allowances being equivalent to full-time counterparts for specific operations.
- 4.18. With respect to allowances for reservists, we are considering a number of specific options which are set out at Annex F and which seek to link bounty and reward more directly and proportionately to the level of commitment and delivery of the individual reservist.

## Pensions

- 4.19. The Future Armed Forces Pension Scheme will be 'one scheme for all', including reservists, and will be based on career average earnings as the basis for a pension entitlement. We will review reservist pension entitlements including when an individual transfers between regular and reserve service.

## Command Opportunities

- 4.20. We intend to continue the practice in the Maritime Reserve and RAuxAF where reservists command the majority of reserve units. In the Army, reservists have primacy for unit command, subject to the availability of a suitably qualified and recommended individual. In the future, the Army will continue to offer command appointments at the Lieutenant Colonel level to offer the right reward and recognition to reservist officers and to allow them to undertake senior Army reservist appointments in future. When a reservist unit or sub-unit commanded by a reservist deploys as a formed unit on an operation the Army's intent is for that reservist officer to command it, as with regular counterparts.

## Welfare, Health and Family Support

- 4.21. We recognise that in placing increased reliance on reservists in an integrated force, we will need to develop our provision of welfare, health and family support. For the reservist, this will balance the direct support available through the Armed Forces with wider support available through a civilian community. A mobilised reservist has access to health, welfare and support arrangements already in place for those in full-time service but families, non-mobilised reservists and those returning to civilian employment following periods of deployment can all experience difficulty in accessing this support. We are committed to ensuring the overall welfare support package for reservists and their families is available throughout the individual's military service. More detail can be found in Annex F.
- 4.22. The Armed Forces Covenant seeks to ensure service personnel are not disadvantaged as a result of their service. The Covenant already recognises reservists and further work is required to deepen this recognition for reservists and their families.
- 4.23. Reservists are rooted in their local communities but have an insight into the Service environment. They are well placed to impart their experience into local partnerships that will be mutually beneficial to Defence and society. There are opportunities to engage in effective partnerships within local



communities and achieve greater recognition of the contribution of reservists to the security of the country. This will enhance the reputation of the Reserve Forces and encourage support from employers and the wider community.

## Health and Mental Health Programmes

- 4.24. We see no change to the current practice whereby for all injuries or medical conditions attributed to military service, reservists are supported by the National Health Service and the Reserves' Mental Health Programme (RMHP). Reservists also receive additional support from Defence Medical Services when mobilised. We will examine projected trends to assess whether we need to extend or improve this framework. Specific measures can be found in Annex F.

Q.31. What other measures could we consider to ensure reservists and their families are provided with appropriate health, welfare and mental health support, particularly after a) an operational deployment and b) as the reservist returns to civilian employment?

## Family Support

- 4.25. The MOD places particular importance on supporting families of Service personnel at all times, but particularly during deployments. Whilst we do not envisage significant changes to current arrangements, we will seek better to resource those at unit level who liaise with and contact the families of mobilised reservists. We also intend to draw more reservists into the many Service organisations that already provide family support, such as Soldiers, Sailors, Airmen and Families Association (SSAFA) Forces Help, the Benevolent Funds and Service Associations.

Q.32. For families of current and prospective reservists, how would you wish to receive information about the support that is available to you a) now and b) when you may need it most?

Q.33. For families of current reservists, what would you like to see in terms of a) improvements to the current provision of services to you, and b) additions to the current provision of services to you?

### Vignette: Army Initial Training in 2020 – Captain Alison Knowles

Alison Knowles is a legal executive in a city firm of solicitors and lives in Nottingham. Alison joined the TA while at university, initially as an Officer Cadet in the University Officer Training Corps (UOTC), following a presentation at the Freshers' Fair.

Alison conducted regular training with the local Officer Training Regiment during her first year with the UOTC, meeting and mixing with other potential TA officers. During her second year she attended

the Army Officer Selection Board Briefing and the Main Board, at which she was successful. This enabled her to complete the TA Commissioning Course at the Royal Military Academy Sandhurst during her summer holiday after her second year of University. Having been commissioned, she elected to train with the local TA unit during her third and final year at university, becoming a Territorial Army Sponsored Officer.

That was three years ago now; she left university and started working locally, so asked to stay with the same TA unit as a troop commander, with responsibility for training, administering and leading 30 soldiers, many of whom were older and more experienced than she was. This allowed her to develop skills she found invaluable in her civilian employment. She has subsequently completed specialist Royal Engineer junior officer training at the Royal School of Military Engineering and last year participated in an integrated Regular and TA training exercise on Salisbury Plain during her annual training period. In time, she plans to take some special unpaid leave to spend 7 months undertaking CMI-accredited leadership training at the Defence Academy on a series of courses alongside Regular Forces colleagues.

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



## SECTION 5 – CONSULTATION DETAILS

### Scope of this Consultation

- 5.1. The Green Paper is intended to allow the Government an opportunity to discuss a variety of issues that would be encompassed by the changes we are proposing to our Reserve Forces. This will assist in creating suitable policies and processes for specific issues which will then be published as a White Paper. All potential policy issues are part of the consultation and we value any constructive views.
- 5.2. As a public consultation we of course welcome views from any individual, group or institution. We will host a number of national and regional events to discuss specific issues in particular with reservists and public and private sector employers of all sizes. The formal consultation period will begin with the publication of this Green Paper and will finish 18 January 2013. It will be conducted in accordance with the criteria in the Government's Code of Practice on Consultation<sup>21</sup>.

### How to Respond

- 5.3. Please respond via the consultation feedback link found at the following website:  
<http://surveys.defenceconsultations.org.uk/limesurvey/index.php?sid=82751&lang=en>
- 5.4. This website provides background on the reserve forces and wider Armed Forces. Additional copies of the Green Paper may also be downloaded at this address.

---

21. <http://www.bis.gov.uk/policies/better-regulations/consultation-guidance>

- 5.5. Responses provided by existing reservists will be anonymous. However, in order to help us analyse and fully understand the feedback offered we ask that respondents provide the non-personal information requested. Respondents may answer as many or as few of the questions asked in the Green Paper as they wish. We welcome supporting evidence wherever possible and practical.
- 5.6. In the interests of efficiency, the environment and as part of the Government's drive to be digital by default, this Green Paper and its responses will be digital wherever possible. If you require copies of the Green Paper in other formats, such as Braille, large font or audio, please e-mail:

[DCDSPers-RFC-FR20Consultation@mod.uk](mailto:DCDSPers-RFC-FR20Consultation@mod.uk) Please start your email with the subject 'ENQUIRY'.

## Confidentiality Disclosure

- 5.7. You should be aware that the information provided in response to this consultation, including any personal information, may be published or disclosed in accordance with the access to information regimes, these are primarily the Freedom of Information Act 200 (FOIA), the Data Protection Act 1998 (DPA) and the Environmental Information Regulations 2004.
- 5.8. If you want the information that you provided to be treated at confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence. In view of this it would be helpful if you could explain to us why you view the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not be regarded as binding on the department.
- 5.9. The department will process your personal data in accordance with the DPA and in the majority of circumstances; this will mean that your personal data will not be disclosed to third parties.

## Enquiries

- 5.10. If you have any enquiries or comments about the consultation, please e-mail:

[DCDSPers-RFC-FR20Consultation@mod.uk](mailto:DCDSPers-RFC-FR20Consultation@mod.uk)

Please start your email with the subject 'ENQUIRY'. Or contact:

Consultation Enquiries  
MOD Main Building  
6.B.45  
London  
SW1A 2HB

- 5.11. Unfortunately, due to the volume of potential responses and our planned data capture and analysis process, we will not be able to accept ideas, comments and feedback on the proposals in the Green Paper sent to this address. Please use the consultation feedback link found above.

# ANNEX A – LIST OF QUESTIONS

## **The Army's Reserves**

- Q.1. Given the changes we are proposing, do you agree that renaming the Territorial Army (TA) to 'Army Reserve' would better reflect the future roles and tasks of what is now the TA?

## **Purposes of Mobilisation**

- Q.2. Do reservists and employers support our proposals to extend mobilisation powers to non-warfighting operations such as conflict prevention activities overseas and standing commitments to garrisons abroad, such as the Falkland Islands? If not, what are the reasons for your views?
- Q.3. Do reservists and employers support the mobilisation of reservists on other extended overseas deployments and activities that fall short of operations? If not, what are the reasons for your views?

## **Mandating Training**

- Q.4. For employers, how significant would the proposed changes to reservist training be? What approach would best assist employers in managing any impact on their business? How much warning would an employer reasonably need to mitigate any impact?
- Q.5. For reservists, what notice of training would be considered reasonable? How could attendance be incentivised?

## **Mobilisation Authority**

- Q.6. Should all mobilisations require specific ministerial authorisation and immediate Parliamentary notification? Please give reasons for your answer.

## **Future Requirement for Regular Reserves**

- Q.7. For employers, would a more formal but limited liability for regular reservists affect your perception of the attractiveness of regular service leavers? Please provide reasons for your answer.
- Q.8. For members and former members of the Armed Forces, how could regular reservists be incentivised to maintain their contact details to allow efficient call out when necessary?

## **Future Requirement for Sponsored Reserves**

- Q.9. For employers, are there existing MOD (or other Government Department) policies, or provisions of UK or EU legislation that impact upon a proactive approach to the employment of reservists? If so, what are they?
- Q.10. For employers, do you have capabilities within your organisation which may be usefully transferrable to the MOD through reservists (most likely, but not limited to, sponsored reservists)? If so, what are they?
- Q.11. For employers, what are the perceived advantages and disadvantages of employing sponsored rather than volunteer reservists?

### **Defence Proposition for Employers**

- Q.12. For employers, do you support our vision for improving and managing the relationship between Defence and employers in setting conditions for an open and sustainable relationship? If not, what are the reasons for your view?

### **National Relationship Management**

- Q.13. For large employers, would a National Relationship Management scheme be helpful in improving the relationship with Defence? If not, what are the reasons for your view?

### **Openness and Preventing Disadvantage to Reservists in the Workplace**

- Q.14. For reservists, have you ever been disadvantaged in the civilian workplace on the basis of your reservist status? If so, how?
- Q.15. If an Employer Charter for Reserve Service was introduced, would this result in a positive, negative or neutral contribution in the development of a supportive working environment for reservists and reserve service, and why? What other measures would you suggest to achieve an employer environment that is supportive of reservists and reserve service?
- Q.16. Would legislation be an effective measure to mitigate reservists being disadvantaged in a civilian workplace on the basis of their reserve status?

### **The Public Sector and the Largest Employers**

- Q.17. Should we expect all public sector employers to provide the level of support to reservists that the Civil Service has recently committed to? What more could be done to support self-employed reservists?

### **Self-Employed and Unemployed**

- Q.18. What more could be done to make reserve service attractive to the self-employed?
- Q.19. What more could be done to make reserve service attractive to the unemployed?

### **Minimising the impact of Mobilisation and Deployment**

- Q.20. What type and level of support is required for employers in order to minimise any impact of the absence of their reservist employees? How should this vary for a) large employers, b) medium employers, c) small employers, d) micro businesses and e) the self-employed?
- Q.21. How could we factor in different civilian employment options into reserve service to take account of a) large employers, b) medium employers, c) small employers, d) micro businesses and e) the self-employed?

### **Incentives and Recognition**

- Q.22. Would our proposed tiered "Kitemark" type scheme provide meaningful recognition to supportive employers? If not, what other options would you propose and how might these differ for a) large employers, b) medium employers, c) small employers, d) micro businesses and e) the self-employed?

### **Non-Financial Benefits**

- Q.23. Do you agree with the assessment of the potential value and benefits that members of the Reserve Forces bring to their organisation? If not, what are the reasons for your view?

### **Our Aspirations for Skills Development**

- Q.24. To what extent would accredited reservist training be of value to a) large employers, b) medium employers, c) small employers, d) micro businesses, e) the self-employed and f) the unemployed? What specific competencies would be considered to be particularly attractive?
- Q.25. Would employers, potential reservists and higher education establishments support closer relationships between graduate training schemes and reservist training for students?
- Q.26. Would employers support close relationships with the MOD through Apprenticeship schemes? What scope do you see in incorporating relevant accredited skills and experience gained through reserve service within company apprenticeship schemes? What would these schemes look like?
- Q.27. How beneficial would a) large employers, b) medium employers, c) small employers and d) micro businesses find feedback from Defence on a reservist following deployment on an annual basis?
- Q.28. Would employers attend, or to send key staff on, regionally based employer awareness schemes? Would their attendance be significantly influenced by the opportunity to gain civilian accredited leadership and team building experience?

### **Delivering the Proposition to the Volunteer Reserves**

- Q.29. For reservists, do you agree with our revised proposition (as set out in more detail in Annex F) for reservists? What aspects of this would you modify?

### **Future Training**

- Q.30. For current and potential reservists, how do you view the proposed training regime, in particular the requirements to complete a) stipulated levels and duration of training and b) to attend specific training events?

### **Health, Welfare and Mental Health Support**

- Q.31. What other measures could we consider to ensure reservists and their families are provided with appropriate health, welfare and mental health support, particularly after a) an operational deployment and b) as the reservist returns to civilian employment?

### **Family Support**

- Q.32. For families of current reservists, what would you like to see in terms of a) improvements to the current provision of services to you, and b) additions to the current provision of services to you?



# ANNEX B – Background on the Reserve Forces

## Categories of Reserve Forces

B.1. In addition to the two main groups of reservists (Volunteer and Regular), the Reserve Forces Act 1996 (RFA 96) provides that a member of a reserve force may enter into an agreement to become a High Readiness Reservist and that an employee may enter into an agreement to become a Sponsored Reservist:

B.1.1. **High Readiness Reserves (HRR).** The HRR are drawn from the 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. The Royal Navy currently has no HRR, the Army has about 70 and the RAuxAF about 30. All are considering increasing this capability.

B.1.2. **Sponsored Reserves (SR)** Sponsored Reserves are nominated employees of a company/organisation with whom the Armed Forces have signed a contract for the delivery of a Sponsored Reserve capability that are required to join the Armed Forces as 'Special Members'. Under Part V of the Reserve Forces Act 1996 (RFA 96), Sponsored Reserves have special liabilities for reserve service, military training and call out.

## Volunteer Reserve Numbers since 1980

	Maritime Reserve	Territorial Army	RAuxAF <sup>23</sup>	Total
<b>Total Strength<sup>22</sup> in 1980</b>	5,800	63,300	500	69,100
<b>Total Strength in 1990</b>	7,000	72,500	1,800	81,300
<b>Total Strength in 2000</b>	4,078	40,102	1,797	45,977
<b>Current Total Strength</b>	2,526	25,430	1,335	29,291
<b>Total Strength Target by 2020</b>	4,150	38,000	2,300	44,450
<b>Trained Strength Target by 2020</b>	3,100	30,000	1,800	34,900

22. Trained and untrained

23. Note that a number of RAuxF squadrons were formed from 1979 onwards, some as a direct result of the Falkland conflict.

## Categories of Force Readiness

B.2. Following the 2010 SDSR, our Armed Forces are structured into three main elements:

- B.2.1. The **Deployed Force**, consisting of those forces engaged on operations. Today, this includes the forces deployed in Afghanistan from the High Readiness Force. It also includes those forces which conduct permanent operations essential to our national security. These include, for example, the aircraft providing UK air defence, our maritime presence in the South Atlantic and the nuclear deterrent.
- B.2.2. The **High Readiness Force**, which allows us to react rapidly to crises, and could include the UK's contribution to a multinational operation. These force elements are held at high levels of readiness principally to allow us to respond to scenarios in which we act alone to protect our national security interests, for example to conduct hostage rescue or counterterrorism operations. The force includes a balanced range of highly capable land, air and maritime forces.
- B.2.3. The **Lower Readiness Force** includes those forces who have recently returned from operations which are focussed on recovery, and those preparing to enter a period of high readiness. When committed to an enduring operation, these forces provide the necessary flexibility to sustain it long-term, and give us choice over the scale and duration of our contribution to multinational operations.

## Overview of Reserve Forces by Service

### Maritime Reserves

- B.3. The Royal Navy's Maritime Reserve consists of the Royal Naval Reserve (RNR) and the Royal Marines Reserve (RMR).
- B.4. Both have a national presence: there are 15 RNR shore establishments and 4 RMR headquarters plus a number of detachments dispersed around the UK. Outside the Naval Bases this footprint is in many cases the only Naval presence in certain parts of the country. They deliver a range of capabilities including medical personnel, intelligence specialists, force protection teams, amphibious warfare specialists, headquarters staff and commandos. The Maritime Reserve is also mandated to support UK resilience operations when required.
- B.5. The Maritime Reserves provides personnel to deliver a range of niche specialist skills and general augmentation. In certain cases they deliver capability that is only held in the Reserve; there is no Regular equivalent. This is by design in an integrated force, but when those skills are required for operations we must have assurance that they will be delivered. The wide range of capabilities present in the Maritime Reserve does result in differences in operating models; some specialisations will be required to support relatively short notice contingent requirements whilst others will be able to predict their needs in advance for support to enduring operations.

### Army Reserves

- B.6. The volunteer component of the Army Reserve, currently the Territorial Army (TA), is presently based on a strategic reserve designed to meet a Cold War requirement to supplement the Regular Army during

times of national crisis. The TA also has a remit to assist the civil community and authorities in times of emergency. It currently occupies approximately 380 sites spread across the UK.

- B.7. Over the last 15 years the TA has provided some 28,000 individuals to support the regular forces on operations, principally but not exclusively in Afghanistan and Iraq. Individual reservists have been mobilised for up to 12 months, and joined the deploying regular unit for preparation training, the deployment and the subsequent recuperation period. The TA has, on occasions, deployed formed bodies of troops, principally in the medical area, but also infantry and logistics to Iraq and Afghanistan and on UN Peacekeeping operations in Cyprus. The TA has also been extensively used in support of civil emergencies in the UK. Recent examples include the response to the Cumbrian flooding, Foot and Mouth Disease and contingency planning for Fuel Tanker Strikes. Reservists will continue to have a role in response to such domestic emergencies, in support of the 'blue light' emergency responders.
- B.8. The Army Regular Reserve (ARR) currently consists of approximately 30,000 ex-Regular Army personnel with a liability for reserve service. Around 420 regular reservists were called-up for service in Iraq in 2003, and around 90 are serving today in Afghanistan. We are looking at ways to restructure the ARR, to make it relevant to the needs of the current environment of conflict, in order to augment the standing force in areas where it is not efficient or effective to train and prepare volunteer reservists, and as a means of regenerating the British Army in times of national conflict. We are developing measures to encourage regular service leavers to join the volunteer reserve and to make it administratively easier to do so.

## **RAF Reserves**

- B.9. There are 2 reserve air forces; the Volunteer Reserve component – the Royal Auxiliary Air Force and the Regular Reserve component – the RAF Reserve, which comprises individuals with previous Regular service, as well as Sponsored Reserves.
- B.10. The Royal Auxiliary Air Force (RAuxAF) consists of 20 squadrons or flights - principally providing air crew, force protection, movements, medical, intelligence, media and flight operations capabilities. RAuxAF units are mainly located on RAF bases; their outputs are integrated with those of regulars. Under Future Reserves 2020 the RAuxAF trained strength will increase to 1,800 and 5 new squadrons will be formed and new capability developed in cyber. It will continue to operate as it does today, augmenting the regular force as individuals or in small groups. As a vital component of the Whole Force, Reserves will continue to be used at home and abroad to deliver a range of Air tasks on short and long term operations, as they have done on operations such as Libya and Afghanistan respectively.

## **Regular Reserve Legal Status and liability for call-out**

### **General**

- B.11. Reserve Forces Act 1996 (RFA 96) applies to both Volunteer and Regular Reserves. In particular, a Regular Reservist's liability to be called out for permanent service ('mobilised') is the same as that of a Volunteer Reservist.

## Length of Liability

- B.12. An ex-regular's liability depends upon length of service, rank, trade and Service. In addition, the introduction of Variable Engagements (VENG) forms another variable. Therefore the length of liability will be unique to an individual and difficult to forecast before the end of a Regular's career.

### Maritime Reserve

- B.13. Ratings and NCOs who complete more than 22 years' service have no Regular Reserve liability. Those with less than 22 years' service have a 3 year liability, or up to 22 years total regular and reserve service, whichever is less.
- B.14. Officers who complete a Short Service Commission have a 4 year liability on the Emergency List.
- B.15. Officers who hold permanent pensionable commissions who leave regular service are placed on the Retired List and have a continuous liability to be called out for service. Officers over the age of 60 are unlikely to be required unless earmarked for specific war appointments.

### Army Reserves

- B.16. Ratings and NCOs who complete more than 22 years' service have no Regular Reserve liability. Those with less than 22 years service have a 6 year liability, or up to a total of 22 years regular and reserve service, whichever is less.
- B.17. Those who complete a full VENG have no Regular Reserve liability. Those that do not complete a full VENG have a 6 year liability or the balance of the VENG, whichever is less.
- B.18. Regular Reserve liability in the Regular Army Reserve of Officers (RARO) is age, rank and cap badge dependent, ranging from a minimum of 50 years old for OF3 and below in the Combat Arms to 65 years old for Army Legal Service Officers, regardless of rank. Lt General and General have a liability till 62 years. Officers with a Short Service Commissions have a 4 year liability.

### Royal Air Force Reserves

- B.19. Airmen who complete more than 22 years service have no Regular Reserve liability. Personnel who serve on an engagement which does not qualify for an immediate pension or Early Departure Payment (EDP) normally have a Regular Reserve liability of 6 years.
- B.20. Officers not in receipt of an immediate pension or EDP normally have a RR liability of 4 years. Those with a pension or EDP have no RR liability.
- B.21. Exceptions. In addition, a small numbers of individuals subject to RFA80, not RFA96, and all female soldiers enlisted before 1986 have no Regular Reserve liability. Other exceptions may exist. In addition, the Army subdivides its Regular Reserve into those below the 45 and those above, in order to better manage its pool of manpower. This has no impact on liability.

# ANNEX C – Working Example of Employers' Charter for Reservists

We recognize and acknowledge the value to the United Kingdom of all those who serve as reservists and their particular qualities of self-discipline, reliability, fitness, teamwork and leadership, often developed and acquired in arduous circumstances:

As members of the Armed Forces contributing significantly to the security of our nation.

As members of the civilian work force contributing significantly to the prosperity and well being of our society.

We recognise the value of the additional skills and qualities reservists can bring to our business.

We agree accordingly to provide our organisations with the skills, resource and knowledge:

To support and encourage reservists - and their families- in their military training, when they are stood by for operations and when they are deployed on operations;

To promote opportunities to employ reservists;

Not to disadvantage reservists either when hiring employees or in their subsequent career development; and

To protect reservists' civilian employment in accordance with the law.

# ANNEX D – Specialist Skills Case Studies

## **Developing Specialist Skills** **Example 1: Medical Reservists**

Through a joint NHS and MOD pilot we are exploring ways to accredit relevant military training and experience for medical reservists in the civilian workplace. We are also creating a shared competence framework to ensure that skills and experience gained in one workplace are also recognised, utilised and rewarded in the other. Subject to a successful outcome of the pilot, we aspire to extending it to all NHS Trusts, thereby providing a continuous professional development (CPD) framework as the basis for wider MOD and NHS collaboration. We also see potential for developing this into a bespoke leadership programme for medical graduates and undergraduates, created jointly between NHS employers and Defence. We envisage, for instance, accrediting the 4-week basic officer training course and offering to medical students the opportunity to undertake it as an elective university course.

We are convinced by the multiple benefits of our approach for the individual, Defence, the employer and ultimately the Nation of shared and cost-effective training, skills recognition and the development of individual experience.

## **Developing Specialist Skills** **Example 2: Cyber Reservists**

Defence is in direct competition with industry in recruiting and retaining IT and computer network (cyber) specialists in the Reserve Forces. Our overall aim is to recruit specialists who are able to support the Defence cyber security capability. We will be seeking specialists with a broad range of skills who could come from a variety of backgrounds. Alongside direct recruiting we are, as part of the Partnering for Talent programme, working in conjunction with e-skills UK to develop a strategic and long-term approach to meeting our needs for these specialists. As a key bidding partner, in conjunction with major industry partners, to the Business Innovation and Skills Growth Innovation Fund, we wish to establish a National Cyber Security Training Partnership that will develop joint industry/military defence careers in Cyber. The scope of our proposal encompasses school based cyber clubs twinned with military Cadet bases, through joint apprenticeships and Higher Education routes to the potential for selected bursaries for appropriate university courses. This work is in its early scoping phase but is intended to parallel the approach taken for the Medical reservists, and if successful, has the potential to provide a template for other career pathways in other specialist areas.

The MOD has received a number of direct approaches from specialist companies in the cyber arena with detailed proposals as to how they could offer dedicated support through industry-sponsored reservist units. We welcome these approaches, which require further discussion and negotiation on the most appropriate Terms and Conditions of Service for the individual reservist, and the underpinning contractual arrangements necessary to deliver mutual benefits. We intend to hold a focus group on Cyber reservists, which e-skills UK will separately conduct on our behalf during the consultation period.

# Annex E – International Comparators

## Introduction

- E.1. The 2011 Independent Commission on the Reserves conducted high-level international analysis of their findings against comparator nations. They found that our allies present us with clear evidence of the relative imbalance of UK force structures; the relative dislocation of our Reserves from our society; and the imperative to attribute clear and relevant roles to Reserve Forces, including the requirement to provide resilience to communities and homeland defence.

## Comparative Balance

- E.2. There is a profound difference between the balance of Regular and Reserve components in the UK military, and that of our principal NATO allies: The Reserve Forces of the other ABCA<sup>24</sup> countries are significantly better manned in proportion to their British equivalent. For example the US Reserve Component retains nearly a million members and comprises about a third of the total US military force; it is thoroughly integrated across the spectrum of military missions. Currently 9% of the National Guard, which is a joint Reserve Component of the US Army and Air Force, are employed on Active Duty and are stationed in every State, Territory and District. They are organised as an operational force capable of accomplishing state, national, and international missions during war and peace.

## Operational Output

### Deploying formed units

- E.3. In 2004 the Division Headquarters and divisional troops of the 42nd Infantry Division (New York National Guard's Rainbow Division) were mobilised for service in Iraq. They were the first National Guard division to be sent to an active combat area of operations under its own command since the Korean War. In a hybrid threat environment, soldiers engaged in close combat, raids, weapon seizures, as well as training Iraqi Army forces and undertaking reconstruction projects.
- E.4. As well as the deployment of individuals and small teams of specialists (medics, lawyers and engineers), there have been three Australian Reservist sub-unit deployments to Afghanistan; all from 1 Commando Regiment.
- E.5. Canadian Reservists can provide up to 25% of the deployed force on rotation, including individuals in the Air component. As formed Companies, Canadian Reservists have frequently been integrated within Regular battalions, usually retaining a Reservist sub-unit commander, but with non-manoeuvre roles (force protection for example).

---

24. America, Britain, Canada, Australia and New Zealand



## Peace Support Operations

- E.6. Australian Reservists currently provide 2 or 3 platoons of the Multi-National Rifle Company which forms the core of the military contribution to the Combined Task Force (CTF) in the Solomon Islands. While the initial military response was made by regulars, since 2006 Reservists have comprised between 70% and 85% of the Australian contingent and the CTF is commanded by a Reservist Lieutenant Colonel. Each Reserve rotation is for 4 months with mobilisation totalling no more than 6 months. Australian analysis for this scale of operations (albeit a low threat and permissive environment and with an extensive civilian support component) is broadly positive, indeed the Reserves were widely considered to have performed to a very high standard in the Solomon Islands stability and security mission, and to be ideally suited for it due to the aggregation of their civilian skills and life experience.

## Homeland Security and Domestic Resilience

- E.7. Australian Reservists play a significant role in providing Military Aid to the Civil Authority. Sub-units have been generated and deployed for events of significant international profile such as the 2000 Sydney Olympics, 2006 Melbourne Commonwealth Games, 2007 Asia Pacific Economic Cooperation forum and the 2008 Papal Visit. Reservists are used for low risk search tasks and for vehicle control and now represent the default solution for this type of operation.
- E.8. At State level in the US, 10,000 personnel were deployed in support of the 2009 Presidential inauguration and nearly 6,000 were mobilised for State Active Duty to combat flooding in North Dakota. In support of the civil authority, the US National Guard is explicitly responsible for the management of consequence, and has no counter-terrorism mandate. They provide expertise and niche capability to assist state governors in preparing for and responding to chemical, biological, radiological or nuclear incidents as part of a state's emergency response structure.

## Optimising Access to Talent

### Graduate Recruiting

- E.9. There are essentially two officer production programmes in the Canadian Forces. The first, Direct Entry Officers for candidates qualified to university degree level prior to recruitment. The second program combines attaining a degree in conjunction with military training either through the Royal Military College or via the Reserve Entry Scheme Officer (RESO) Programme, which permits the officer candidate to attend any civilian university at his/her expense, while serving with the Reserves, with the option to apply for a regular commission once the degree is completed. The RESO candidate enrolls in a Reserve unit that is located in the same area as the college or university in which the candidate studies. The course is specifically designed to enable the flexibility to complete training around civilian employment commitments and leave allowances, whilst optimising training opportunities around common university breaks and the academic year. The course is normally completed within 18 months to 3 years, and like its Australian equivalent (The Army Reserve General Service Officer First Appointment Course), is designed to train Reserve officers to command platoon size groups on peace and security operations.

## More Novel Approaches to the Sourcing of Talent

- E.10. International precedents such as the Israeli Talpiot Programme illuminate radical methods of appropriating specific technological skills into the Reserve Component. Although not a function of the Reserve Forces, the Talpiot Programme presents a radical and dynamic engagement model that brings specific skills into the Reserve component through a return of (national) service. The idea was conceived in the 1973 Yom Kippur War, which undermined Israel's confidence in its military and technical capability. It was argued that given Israel's scant manpower and limited natural resources, its military needed a technological edge. In 1979, the first class of 25 Talpions entered the Hebrew University as cadets. Each year, the program selects the most promising high-school graduates in science and submits them to a strict educational regime for 3 years. Instead of serving in active military units, Talpions are then charged with improving the armed services through technological innovation for 6 years. Recently the focus of a feature in *The Economist* (UK) entitled 'MBAs are for Wusses: Military Service Makes Israeli Techies Tougher' it is now becoming widely recognised that initiatives such as the Talpiot are being credited with creating the technological boom that now fuels the Israeli economy.

## Regular–Reserve Transition

- E.11. The percentage of officers with at least two years of active duty before becoming a member of the US Army National Guard stands at 51.5% and 58.8% within the Army Reserve. There is consensus within the US National Guard that the increased migration of Regular personnel into the Reserves has significantly contributed to the qualitative performance of the Reserves on operations. Whilst not yet a full realisation, the 'continuum of service' glide-path between different Terms and Conditions of Service is (as a minimum) now providing a range of alternate engagement options for service personnel with changed personal circumstances.

## Employer Support

- E.12. Other nations have more successfully drawn Employers into their Total Force framework. Underpinning the Australian Army's relationship with Employers is its status as a Registered Training Organisation. Reserve Officer training is delivered using the Australian Quality Training Framework and provides graduates with a Certificate IV in Public Safety (Military Leadership). More broadly, most Australian employers are happy to have their staff join the Army Reserve given its focus on instilling the Army's values of courage, initiative and teamwork and the development of leadership potential. Moreover, the Employer Support Payment (ESP) Scheme provides financial assistance to eligible employers to help offset the costs of releasing employees. ESP is paid at a weekly rate regardless of the employee's salary, and there are no restrictions on the way in which employers can use the money.
- E.13. Both the US and Singapore have developed graduated bonus schemes for employers of Reservist personnel. The Total Defence Award is issued to eligible firms in Singapore who employ five or more Reservists, but can also be awarded on the nomination an individual Reservist on their staff. Consideration is given to what that company does to promote physical fitness/activity; to facilitate availability for national service, and for general compliance with the Total Defence initiative. The equivalent in the US is the Statement of Support Program. This seeks to inform and educate employers about their rights and responsibilities towards employees who serve in the National Guard and Reserve, and to also recognise and reward those employers who go "over and above" the requirements of the law.

## Reserve Forces and the Strategic Narrative

- E.14. It is evident from the analysis that a greater perceived existential threat to a nation raises tolerance for the use of Reserves. This political interest is further enhanced in the US through a more coherent alignment of Reserves to territorial space and crucially a specified role for Reserves in National Resilience. Other nations also define a role for their Reserves within a wide-ranging national strategic narrative, and carefully align the importance of their Reserve Forces to the sovereign integrity of the Nation. In the absence of an existential threat, some nations have successfully synthesised this narrative as a means to galvanising a people in the event of strategic shock. Singapore for instance, has adapted the posture of Switzerland and Sweden, and now implements a Total Defence model which is proving particularly effective at bringing cohesion to an ethnically and culturally diverse population.

# Annex F – Delivering the Proposition

- F.1. This Annex relates to Section 4 of the paper which describes the requirement for a revised Proposition to suitably capture the strong mutual obligations that must exist between Defence and the reservist. Defence's revised Proposition for the Volunteer Reserves is:

*"As a serving member of the Armed Forces a Volunteer Reservist commits to routinely train and mobilise. In return, Defence will offer attractive challenges and rewards to volunteers, will train and support them throughout their Service (including when mobilised and recuperating) and will, subject to national emergencies, seek to predict training and deployment requirements".*

- F.2. The delivery of this revised Proposition will be enabled by revised terms and conditions of service (TACOS) for reservists. As we develop the TACOS we are considering a number of potential measures which are set out below.

## Terms of Employment

- F.3. Wherever possible we will seek to align reserve employment with the framework being proposed for regulars in the New Employment Model. The flow from Regular Forces to Reserve Forces may be further incentivised by an offer to commute regular service (or Regular Reserve liability) into the Volunteer Reserves, with the potential for qualifying for a resettlement grant, early departure point (EDP) or pension depending on the level of reserve service commitment<sup>25</sup>.
- F.4. The Mandated End of Service (MEOS) point for all 3 Volunteer Reserve services will be aligned to age 60, depending on service need. It is important to note, that while the potential would exist for continued employment for all regular and reserve service personnel until 60, its practical application would depend on their continued health, employability and their Service's requirement.

## Future Pay and Allowances

- F.5. The measures we are considering for future pay and allowances will, where they fall within their remit, be subject to review and recommendations by the Armed Forces Pay Review Body. They will be integral to the development of a future remuneration package under the New Employment Model that fulfils the requirements of both Defence and Service personnel, whether regular or reservist.
- F.6. **Incentivising commitment and retention.** Retention of the Reserve Forces' operational capability is an essential enabler to the future Armed Forces, particularly the Army. To incentivise reservists' commitment and retention we will consider ways of recognising and rewarding high readiness and will also consider ways of recognising specific skills which reservists bring to Defence or which they develop during the course of their service. This may help us to attract and retain specialists in key areas such as cyber and medical, but may also be used by the single Services to manage their manpower requirements.
- F.7. **Mobilisation.** As part of the overall remuneration package we will review the current system of call-out gratuities and other allowances provided to mobilised reservists. This work will establish the most appropriate allowances for both short and longer periods of mobilised service.

---

25. Including mobilisation, Full Time Reserve Service and Additional Duties Commitment.

- F.8. **Pensions.** The Future Armed Forces Pension Scheme has now been agreed for implementation from 1 Apr 15. It will remain one of the best pension schemes in the public sector. Although it is accepted that Volunteer Reserve service through Man Training Days<sup>26</sup> is not reckonable for a pension, we will examine the application of the future scheme to reservists and in particular will seek measures to facilitate an easy transfer between Regular and Reserve service that do not penalise the individual's pension arrangements.

## Welfare, Health and Family Support

- F.9. The development of welfare, health and family support is equally critical to the successful delivery of the revised Proposition. Whilst our current support framework has been created mainly as a result of our recent operational experiences, the future framework must meet the requirements of reservists and their families in both operational and non-operational environments. The measures we are considering in these areas are set out below.
- F.10. **Access to Defence services.** We need to understand and enable appropriate access for reservists to Defence dental and medical services. This is necessary to ensure reservists meet the standards required for military operations, and is also an incentive to their retention in service. It will include an improvement to the consistency of occupational healthcare arrangements for reservists, including giving reserve units access to employment medicals and medical boards. We will also examine ways of greater information sharing between the Defence Medical Services and the NHS, subject to relevant consent, as this would assist with identifying those who have served in the Armed Forces and help NHS GPs provide the most appropriate care.
- F.11. **Mental Health.** The mental health of all Service Personnel is of paramount importance and we will continue to develop reservist access to related military and civilian programmes. In particular we will consider the recommendations of Dr Andrew Murrison MD MP report "Fighting Fit: A mental health plan for servicemen and veterans" including the extension to reservists of the provision of mental health assessments for veterans with operational service since 1982 who are concerned about their mental health. Finally we intend to raise awareness amongst civilian GPs of the referral process into the Veterans and Reserves Mental Health Programme.
- F.12. **Access to family support groups.** We plan to examine and, where necessary improve the access that reservist and their families have to the many existing Armed Forces support services. Should they wish to, this will enable reservists and their families to become part of, and more involved with, the extended Armed Forces community.
- F.13. **The Armed Forces Covenant.** We will work to ensure that any disadvantages arising from reserve service for reservists and their families, as members of the Armed Forces Community, are addressed where appropriate through the Armed Forces Covenant<sup>27</sup>. This work will extend to the support provided to non-mobilised reservists and to those returning to civilian employment after a period of mobilisation.

---

26. The unit used to measure the amount of time reservists have spent training or undertaking other commitments.

27. The Armed Forces Covenant (May 2011) lists reservists as part of the Armed Forces Community and describes expectations and aspirations implicit in the Armed Forces Covenant with regard to issues like healthcare, deployment, family life and transition.

# ANNEX G - Glossary of Terms

Term	Explanation	Remarks
Annual Camp	Two week training period at which reservists hone their military skills. The camp is carried out during reservists civilian holiday time, many employers choose to give additional unpaid leave.	
Called Up	See Mobilisation	
Capacity Building Operation	An operation where personnel (usually members of another country's Armed Forces) are trained and developed in order to strengthen their ability to cope with a specified task.	
Chain of Command	The hierarchical structure which runs the Armed Forces. All members of the Armed Forces form part of the chain of command as it runs from the most senior Officer to the newest recruit. The Chain of Command is the means by which orders are executed.	
Contingent operations	A military operation that is designated as an operation in which members of the Armed Forces are or may become involved in military actions, operations, or hostilities against an opposing force	
Cyber	A prefix used in a growing number of terms to describe new things that are being made possible by the spread of interdependent network of information technology infrastructures, computer systems, and embedded processors and controllers that power the internet and telecommunications networks	
Deployed Force	The Deployed Force comprises those force elements required to meet standing commitments	
Deployment	The process which enables Units and Individuals to go on Exercises or Operations.	
Exercises	Practising and training for the delivery of Military Capability. Can be conducted in UK or overseas. For the Reserve Forces it usually takes place at weekends or during the 2 week Annual Camp.	

Term	Explanation	Remarks
Force protection	Preventative measures taken to mitigate hostile actions in specific areas or against a specific population, usually MOD personnel	
Full Time Reserve Service	Reserve Officers and Non Commissioned Officers who work for the Armed Forces full time but are not regulars. They often fill posts which need greater continuity than can be provided by regulars (who for career purposes move jobs frequently) or where deep specialist knowledge is needed.	
High Readiness Reserve	A High Readiness Reservist is one who has signed an additional agreement undertaking to be available within a given response time.	
Low Readiness Force	The Low Readiness Force comprises those elements of the force structure that are neither currently assigned to the Deployed nor High Readiness Forces	
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; they deliver a Capability which is composed of many things which may include servicemen and weapons. These will be arranged to deliver the required effect.	
Mobilisation	This is the process by which reservists are made available (called up) for Operations. They are mobilised from their civilian work and incorporated into the Armed Forces. Mobilisation requires Ministerial authority. Mobilisation triggers access to specific support for employers and protections for the reservist, including of the reservists' employment	Mobilisation is currently only carried out for Operations, not for exercises or other training.
National Resilience	Comprise of the strategies to reduce the risk from emergencies within the UK so that people can go about their business freely and with confidence	
Non Commissioned Officers	Form the junior management of the Armed Forces. Responsible for leading, managing and administering groups of people.	
Officers	Members of the Armed Forces who hold the Queen's Commission to lead and command elements of the forces. Officers form the middle and senior management of the Armed Forces. In the Reserve Forces they are responsible for leading, managing and administering groups ranging from 30 to 30,000 people.	



Term	Explanation	Remarks
Operations/Operational Tour	Event where actual delivery of Military Capability occurs. Operations are given a name such as Operation HERRICK which is the UK's contribution in Afghanistan. Operations can take place in the UK as well as overseas. For example Operation OLYMPICS was the contribution to the Olympic Games. Overseas Operations are usually 6 months duration, people will usually be mobilised for 12 months to cover the pre tour training and the post operation recuperation.	People who will deploy on Operations are given lengthy notice.
Readiness	The period of time measured from an initiation order to the moment when the unit is ready to be deployed. This period enables the unit to become sufficiently manned with appropriately trained personnel who are correctly equipped to perform the task	
Regular	A full time member of the Armed Forces.	
Regular Reserve	Regular members of the Armed Forces automatically become part of the Regular Reserve when they leave full time service.	
Standing task	Tasks which have a continued existence; that are not related to the accomplishment of a specific, once-only task	
High Readiness Force	The High Readiness Force comprises those force elements that are required at prescribed readiness to meet contingent requirements.	
Unit	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 6 sub-units and is commanded by a Lieutenant Colonel.	
	Army Unit is a Battalion comprised of about 500 personnel. A battalion is made up of 3-6 sub-units and is commanded by a Lieutenant Colonel.	
	RAF Unit is an independent formation, either a squadron or wing, comprised of about 600 personnel. The unit is commanded by a Squadron Leader or Wing Commander.	

Term	Explanation	Remarks
Sub Unit	Marine Sub-Unit is a Company comprised of about 100 personnel. A company is divided in to troops, which are formed of sections.	
	Army Sub-Unit is a Company comprised of normally about 100 personnel. A sub-unit is divided into platoons, which are formed of sections.	
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 H – List of Abbreviations

Acronym	Term
BIS	Department of Business, Innovation and Skills
DPA	Data Protection Act
DWP	Department of Work and Pensions
EU	European Union
FOIA	Freedom Of Information Act
FR20	Future Reserves 2020
GP	General Practitioner
HR	Human Resources
HRR	High Readiness Reserves
NATO	North Atlantic Treaty Organisation
NEET	Not in Education, Employment or Training
NEM	New Employment Model
NHS	National Health Service
PfT	Partnering for Talent
RAF	Royal Air Force
RAuxAF	Royal Auxiliary Air Force
RFA 96	Reserve Forces Act 1996
RMHP	Reserves Mental Health Programme
RMR	Royal Marines Reserve
RNR	Royal Naval Reserve
SaBRE	Supporting Britain 's Reservists and Employers
SDSR	Strategic Defence and Security Review
SR	Sponsored Reserves
SSAFA	Soldiers, Sailors, Airmen and Families Association
TA	Territorial Army
UN	United Nations



Published by TSO (The Stationery Office) and available from:

Online  
[www.tsoshop.co.uk](http://www.tsoshop.co.uk)

Mail, telephone, fax and email  
TSO  
PO Box 29, Norwich NR3 1GN  
Telephone orders/general enquiries: 0870 600 5522  
Order through the Parliamentary Hotline Lo-Call 0845 7 023474  
Fax orders: 0870 600 5533  
Email: [customer.services@tso.co.uk](mailto:customer.services@tso.co.uk)  
Textphone: 0870 240 3701

The Houses of Parliament Shop  
12 Bridge Street, Parliament Square,  
London SW1A 2JX  
Telephone orders/general enquiries: 020 7219 3890  
Fax orders: 020 7219 3866  
Email: [shop@parliament.uk](mailto:shop@parliament.uk)  
Internet: <http://www.shop.parliament.uk>

TSO@Blackwell and other accredited agents

ISBN 978-0-10-184752-0

