

# Welfare and duty of care in Armed Forces initial training

Ofsted's report to the Minister for Defence People and Veterans

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**Published:** May 2018

**Reference no:** 180015



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## Contents

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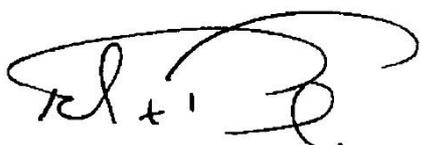
<b>Ministerial foreword</b>	<b>3</b>
<b>HMCI's foreword</b>	<b>4</b>
<b>Background</b>	<b>7</b>
<b>Key recommendations for improvement</b>	<b>9</b>
Regular training	9
Reserves training	10
<b>Detailed findings</b>	<b>11</b>
The progress made by establishments since their previous inspections	11
Outcomes for recruits and trainees – Regular training establishments	12
Outcomes for recruits and trainees – Reserve training establishments and parent units	14
Impact and effectiveness of arrangements for welfare and duty of care – Regular training establishments	16
Impact and effectiveness of arrangements for welfare and duty of care – Reserve training establishments and parent units	20
Impact of leadership and management of welfare and duty of care – Regular training establishments	22
Impact of leadership and management of welfare and duty of care – Reserve training establishments and parent units	23
<b>Summary reports in date order</b>	<b>25</b>
HMS Sultan	25
Army Training Regiment (Winchester)	28
11th (Royal School of Signals) Signal Regiment	31
Royal Military Academy, Sandhurst	34
Army Foundation College (Harrogate)	37
Royal Naval Air Station Yeovilton	39
Royal Marines Reserves Scotland, Edinburgh Detachment	42
602 (City of Glasgow) Squadron, Royal Auxiliary Air Force	44
HMS Dalriada	46
RAF Cosford	48
Honourable Artillery Company (Reserves)	50
14th Regiment Royal Artillery	52
HMS Wildfire	54
Britannia Royal Naval College	56
<b>Annex A. Inspection dates</b>	<b>59</b>
<b>Annex B. Ofsted's terms of reference</b>	<b>60</b>

## Ministerial foreword

This is the 10th annual Ofsted report into Welfare and Duty of Care of individuals whilst they undergo initial training within the Armed Forces. I am reassured by the improvements we continue to make in this important area and I am pleased that further progress has been made this year. Our partnership with Ofsted forms a key element of our training regime, and they play a vital role in assuring that our care and welfare provision during initial training meets approved national standards. In the 2017/18 inspection round, a total of 14 inspections were conducted; nine inspections of regular training establishments and 5 of reserve forces units. The majority continue to be graded either good or outstanding.

Detailed reports have been passed to the Commanding Officers and staffs within each training establishment inspected. As always, the independent information and perspectives provided by Ofsted have proven to be invaluable as we strive to optimise our approach to training in this critical area.

I am very grateful to Her Majesty's Chief Inspector and her team for their continued contribution in providing valuable, independent assessment of initial training in the Armed Forces.

A handwritten signature in black ink, appearing to read "Tobias Ellwood". The signature is fluid and cursive, with a large loop at the end.

**The RT Hon Tobias Ellwood MP**

## HMCI's foreword

This is Ofsted's 10th annual report on the effectiveness of welfare and care arrangements for recruits and trainees in Armed Forces initial training. It is the second report I present as Her Majesty's Chief Inspector. I would like to thank the Ministry of Defence, the training headquarters and the training establishments inspected for their cooperation throughout the year.

For the fourth year in succession, inspectors visited both Regular and Reserve establishments; this reflects the continued importance of Reserve personnel to our Armed Forces. As in previous years, visits to the Reserve units did not result in a published grade. However, inspectors did grade the three key areas of leadership and management, quality of welfare and care arrangements, and outcomes for recruits, trainees, officer cadets and junior soldiers at Regular Forces establishments.

In seven of the nine Regular establishments visited this year, all three key areas were at least good. Two establishments required improvement in some key judgement areas. At 11th (Royal School of Signals) Signal Regiment, the quality of welfare and care arrangements required improvement. At HMS Sultan, the leadership and management of welfare and care arrangements required improvement.

There is good news to report. Three establishments were judged outstanding in all key areas: Army Foundation College (Harrogate), Army Training Regiment (Winchester), and the Royal Military Academy, Sandhurst. Staff at Winchester have worked hard and successfully to maintain outstanding welfare and care arrangements and improve outcomes for recruits since their previous inspection in 2013/14. At Harrogate and Sandhurst, staff have made considerable progress since their previous inspections in improving welfare and care arrangements for junior soldiers and officer cadets. At these three outstanding establishments, recruits, junior soldiers and officer cadets benefit from an exceptionally well-managed, purposeful start to their military careers. They receive close and effective support from staff. As a result, the vast majority remain in training, and are well prepared for life in the Field Army. Senior staff at these establishments have very high expectations and clear, well-communicated strategies for improvement.

However, while many establishments have improved their provision this year, key weaknesses identified in previous years remain.

As reported over several years, and again this year, too many Regular recruits, cadets and trainees suffer discomfort and disruption because of poor accommodation and infrastructure. Damaged, worn and poorly maintained accommodation blocks remain a feature of some establishments. Too many staff, recruits and trainees spend too much of their time dealing with recurrent breakdowns in heating and hot water systems. Senior staff at establishments are currently unable to use funds flexibly to deal with urgent infrastructure needs. Contractors still carry out repairs slowly or to a poor standard. In 11th (Royal School of Signals) Signal Regiment, the

quality of welfare and care arrangements was judged to require improvement because of longstanding problems with contract management, repairs and maintenance. For Britannia Royal Naval College, the poor condition of accommodation blocks and the gymnasium undermined some other outstanding features of provision.

It is very disappointing to see that recruitment processes for Reserve personnel have not improved. As in 2016/17, Reserve recruits suffer poor communications from recruiters, significant delays in pre-joining medical checks, and other frustrating inefficiencies at all stages of the recruitment process. Again, inspectors learned that these delays and frustrations led to many potential recruits abandoning their attempts to serve in the Reserve forces. Recruits who did persevere reported medical appointments cancelled at short notice and with no reasons given, poor information about the conditions and expectations of Reserve forces, and unexplained delays at almost every stage of recruitment. These experiences continue to provide a disappointing and off-putting start to life in the Reserve Forces. Only when Reserve recruits began to have direct contact with their unit staff did they feel valued and encouraged.

At all Reserve establishments, once through recruitment, recruits benefit from very high quality training, welfare and care arrangements. Staff know their recruits very well, and take good account of individual training or welfare needs. Reserve recruits are exceptionally proud of their service, and speak very highly of their trainers and senior staff.

In almost all Reserve establishments, the quality of training facilities and social spaces is very good. Most Reserve units have strong links with their local communities, and Reserve recruits can take part in a good range of ceremonial and military events. In all cases, Reserve personnel have good opportunities for deployment with Regular forces.

In too many establishments, ineffective use of management information leads to uncertainty about outcomes for groups or cohorts of recruits and trainees. Self-assessment and quality improvement planning again require improvement in most establishments.

I am pleased that the overall trend in welfare and care arrangements is one of improvement. At most of the establishments visited this year, inspectors identified progress since previous inspections. However, I am very concerned at the persistent problems with poor quality infrastructure, accommodation and facilities at Regular forces training establishments.

The recommendations made in this report should result in improvements to the key areas affecting the care and welfare of recruits, trainees and officer cadets. I would like senior staff across Defence to act upon this report with urgency to identify and deal with those persistent areas for improvement that have appeared in previous

reports, and to identify and share the many areas of good practice that do exist across the Regular and Reserve Forces.

*Amanda Spielman*

**Amanda Spielman**  
**Her Majesty's Chief Inspector**

## Background

Ofsted inspects the welfare and care of recruits and trainees in phase 1 and phase 2 training. Phase 1 is the general introduction to military life, while phase 2 covers the more technical and professional skills required of members of the Armed Forces. The report reflects the improvements in welfare and care in many Regular Armed Forces establishments and the increased importance of Reserve personnel to each of the three Armed Forces.

Ofsted's detailed inspection remit (Annex C) is specified in a 'Memorandum of understanding and schedule between the Secretary of State for Defence and Her Majesty's Chief Inspector of Education, Children's Services and Skills'. This includes a requirement for Ofsted to:

- determine the extent to which progress has been made in addressing issues of care, welfare and support for recruits and trainees during initial training in the Armed Forces, including examination of self-assessment by the establishments
- evaluate the effectiveness of the strategic and operational management of the care, welfare and support for recruits and trainees during initial training in the Armed Forces
- take account of safeguarding where relevant.

This report draws on evidence from nine inspections of Regular forces' training establishments and five of Reserve forces' training establishments. Inspectors made the 14 visits between September 2017 and February 2018. Annexes A and B provide further details.

Of the 14 training establishments and parent units:

- two were initial training establishments providing recruit basic training for Army Regular forces (Army Training Regiment (ATR), Winchester, and Army Foundation College, Harrogate)
- two were initial training establishments providing phase one officer training (The Royal Military Academy, Sandhurst, and Britannia Royal Naval College)
- five provided phase 2 training for Army, Royal Air Force (RAF) or Royal Navy (RN) Regular forces (HMS Sultan, Royal Naval Air Station (RNAS) Yeovilton, 11th (Royal School of Signals) Signal Regiment, 14th Regiment Royal Artillery, RAF Cosford)
- two were parent units for Reservists in the Royal Navy (HMS Dalriada and HMS Wildfire)
- one was a Royal Marines Reserve parent unit (Royal Marine Reserves Scotland (Edinburgh Detachment))

- one was a parent unit for Army Reserve recruits (The Honourable Artillery Company)
- one was a Reserve squadron in the RAF (602 Squadron, Glasgow)
- three Regular Forces training units report through the RAF 22 Group training headquarters (HMS Sultan, 11th (Royal School of Signals) Signals Regiment, RAF Cosford)
- four Regular Forces training units report through Army Recruitment and Training Division (the Royal Military Academy, Sandhurst, Army Training Regiment (Winchester), Army Foundation College (Harrogate), 14th Regiment Royal Artillery)
- two Regular Forces training units report through Royal Navy Command Headquarters (RNAS Yeovilton, Britannia Royal Naval College).

This year, inspectors made ungraded first visits to five Reserve training establishments.

Of the 14 establishments: five were RN, one was Royal Marines, six were Army, and two were RAF. No Joint Forces Command establishments were visited this year.

Each Regular training establishment received no more than 24 hours' notice of its inspection visit; Reserve training units received around one week's notice. Inspections lasted for one or two days, based on the size of the establishment and the numbers of recruits or trainees attending courses. Inspectors applied the principles in Ofsted's common inspection framework 2012, contextualised for the Ministry of Defence, to guide the inspection.<sup>1</sup>

Each inspection focused on:

- outcomes for recruits and trainees – the impact and effectiveness of arrangements for welfare and duty of care
- the quality of welfare and duty of care arrangements
- the effectiveness of leadership and management in providing systems for welfare and duty of care and making improvements.

The judgements are summarised at Annex A. Inspectors used Ofsted's four-point judgement scale of outstanding, good, requires improvement and inadequate.

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<sup>1</sup> The common inspection framework sets out the principles that apply to the inspection of post-16, non-higher education and training. It meets the requirements of the Education and Inspections Act 2006. The establishments were inspected against the 2012 'Common inspection framework for further education and skills' contextualised for the Ministry of Defence; Ofsted, 2012.

## Key recommendations for improvement

### Regular training

- Provide urgent and lasting solutions to infrastructure problems at establishments where recruits and trainees live in sub-standard accommodation, suffer frequent and recurrent periods without hot water or heating, and have to use ablutions and showers that are in poor condition or offer insufficient privacy.
- Enable senior staff in establishments with serious recurrent infrastructure problems to exercise greater levels of freedom to direct funds and resources to areas where repairs are most urgently needed.
- Closely monitor the numbers of trainees in holdover and ensure that these do not rise beyond current levels at any phase 2 establishment. Make sure that those trainees in holdover benefit from activities and tasks that maintain their motivation and develop their skills.
- Improve self-assessment reporting so that a greater range of evidence is considered and so that single senior staff members do not compile reports in isolation.
- Make sure that quality improvement action plans and activities have a clearer connection with self-assessment reports and the strengths and weaknesses identified in these. Make better use of quantitative data on recruits' and trainees' outcomes and progress to inform self-assessment reports and action planning.
- Ensure that commanding officers of establishments containing several units, including Reserves training units, take greater account of the needs of trainees and recruits in their supervisory care directive and commanders' risk assessment.
- Improve communications between training establishments.
- Ensure that staff communicate all relevant information relating to the progress and training needs of recruits or trainees as they move from phase 1 to phase 2, or between training establishments.
- Share good practice more widely across phase 1 and phase 2 establishments.

## Reserves training

- Urgently improve the communication between Defence medical staff, contractors, recruiters and potential Reserve Recruits. Ensure that potential Reserve recruits are informed of their progress through the recruitment process in a timely fashion, and make sure that medical appointments are not cancelled without good reason.
- Streamline and improve the medical checking processes for those potential Reservists who have already served in the Armed Forces.
- Improve the links between self-assessment processes and reports, and subsequent quality improvement action plans and activities.
- Ensure that commanders' risk assessments, supervisory care directives and self-assessment reports in multi-unit establishments properly consider the welfare and care needs of Reserve recruits and trainees.
- Ensure that risk registers contain suitably comprehensive information about interventions in support of those who are at risk of not completing their training.
- Enhance pre-course communications between Reserve parent units and training establishments, so that recruits and trainees are better prepared for the courses they attend.
- Make sure staff at training establishments routinely share information about all recruits' and trainees' performance on courses with Reserve parent units so that any training and welfare needs can be met.
- Develop more flexible modes of delivery for the Defence Train the Trainer (DTtT) courses, to better suit the availability of trainers in Reserve units.

## Detailed findings

### The progress made by establishments since their previous inspections

<b>Establishment</b>	<b>Outcomes, quality of welfare and care, leadership and management grades 2017–18</b>	<b>Previous grades</b>
<b>Regular establishments</b>		
HMS Sultan	2,2,3	1,1,1
RNAS Yeovilton	1,2,2	-
Britannia Royal Naval College	2,2,2	2,2,2
Army Training Regiment (Winchester)	1,1,1	2,1,1
Army Foundation College (Harrogate)	1,1,1	2,1,1
Royal Military Academy Sandhurst	1,1,1	2,2,2
11th (Royal School of Signals) Signal Regiment	2,3,2	2,2,2
14th Regiment Royal Artillery	1,2,2	1,1,1
RAF Cosford	1,2,2	-
<b>Reserve establishments</b>	<b>Ungraded inspections</b>	
HMS Wildfire		
HMS Dalriada		
RMR Scotland (Edinburgh Detachment)		
The Honourable Artillery Company		
602 Squadron Glasgow		

## Outcomes for recruits and trainees – Regular training establishments

1. Overall success rates for phase 1 and phase 2 Regular training are high at all establishments visited this year. All but two establishments have maintained previously high levels, or have risen, since their previous inspections.
2. At ATR (Winchester), at the Royal Military Academy, Sandhurst and at Army Foundation College (Harrogate), overall pass rates have improved since previous inspections and now are very high. Almost all trainees at RNAS Yeovilton complete their courses and achieve their qualifications. The number of trainees leaving the Service during training is very low, and has been for the past three years. A very high proportion of trainees at RAF Cosford complete their training and achieve their qualifications; overall pass rates have been very high for the past three years. Nearly all trainees at 14th Regiment Royal Artillery remain on their courses until the end, and a very high proportion of trainees pass their training. At Britannia Royal Naval College, a very high proportion of officer cadets and trainees pass their courses, many at the first attempt.
3. However, at 11th (Royal School of Signals) Signal Regiment overall outcomes have declined by around four percentage points, but remain high. At HMS Sultan, on Royal Naval Air Engineering and Survival Equipment School (RNAESS) courses, pass rates have also declined since the previous inspection but remain high.
4. First-time pass rates are at least good in all establishments. In all but two cases, first-time pass rates have risen since previous inspections or across the past three years. In the case of 11th (Royal School of Signals) Signal Regiment, first-time pass rates have declined slightly since the previous inspection, but remain high. At HMS Sultan on RNAESS courses, around three-quarters of trainees pass their course at the first attempt, which represents a decline since the previous inspection. In addition, around a sixth of RNAESS trainees do not complete their courses, though most of these do transfer to other branches in the Royal Navy. At the Royal Military Academy, Sandhurst, first-time pass rates for officer cadets have risen significantly and are very high. At ATR (Winchester), first-time pass rates are very high and have improved since the previous inspection.
5. Staff in almost all establishments work successfully to ensure that no gaps exist between the achievement of different groups of recruits, trainees, cadets or junior soldiers. For example, at Army Foundation College (Harrogate), female junior soldiers, junior soldiers from Black and minority ethnic heritage, and care leavers all achieve at the same high rate. At RNAS Yeovilton, RAF Cosford and at HMS Sultan, there are no discernible achievement gaps between groups of trainees. Staff at 14th Regiment Royal Artillery monitor achievement gaps well by age, gender and ethnicity, but do not currently monitor the achievement of

those who are care leavers or from a disadvantaged background. At Britannia Royal Naval College, staff do not monitor the progress and achievement of different groups closely enough. For example, they do not collect data on the comparative success rates of female cadets, those from British minority ethnic backgrounds, or those who are care leavers. Staff are therefore unable to tell whether there are achievement gaps between these groups and whether they are closing.

6. In all establishments, staff provide good advice, guidance and support to recruits, trainees, junior soldiers and officer cadets. At HMS Sultan, for example, trainees who struggle with course content or who do not pass courses at the first attempt receive high-quality support. As a result, most pass courses at their second attempt or change branch and remain in the Royal Navy. At 11th (Royal School of Signals) Signal Regiment, trainees who do not pass courses or examinations at the first attempt receive high-quality coaching and the vast majority succeeded at their second attempt. At 14th Regiment, Royal Artillery, trainees benefit from effective individual learning plans that help them succeed.
7. As was the case in 2016/17, almost all recruits, junior soldiers, officer cadets and trainees know how to raise concerns and know how to make a complaint. At all establishments, those in training are confident that staff will treat concerns or complaints seriously. At the Army Foundation College (Harrogate), for example, junior soldiers felt safe and clearly understood their rights and responsibilities.
8. Recruits at Army Training Regiment (Winchester) make rapid and sustained skills gains. Most trainees at 11th (Royal School of Signals) Signal Regiment believe they gain a good set of relevant trade skills that prepare them well for the Field Army. Trainees at RNAS Yeovilton learn and apply high-level technical skills that prepare them well for service in the Fleet Air Arm. Practical and theoretical content are brought together well at 14th Regiment, Royal Artillery, where trainees are well prepared for careers in the Field Army. At RAF Cosford, trainees make excellent progress in developing and applying practical skills. Trainers provide them with a good balance of theory and practical work. At Britannia Royal Naval College and at the Royal Military Academy, Sandhurst, officer cadets benefit from good support and challenging training that develops both military and leadership skills. Junior soldiers at Army Foundation College (Harrogate) grow in confidence, self-esteem and emotional maturity during their training.
9. At HMS Sultan, trainees did not feel that staff helped them to develop their skills in sufficient depth during courses, even when they passed examinations. Training focused too much on theory, without enough contextual or timely practical work. Too many sessions consisted of text-based presentations that required rapid note taking. Nearly all trainees, and especially those with specific

and additional learning needs, struggled to understand or keep up in these classes.

10. In all establishments, recruits, junior soldiers, officer cadets and trainees were proud of their Service, their regiment, their trade or branch. Trainees at 14th Regiment Royal Artillery were pleased that that they had joined the Royal Artillery, were self-confident and focused on achievement. Officer cadets at Britannia Royal Naval College and at the Royal Military Academy, Sandhurst, felt proud of their Service and of their personal achievements. Trainees at RNAS Yeovilton felt confident of their professional abilities and valued as members of the Fleet Air Arm. At ATR (Winchester), recruits felt proud of their Service and, in later stages of training, proud of their chosen cap badge. Junior soldiers at the Army Foundation College (Harrogate) develop good sense of comradeship and become increasingly aware of their responsibilities towards others as they progress.
11. At all phase 1 establishments, recruits and officer cadets were being prepared well for phase 2 and subsequent training. In ATR Winchester, staff had collected data that showed all former recruits had gone on to succeed in phase 2 training. Those personnel at phase 2 of training were generally well prepared for operational service. A small number of those trainees who had spent lengthy periods in holdover at 11th (Royal School of Signals) Signal Regiment felt that their technical and military skills had faded while they waited for driver training before posting to Field Army units.

### **Outcomes for recruits and trainees – Reserve training establishments and parent units**

12. Recruitment in Reserve units continues to be below target, though most units have made improvements. At HMS Wildfire and the Honourable Artillery Company, for example, staff are making good progress towards their recruitment target. Staff at both these establishments make very effective use of social media and other electronic communications to generate and sustain interest in the units and their activities.
13. Recruiting contractors provide an inadequate service to potential Reserve recruits. Delays, poor communication and multiple cancelled appointments put off many applicants for Reserve service. Many Reserve recruits spoke of their patience being 'tested to the limits' by the poor responsiveness of recruiters and the unreliability of recruitment information and arrangements. Only the very good support they received from staff at their intended Reserve establishment prevented many applicants from abandoning the application process. At all establishments, Reserve recruits and trainees spoke of many potential recruits they knew who had given up their attempt at service because recruitment processes were so inefficient and frustrating.

14. Almost all Reserve recruits experienced poor communications from recruiters about the medical checking process and from medical staff engaged by recruitment contractors. Reserve recruits all found the medical clearance process frustrating and inefficient. The large majority had suffered multiple cancelled medical appointments, often at extremely short notice.
15. For those potential Reserve recruits who have recently served as Regular members of the Armed Forces, extensive medical checks stretching back to adolescence are wasteful and frustrating. Service records provide a full account of fitness and medical status.
16. All Reserve recruits regard their first contact with staff at establishments, and the subsequent reliable communications, as a significant relief after the inefficiencies of the recruitment process. Royal Navy Reserve recruits value the provision of a pre-attestation phase and the opportunity for early attestation.
17. Recruits at all establishments across the Services are proud to be Reservists. At HMS Wildfire, The Honourable Artillery Company and HMS Dalriada, attendance on training evenings is high.
18. Recruits and trainees gain a good range of military and personal skills that help them make good or very good progress through training. In 602 (City of Glasgow) Squadron, for example, recruits and trainees spoke very enthusiastically about the impressive quality of training and leadership, and about the talented and dedicated instructor teams that helped them to succeed. At RMR Scotland, Edinburgh Detachment, staff supported recruits and trainees very well to meet the exceptional challenges of training for Royal Marines. They spoke of a keen 'esprit de corps' that took in recruits and trainees, as well as trained Royal Marines and staff. At The Honourable Artillery Company, recruits are highly motivated and keen to join the trained Reserve strength.
19. Reserve recruits develop strong and lasting support networks among themselves. They support each other well and motivate each other to attend training evenings and weekends, making good use of social media and closed texting groups to communicate. They also support each other well during training at Regular establishments.
20. Recruits and trainees develop good levels of fitness. Reserve recruits benefit from good staff support to build their fitness levels and develop routines for physical training that will sustain fitness. Staff at all establishments make sure that unattested Reserve recruits do not take part in physical training activity.
21. At HMS Dalriada and at HMS Wildfire, recruits and trainees benefit from very well equipped gymnasiums. At HMS Wildfire, recruits and trainees benefit from good availability of physical training staff at the Northwood base. At RMR Scotland, Edinburgh Detachment, staff and trained Royal Marines support

Reserve recruits very well to develop the high levels of fitness required for service in the Royal Marines.

22. At all establishments, staff prepared Reserve recruits well for deployment, and as a result, recruits were very keen to deploy. Reserve recruits and trainees derive considerable encouragement to continue with their Service from the awareness they have of deployment opportunities. Staff at all Reserve establishments work hard and successfully to promote deployment opportunities to recruits and trainees. Staff also carefully track the progress of those on deployment, so that new recruits and trainees and trained personnel can learn of the opportunities available for service with their Regular colleagues.
23. In all establishments, opportunities for deployment once trained were good. At RMR Scotland, Edinburgh Detachment, recruits and trainees had good opportunities to support Royal Marines and Royal Navy units in operations. At HMS Wildfire, for example, Reservists had been deployed to Spain, Cyprus, Djibouti, Bahrain, Singapore, the USA, Brazil, and the south Atlantic.

### **Impact and effectiveness of arrangements for welfare and duty of care – Regular training establishments**

24. In too many establishments, worn, poorly maintained accommodation provides recruits, cadets and trainees with a negative experience. Recruits, officer cadets and trainees, and permanent staff, spoke of their disappointment and frustration with accommodation, ablutions and social areas that are in a poor state of repair. In too many cases, recruits, officer cadets and trainees have to manage without reliable heating or hot water for extended periods.
25. Senior staff at establishments are currently unable to use funds flexibly to deal with urgent infrastructure needs. In addition, maintenance contracts frequently do not hold contractors to account for failings, nor do they give staff powers to demand repairs in a reasonable timescale.
26. At 11th (Royal School of Signals) Signal Regiment, at the Royal Military Academy, Sandhurst, at Army Training Regiment (Winchester), at Britannia Royal Naval College, at HMS Sultan, at RAF Cosford, at RNAS Yeovilton, at the Army Foundation College (Harrogate), and at 14th Regiment, Royal Artillery, standards of accommodation, conditions of showers and latrines, and the unreliability of hot water and heating systems are a cause for concern.
27. At 11th (Royal School of Signals) Signal Regiment, staff spend large amounts of time dealing with failing water and heating systems. Staff have to move large groups of trainees from one accommodation block to another as systems fail. Too many trainees either have no access to hot water for periods, or have to shower and use hot water in the gymnasium, some distance from their accommodation blocks, because systems in their accommodation blocks have

failed. Trainees find the experience dispiriting and disruptive to their training and military progress. Repairs to hot water and heating systems in accommodation blocks take too long to repair, as much as eight months in one instance.

28. At the Army Training Regiment (Winchester), the condition of showers and/or toilets is poor despite the best efforts of recruits and staff to maintain facilities. Many toilet and shower walls and ceilings have mould, mildew or significant damp problems. Toilet flooring is often cracked and in a poor state of repair. Staff and recruits attempt to keep these areas clean and free of mould, but lack of adequate ventilation prevents permanent solutions.
29. At the Army Foundation College (Harrogate), junior soldiers still have to use showers that provide insufficient levels of privacy. This was an area for improvement at the previous inspection of this establishment.
30. At the Royal Military Academy, Sandhurst, building superintendents work hard to manage ageing and worn accommodation. Despite the best efforts of staff, lack of infrastructure investment leads to continuing problems with heating and hot water systems.
31. At Britannia Royal Naval College, standards of accommodation require significant improvement. Officer cadets have to deal with fixtures and fittings in constant need of repair, with poor standards of decoration and with bedlinen that is threadbare and sometimes stained.
32. At HMS Sultan, trainees' accommodation is not all of an adequate standard and requires improvement. Too often, trainees are unable to shower in hot water in accommodation blocks or when using the gymnasium. Staff work hard to limit the impact of infrastructure failings, but problems persist.
33. Accommodation for trainees at RNAS Yeovilton requires improvement. Conditions for male trainees are significantly worse than for their female colleagues. Four-man rooms are often dilapidated and small. In a number of cases, trainees have re-decorated rooms themselves. Male trainees do not have access to enough showers or washing machines and driers. Plans exist to refurbish accommodation, but a date has not been set for work to start.
34. At RAF Cosford, accommodation is mostly good quality. However, trainees in one block spent three months with no heating or hot water. Contract management staff work very closely with subcontractors, whose staff see themselves as part of the establishment team.
35. Accommodation blocks at 14th Regiment Royal Artillery are worn and require small- and large-scale repairs. Trainees have to deal with frequent failures of hot water and heating systems. On some floors of accommodation blocks

showers have not worked for long periods. Trainees are frustrated that maintenance contracts appear not to prioritise such repairs.

36. Numbers of trainees in holdover are reducing across establishments. However, at 11th (Royal School of Signals) Signal Regiment, work is still required to clear the backlog of historic holdover numbers. Some of these trainees have been in holdover for many months. Senior staff are working successfully to reduce numbers and have recently agreed with higher command beneficial changes to the sequencing of training.
37. Staff at 11th (Royal School of Signals) Signal Regiment do not do enough to make sure that those in holdover benefit from purposeful activities that help them gain skills and/or develop their technical knowledge. Too often, staff allocated trainees in holdover menial tasks such as cleaning or light maintenance, instead of skills or trade-related activities. Plans are in place to improve the management of those in holdover but have yet to show impact. At RNAS Yeovilton, however, staff make sure that arrangements for those in holdover are beneficial, helping them to prepare for their next phase of training and extending existing skills and knowledge.
38. Personnel in training had high levels of confidence that they could seek support and/or guidance from their trainers and other staff. At all establishments, inspectors heard of recruits, trainees and cadets who had approached training staff or others in the chain of command, for support. In nearly all cases, staff had worked quickly and effectively to secure a solution.
39. Recruits, cadets and trainees develop strong bonds of loyalty to one another. In almost all establishments, personnel in training assumed good levels of responsibility for themselves and others. For example, at RAF Cosford, staff work successfully to develop an ethos of peer support among trainees. This peer support extends beyond working hours and promotes learning and team building. At the Royal Military Academy, Sandhurst, cadets demonstrate the values of leadership early in their training. They display good levels of concern and care for one another, and develop strong loyalty to their platoon, their leaders and fellow cadets.
40. Welfare staff continue to provide good support to recruits, junior soldiers, cadets and trainees. In all establishments, those in training had high levels of confidence in welfare staff, and felt they could contact them easily for support or guidance should the need arise. In all establishments, the welfare networks are well coordinated. Communication between welfare teams and staff directly responsible for trainees and recruits is generally very good.
41. Communication between staff in different phases of training is improving but not yet reliably good. Staff still do not routinely share information about a recruits' or trainees' personal training and welfare needs when an individual passes from one establishment to another, or between phases. For example,

staff do not routinely pass on information about care leavers when these individuals move from phase 1 to phase 2.

42. Chaplaincy teams and padres are well respected and highly valued by recruits, trainees, junior soldiers and officer cadets. Across all establishments, personnel in training spoke warmly of the positive impact chaplaincy teams had on their wellbeing and morale. All recruits and trainees who had contacted chaplaincy teams spoke of the strong and carefully gauged support they had received. Recruits particularly appreciate the part played by padres in values and standards training.
43. Too often, training staff fail to ensure that training promotes effective learning for recruits and trainees. Observations of training tend to focus too much on trainers and their activity, and little on the learning of recruits and trainees.
44. In most establishments, training staff focused more on delivery of standardised training rather than training suited to the needs of recruits and trainees. For example, at HMS Sultan and at 11th (Royal School of Signals) Signal Regiment, staff make adjustments for trainees with specific learning needs such as dyslexia, through provision of extra time in assessments. However, too little teaching takes account of the needs of such trainees, and too often is inflexible or lacking in variety. In such cases, trainees rely on their peers for support, rather than on trainers adapting their approach. At Army Training Regiment (Winchester), observations of training are ineffective because they do not take sufficient account of recruits' learning. Observers focus too much on whether trainers follow the Common Military Syllabus in a standardised form, rather than on the impact trainers have on recruits' learning and progress. At RAF Cosford, senior staff do focus on the quality of training and learning and use observations to drive improvements. As a result, most sessions are good, and engage trainees. However, quality is not yet reliable across provision and trainees struggle to stay engaged with courses where instruction and teaching is dull.
45. Arrangements to manage and support those who decide to leave their Service during training are effective. For example, at 14th Regiment Royal Artillery, staff focus closely on signposting and referring early leavers to specialist rehabilitation and resettlement support so that trainees can make a smooth transition to civilian life. At HMS Sultan, staff put in place effective arrangements to provide trainees with good advice, guidance and support should they elect to leave the Service early, or change careers within it.
46. Recruits, cadets and trainees generally benefit from good medical and dental facilities during and outside working hours. At Army Training Regiment (Winchester), and at RNAS Yeovilton, and at RAF Cosford, medical staff work in high quality facilities and provide very high levels of support for recruits and trainees. At 11th (Royal School of Signals) Signal Regiment, the medical centre

is welcoming and well equipped. Trainees receive appointments and care quickly. Fewer trainees leave the Army for medical reasons.

47. At a number of establishments, including the Royal Military Academy, Sandhurst, and Army Foundation College, (Harrogate), deployment of medical staff to other duties, or gapping of posts have led to periodic reductions in service levels. In most cases, recruits, cadets or trainees who require rehabilitation or medical treatment later return to full duties. In almost all cases, communication between medical staff and training staff is good.

### **Impact and effectiveness of arrangements for welfare and duty of care – Reserve training establishments and parent units**

48. Training teams and other permanent staff support Reserve recruits and trainees exceptionally well from their earliest contact with each establishment. For example, at RMR Scotland (Edinburgh Detachment), and at The Honourable Artillery Company, staff get to know recruits well before they start training, for example during open evenings and other events, or during a 'nurturing phase'. In all establishments, staff work hard and successfully to understand the pressures faced by Reserve personnel, who balance domestic, professional and Service lives.
49. Where recruits are unable to attend training evenings or weekends, staff support them well to catch up with material they have missed. At HMS Wildfire, for example, unit training staff run regular sessions during weekdays to help recruits with fitness work, administration or course revision.
50. Recruits at all establishments appreciate very highly the ways that staff support them to complete their training and deal with any personal difficulties during their service. In all establishments, many recruits could identify ways that staff had helped them to overcome difficulties in their training and/or personal lives.
51. High levels of care extend through phase 2 and phase 3 training and into deployment. Senior staff carefully monitor the progress and well-being of unit personnel during deployments and for individuals on training courses. Staff returning from deployments are well supported by senior staff and peers to make a smooth return to unit life.
52. In a number of cases, staff do not record fully, or do not collate, the records of support provided to Reserve recruits. In such cases, for example at RMR Scotland, (Edinburgh Detachment), records of care and support are not always collated to provide the commanding officer with a single clear account of the factors that may affect the well-being of a recruit. In too many Reserve units, there is no clear risk register and welfare committee structure.
53. Staff at all Reserve parent units are careful to make sure that recruits observe basic security and safety precautions when travelling to and from, or when

staying at, training centres. For example, staff brief and remind recruits to consider routes to and from evening training, and to think about their dress when travelling. At 602 (City of Glasgow) Squadron, staff take good steps to safeguard female recruits who stay on-site during training weekends. During briefings and in training, staff remind recruits to use social media carefully and responsibly.

54. Too few Regular training staff arrive at Reserve establishments with DTtT qualifications completed. This means that the new trainers have to be mentored and accompanied during training, which stretches already tight resources at each establishment.
55. Reserve training staff applying to take the DTtT course find that it is difficult to commit two weeks to the required training programme, on top of their Reserve service and domestic commitments. Too often, Reserve trainers find that they are listed as having reserve places on training courses. These staff feel that priority for places on DTtT training courses is given to Regular training staff, rather than Reserves. When DTtT courses are run in-house, such as at HMS Dalriada, staff can be trained much more quickly.
56. Arrangements to provide Reserve parent unit staff with information about the progress of Reserve recruits during training weekends at HMS Raleigh and Britannia Royal Naval College require improvement. Though some training staff at HMS Raleigh and Britannia Royal Naval College do email comments about recruits' progress back to Reserve parent units, these contain little individual detail. As a result, staff do not know what Reserve recruits should seek to improve during subsequent training.
57. At all the establishments visited, resources and accommodation are at least good. In the case of HMS Wildfire, located at the NATO Northwood strategic command headquarters, accommodation, training areas, messing facilities and gymnasium provision are all excellent. These provide modern, spacious training and relaxation areas that staff and recruits put to very good use. At 602 (City of Glasgow) Squadron, facilities are very good. Senior staff have made good use of funds to invest in a small number of on-site accommodation units, so that Reserve recruits can experience shared living and conditions similar to those they will encounter during residential training at RAF Halton. Recruits at HMS Dalriada benefit from training in a well-equipped facility shared with a Royal Marines detachment. The centre is well maintained and managed.
58. Many Reserve recruits experience frustration and delay in their contacts with recruitment staff and those responsible for pre-joining medical checks. Very many recruits knew of other individuals whose experiences of recruitment inefficiencies caused them to abandon their attempt to join the Reserve Forces.
59. At a number of establishments, recruits waited far too long for kit and uniform. At HMS Wildfire, for example, some recruits had to wait for more than two

years for a full kit allocation, despite the best efforts of unit staff to intervene on their behalf.

## **Impact of leadership and management of welfare and duty of care – Regular training establishments**

60. Strategic leadership of welfare and care continues to improve, with senior staff having a good oversight of all personnel at risk of not completing their training. Senior staff ensure that comprehensive and well maintained risk registers provide a clear account of risks, difficulties or other factors affecting those in training. These registers generally provide a good account of interventions and actions in support of individuals.
61. Senior staff at all establishments place a high priority on the safety, welfare and care of recruits, junior soldiers, officer cadets and trainees. Supervisory care directives, commanders' risk assessments and other strategic documents are generally clear, detailed and direct in setting expectations for welfare and care. As a result, staff in all establishments understand their responsibilities and know what they need to do to maintain standards in their job roles.
62. Senior staff across Regular establishments work hard to mitigate the impact of ageing and dilapidated accommodation and infrastructure. Too often, however, senior staff lack the freedom to directly manage contracts with maintenance contractors. This prevents them securing quick and lasting solutions to, often longstanding, infrastructure and maintenance failings.
63. Too many Regular staff still arrive at training establishments without the DTtT or other specialist training qualifications. Although most trainers do complete such qualifications within three months, they have to be mentored during this period, which reduces their ability to contribute to training activity. For senior staff, such a situation reduces the available training resource from which recruits and trainees should benefit.
64. Self-assessment reporting continues to be an area for development. At the root of many weak self-assessment processes is a lack of reliable data about outcomes for recruits and trainees. In other establishments, staff do gather data, but analyse it insufficiently to identify trends in injury rates, pass rates and first-time pass rates for different groups. For example, at RNAS Yeovilton, the 'care of trainees' team gathers data but does not analyse or pass this on to senior staff who have final oversight and care for trainees. In a number of cases, staff are not sufficiently confident in interpreting or analysing data, for example at Army Foundation College (Harrogate). Currently no training exists for senior staff to develop their skills in contract management or data analysis before taking up posts in training establishments.
65. In a number of establishments, for example HMS Sultan and 14 Regiment Royal Artillery, staff make insufficient use of information from recruits and/or trainees

when compiling self-assessment reports and quality improvement plans. In the case of HMS Sultan, staff do not fully investigate the disparity of trainees' views in Ipsos MORI polls and post-course questionnaires.

66. In too many establishments, a sole individual is responsible for self-assessment reporting and/or quality improvement planning. Too few staff are able to express a view or contribute to self-assessment reports, and the reports too often reflect the understandings of adjutants or other senior staff, rather than the collective views of staff across the establishment.
67. Staff rarely link self-assessment reports well to quality improvement plans or similar documents. This means that identified weaknesses and strengths do not adequately inform quality improvement and good practice sharing activities. Almost without exception, quality improvement planning takes too little account of the quality and effectiveness of training and the extent to which training promotes learning.
68. In many cases, quality improvement action plans are either very lengthy documents or complex, multi-tab spreadsheets that staff find difficult to monitor or use to make clear improvements.
69. In a number of cases where establishments contain several schools or training units, for example RNAS Yeovilton or HMS Sultan, self-assessment and quality improvement planning do not take in activity across the schools or units. This means that senior staff have either an incomplete picture of strengths, weaknesses and improvement activities, or an overly complex picture consisting of a number of reports, spreadsheets and other documents.

### **Impact of leadership and management of welfare and duty of care – Reserve training establishments and parent units**

70. Strong leadership and clear strategic direction characterise the Reserve establishments visited this year. Staff felt that they enjoyed clear, fair and considerate leadership. They understood the high expectations of leaders and were keen to rise to them. Senior staff provided clear and direct briefings that set out key messages for staff and recruits at the start of each training session.
71. Strategic leadership of welfare and care in Reserve parent units continues to improve, though at a slower rate than for Regular establishments. Senior staff do not always have adequate oversight of all personnel at risk of not completing their training. They do not always have sufficient information to draw up a clear picture of the personal and welfare concerns affecting Reserve recruits and trainees. Senior and other Reserve staff do not always compile clear and comprehensive risk registers identifying difficulties or other factors affecting those in training. Too few senior leaders in Reserve parent units have a record of all interventions and actions in support of individuals at risk.

72. Self-assessment reporting processes are generally thorough for the establishments visited. These establishments are small in scale, so senior staff know their provision well and have a very good understanding of strengths and weaknesses in training, welfare and care. Generally, self-assessment reports were accurate in their identification of key areas of strength and weakness.
73. Quality improvement planning requires improvement in most Reserve establishments. In too many cases, quality improvement plans do not link sufficiently clearly to the weaknesses and strengths identified in the previous year's self-assessment report. Often, quality improvement plans present a very broad set of aims or even a list of events, rather than a plan for improvement of provision based on rigorous self-assessment.

## Summary reports in date order

### HMS Sultan

#### Context

74. HMS Sultan is a large, complex Defence Training Establishment on the Gosport peninsula, with an average of 1,350 trainees and 1,150 staff. It comprises a number of separate schools and other units, including the headquarters of the Defence College of Technical Training, the Defence School of Marine Engineering (DSMarE), the Royal Naval Air Engineering and Survival Equipment School (RNAESS), the Nuclear Department of the Defence Academy, the Defence Business Services, and the Admiralty Interview Board.
75. DSMarE and RNAESS manage and train the large majority of phase 2 trainees. During inspection, just over 180 of the 311 phase 2 trainees in these schools were following a DSMarE course. Ten per cent of the trainees were under 18 years of age: a higher proportion than at the previous inspection (3%). Around 4% of the phase 2 trainees were women, nearly three quarters of whom were following an RNAESS course.

#### Overall effectiveness of welfare and duty of care

76. The quality and impact of the welfare and care arrangements are good. Trainees trust the welfare and care systems. Divisional staff are very experienced. They provide good support and good role models that trainees highly value. Trainees know who to contact for personal or professional support. Since the previous inspection, HMS Sultan has employed a senior female focus officer, who is beginning to raise awareness among female trainees of wider opportunities for their support and personal development.
77. Phase 2 trainees continue to achieve qualifications, as was the case at the previous two inspections. The number of trainees leaving a course early remains low. However, the trainees were not confident that their technical skills, understanding and self-confidence were sufficiently developed, even when they had passed examinations. This was in direct contrast to the previous inspection, when the trainees enjoyed their training and became skilled, self-confident and well-motivated.
78. Records of formal post-course discussions revealed trainees' concerns that the courses are too intense, with too much to learn in too short a time. They said that too much teaching focused on theory and that there was insufficient contextual or timely practical work. The quality assurance of training focused on compliance and content rather than on improving the quality and impact of the teaching on trainees' learning.

79. Trainees' accommodation requires improvement. Senior leaders have initiated a range of mitigating actions to improve the quality and reliability of the facilities but problems persist. Trainees in several accommodation blocks, and in the gym, are regularly unable to shower in hot water.
80. When medical staff assign trainees as 'sick ashore', divisional staff do not check that they are going to an environment that will support their recovery. Several trainees in holdover, who had completed their training but were medically downgraded, were not supported to contact the Royal Navy Recovery Centre support network.
81. Senior staff are too stretched to oversee and monitor important welfare- and care-related matters. The monitoring and management of Disclosure and Barring Service (DBS) checks for military and civilian posts were inconsistent. Staff had not carried out checks on all personnel who should have been checked.
82. The management of DSMarE trainees in holdover requires improvement. They are not given sufficient formalised training activities and are often required to participate in mundane and inappropriate work tasks.
83. Although the self-assessment report is evaluative and concise, the evidence used to support it is too narrow. The report relies too heavily on positive responses from trainees and does not take sufficient account of the many negative comments recorded in post-course discussions during the past year.

## Recommendations

- Ensure that DBS checks are completed for all staff who require them, that all DBS renewals are timely, and that no military or civilian instructor is able to complete all or the majority of their posting without having been checked.
- Ensure that the monitoring of the quality of teaching takes full account of its impact on trainees' learning.
- Review the effectiveness of the curriculum, with the aim of achieving a good balance between theoretical and practical skills and ensuring that trainees develop and recognise their skills.
- Ensure that staff use trainees' views to fully and accurately inform self-assessment and quality improvement planning.
- Ensure that marine engineer trainees who are in holdover benefit from a good range of developmental activities.
- Ensure that trainees classed as sick ashore live in suitable accommodation.
- Ensure that medically downgraded personnel are able to access the Royal Navy Recovery Centre support network.



## Army Training Regiment (Winchester)

### Context

84. The Army Training Regiment, Winchester (ATR(W)) provides a 14-week training course for full-time, standard-entry recruits. They follow the Common Military Syllabus, which is for all recruits over the age of 17 when they join the Army. On completing it, trainees have the basic military skills they need and join one of the following Corps: Adjutant General's Corps; Army Air Corps; Corps of Army Music; Corps of Royal Electrical and Mechanical Engineers; Corps of Royal Engineers; Intelligence Corps; Queen Alexandra's Royal Army Nursing Corps; Royal Armoured Corps; Royal Army Medical Corps; Royal Corps of Signals; Royal Logistics Corps; Royal Regiment of Artillery.
85. ATR(W) has four squadrons: A, B and C training squadrons, plus a headquarters squadron responsible for administration, and Fox Troop, made up of recruits in rehabilitation from injuries or medical conditions. Corporal trainers deliver most of the training, and also coach and mentor recruits. The site has purpose-built accommodation blocks, as well as extensive sports facilities that include pitches, two sports halls, a swimming pool, squash and tennis courts, and a gymnasium.
86. At the time of the inspection, around 200 recruits were in training, of whom 48 were female, and there were 226 permanent staff (188 military and 38 civilian). The Regiment's 15 recruit training teams each has a capacity of up to 40 recruits per course.
87. The ATR(W) also conducts Army Reserve training courses. Inspectors spoke to Reservist personnel during the visit, but Reserve training was not inspected.

### Overall effectiveness of welfare and duty of care

88. The quality, leadership and management of welfare and care are outstanding. Senior leaders and staff at ATR(W) have maintained extremely high standards since the previous inspection and have built on strengths to improve provision further. As at the previous inspection, leaders make sure that recruits benefit from a culture of continuous improvement in welfare and care arrangements. Headquarters and squadron staff use data very effectively to identify any areas requiring improvement and to highlight and share good practice.
89. The outcomes for recruits continue to be outstanding: they have very high overall and first-time pass rates. Pass rates and first-time pass rates have improved over the past two years. Recruits rapidly develop strong military and interpersonal skills, and average wastage and injury rates continue to decline. Staff monitor pass rates, injury rates and wastage rates carefully to identify any problems or trends early. Recent strategies to instil mental resilience have

improved recruits' readiness for training and their capacity to take on new tasks and challenges.

90. Training staff focus too much on compliance and assurance and not enough on quality improvement and recruits' learning. Staff do not benefit from sufficient measures to identify and share examples of good practice in training and learning. Staff make insufficient use of virtual learning technologies to support recruits' learning and progress.
91. The quality of welfare and care is outstanding. Permanent staff across ATR(W) provide excellent levels of support for recruits. A strong ethos of inclusivity and encouragement is shared across squadrons. Squadron staff provide recruits with very high levels of support and guidance, and model the values and behaviours of the Army very well. Communications between squadron staff and welfare, medical and chaplaincy teams remain strong. Senior staff and squadron staff monitor and support those at risk very effectively. Recruits do not all have a strong enough understanding of the 'Prevent' duty or of the threats posed by those with extremist views.
92. The chaplaincy, Royal Voluntary Service (RVS) and welfare teams are highly valued by recruits and the services they provide for staff and recruits are excellent. Medical and dental services and facilities are good; recruits benefit from timely appointments and treatment. Recruits who spend time in Fox Troop return to duty fitter and more confident. Almost all subsequently complete their training because of the very well-designed programmes of rehabilitation and support provided.
93. Refurbishment work has brought improvements to four of the 10 accommodation blocks. The ablutions in the remaining blocks are in a poor condition and urgently require improvement.
94. The strategic leadership and management of training, welfare and care are outstanding, as at the previous inspection. Senior staff have maintained the strong culture of continuous improvement that is shared by permanent staff across the Regiment. A clear and well-understood supervisory care directive ensures very good levels of welfare and care for recruits. Senior staff make very good use of outcomes data and feedback to improve welfare and care. The independent advisory panel provides particularly good support and challenge to the Commanding Officer and senior staff. Self-assessment reporting has improved, although some aspects of reporting are time-consuming.

## Recommendations

- Develop staff's understanding of their responsibilities under the 'Prevent' duty to ensure that recruits are safe from the dangers of extremism and radicalisation.
- Improve accommodation for recruits, particularly the showers, latrines and flooring.

- Enhance trainers' skills so that good practice is shared widely, the most able recruits are suitably challenged, and virtual learning technologies are used more widely to support recruits' learning and progress.

## **11th (Royal School of Signals) Signal Regiment**

### **Context**

95. 11th (Royal School of Signals) Signal Regiment is based in Blandford Camp, Dorset, about 1.5 miles north east of Blandford. The Regiment falls under the command of the Defence School of Communication and Information Systems, also located at Blandford Camp. The Camp is a large base, housing a number of Field Army units. The training Regiment makes up around two thirds of the 3,000-strong population.
96. The Regiment is responsible for delivering communication information systems for the Army and for elements of the Royal Navy and Royal Air Force. The Regiment delivers 101 phase 3 and phase 2 course types, training around 4,000 soldiers. Of these, approximately 800 are phase 2 trainees.
97. Training is carried out by four squadrons, each responsible for differing trade groups and/or elements of training. Two squadrons (numbers 2 and 3) are responsible for the training and care of phase 2 trainees. This inspection focused solely on phase 2 trainees.

### **Overall effectiveness of welfare and duty of care**

98. Outcomes for trainees remain good. Overall pass rates and first-time pass rates have declined slightly since the previous inspection, but remain good. Only small numbers of trainees did not pass assessments and examinations at their first attempt. They benefited from good-quality coaching and the vast majority of them succeeded at their next attempt.
99. Trainees develop a good set of skills during their phase 2 training that prepare them well for the Field Army. However, the skills of a very small number of trainees who had been in holdover for lengthy periods faded while they waited for posting to Field Army units. Most trainees were confident about their learning and clear about the new skills they had developed at Blandford.
100. The quality of welfare and care for trainees requires improvement, representing a decline since the previous inspection. Significant numbers of trainees have to manage without hot water for long periods, and then face disruption when they have to move to other accommodation blocks because the boilers have failed. Staff waste too much time dealing with movements of trainees.
101. New senior staff are now making good progress in reducing the historic holdover numbers. However, at the time of the inspection, too many trainees had been in holdover for an unacceptably long time. These trainees had finished their phase 2 technical training and were waiting for driver training courses. Under previous orders, they could not be posted to Field Army until they had completed these courses, even if they did not require the licence type

for which they were to be trained. Over the past two years, some trainees have been in holdover for more than six months. New senior staff have successfully sought permission from higher headquarters to agree amendments to driver training requirements with Field Army receiving units. The new orders mean that current trainees will post to the Field Army, then return to Blandford to take a booked driver training course should they need to. Numbers of existing trainees in holdover are reducing, and trainees who have completed their training are now posting to Field Army promptly.

102. Too many trainees have had to wait long periods before receiving learning support because of an unfilled post for a learning support officer (LSO). This appointment has now been made and the officer is making progress in dealing with a significant backlog. Trainers take insufficient account of the adaptations they need to make to their training to support trainees who have a specific learning difficulty. Too often, trainees need to make trainers aware of their specific needs and requirements, when the Regiment already has this information.
103. Trainees are not benefiting from a balanced and nutritious diet because they are relying heavily on takeaways, pot noodles and sandwiches in the evening. They state that evening meals are not of a good standard: there are poor menu choices and insufficient healthy options. The catering comments book is not readily available to trainees, and they have to seek out staff to request access. Trainees arrived at the cookhouse and proceeded to eat without sanitising or washing their hands. Though toilets and basins are situated next to the cookhouse entrance, staff do not routinely signpost these.
104. The quality of leadership and management of welfare and care is good. Recently appointed senior staff quickly recognised weaknesses in the welfare and care of trainees and are working determinedly and with focus to secure improvements. Since taking up post during the summer of 2017, senior staff have begun to reduce the numbers of trainees in holdover. They have planned to provide trainees in Kohima troop with purposeful activities. Staff at other levels in the chain of command recognise and appreciate the determination of senior staff to deal with historic problems.

## Recommendations

- Seek urgent and lasting solutions to the persistent and long-standing problems with heating and hot water in the accommodation blocks.
- Ensure that plans to clear the backlog of holdover trainees proceed immediately.
- Monitor closely the levels of support given by Kohima Troop, and ensure that the squadron is sufficiently resourced to provide meaningful training activities for the trainees who remain in holdover.

- Improve trainers' understanding of the range of trainees' learning needs, especially of those who have a specific or additional need. Support the new LSO to meet the needs of trainees whose needs have already been identified.
- Improve the range and quality of food at weekends and evenings. Ensure that the cookhouse comments book is easily accessible to trainees and others, and make sure that trainees observe good standards of hygiene by washing their hands before they eat.

## Royal Military Academy, Sandhurst

### Context

105. The Royal Military Academy, Sandhurst (RMAS) provides officer cadet training and commissioning for the British Army. All officer cadets take part in an extensive recruitment and selection process that is valid for up to five years. Around 80% of cadets are university graduates; smaller numbers arrive with A levels or the equivalent. A small minority of cadets are serving soldiers selected for officer training, and a small number each year are from other countries. All cadets are over 18.
106. The Regular Commissioning Course lasts 44 weeks. In the first, 'junior', 14-week term, officer cadets are based in Old College. Cadets work in 30-strong platoons, led by a captain and a colour sergeant. The 'intermediate' second term sees cadets move to New College. They spend time on academic work, on developing the military skills learnt in term one, and on planning an adventurous training expedition. 'Senior' term brings together learning from previous terms and ends with two major field exercises. New officer cadets join one of three intakes in January, May and September. Lucknow Platoon, based in Old College, looks after officer cadets not in training because of injury. Once commissioned, and before starting with their first unit, officer cadets go to special-to-arms training, which forms phase 2 officer training.
107. Potential officer cadets who did not initially meet the selection criteria may be given the opportunity to join the new Leadership Development Course, colloquially known as 'Slim's Company', which develops their skills and abilities prior to their enrolment on the Regular Commissioning Course.
108. The RMAS also runs a number of other courses for professionally qualified, late entry and Reserve officers, as well as international courses.

### Overall effectiveness of welfare and duty of care

109. Outcomes for officer cadets are outstanding. Recruits value highly the guidance and feedback they receive on their performance from trainers, platoon staff and peers. Pass rates and first-time pass rates have improved considerably since the previous inspection and are now very high. Data for the most recent cohorts of officer cadets suggests further improvements to exceptionally high levels. Wastage rates have reduced significantly since the previous inspection.
110. Officer cadets develop a very good range of military, leadership and personal skills during their training. These skills prepare them exceptionally well for their leadership roles in the Field Army. Potential officer cadets on the Leadership Development Course benefit significantly from the opportunity to develop skills and potential before beginning a Regular or Reserve commissioning course.

111. Staff at all levels have very high expectations of, and aspirations for, officer cadets. They demonstrate a very strong commitment to cadets' welfare and to preparing them for their leadership roles. An effective and much-valued welfare network includes RVS, welfare officer, padres and platoon staff. Very good channels of communication between all welfare agencies support cadets' progress and their personal development.
112. A significant minority of female and shorter male cadets receive ill-fitting shirts, helmets, Bergens and body armour. Ill-fitting kit hampers cadets' abilities to function effectively, especially during physical training serials and exercises. This damages morale and reduces cadets' ability to present the smart appearance necessary for their future leadership roles. Staff at RMAS attempt to mitigate this problem within what is possible, given the sizing and equipment available to them.
113. Concerns remain over the lack of investment in infrastructure, especially heating and hot water systems. Staff have inadequate powers and freedoms to direct funds and maintenance activity across the RMAS site.
114. Cadets in Lucknow platoon benefit from attentive and skilled staff providing a bespoke rehabilitation programme that includes academic and military activities. This ensures that cadets continue to make good progress. Injury rates for all groups of cadets have decreased significantly since the previous inspection. Staff are keenly aware that female cadets are still more likely to incur injuries than male cadets and continue to investigate the causes of the disparity.
115. Senior staff have successfully brought about significant improvements since the previous inspection. Staff at all levels now focus closely on 'training in' rather than 'selecting out' officer cadets. Staff share senior leaders' clear vision and are proud of their work to prepare and protect cadets. A minority of cadets in their senior term felt that feedback was overly negative at times.
116. Staff maintain a comprehensive risk register to monitor the progress of officer cadets who are not developing the necessary skills and attributes at the rate required. The risk oversight includes good attention to both academic and pastoral matters.
117. The self-assessment report provides a fair reflection of the quality of training, care and welfare, but compiling it is time-consuming. Quality improvement planning requires simplifying and streamlining.

## Recommendations

- Improve trend analysis of data relating to outcomes, injury rates and other key training activities across the Sandhurst Group to better inform self-assessment and direct quality improvement activity.

- Make sure more staff are involved in quality assurance and self-assessment activity to decrease the burdens on those currently responsible.
- Ensure that resources and maintenance are sufficient to support an ageing estate, including refurbishing accommodation and replacing boilers and other items of hard infrastructure. Urgently provide greater freedom to staff so that they can prioritise and direct funds and resources to enhance the welfare of and care for officer cadets.
- Ensure that officer cadets benefit from a more even balance between negative and positive feedback during their senior term.
- Ensure that senior staff, physical training staff and those responsible for designing training continue to focus closely on investigating female officer cadets' injury rates.

## **Army Foundation College (Harrogate)**

### **Context**

118. The Army Foundation College (Harrogate) (AFC(H)) is the only junior-entry, basic training establishment in the British Army. The College aims to create a well-rounded junior soldier, physically, conceptually and morally. The training balances classroom, camp and field training.
119. The College delivers two courses: Junior Entry (Long) and Junior Entry (Short). The long course lasts 12 months and is for junior soldiers selected for the Infantry, the Royal Armoured Corps, the Royal Artillery, and as drivers for the Royal Logistics Corps. The short course is a six-month course for the majority of the remaining and more technically orientated cap badges. The College receives two intakes a year, in September and March.
120. The College has five training companies: Alamein, Burma, Cambrai, Peninsula and Waterloo. Each of these companies has between five and six platoons of 48 junior soldiers.

### **Overall effectiveness of welfare and duty of care**

121. Outcomes for junior soldiers have improved since the previous inspection and are now outstanding. Overall pass rates are very high, with no significant differences across identifiable groups. First-time pass rates are also high and have improved since the previous inspection.
122. Junior soldiers grow in self-confidence, maturity and self-reliance during training. They develop good military skills and make good progress. A very good proportion of former junior soldiers become non-commissioned officers and warrant officers in the British Army. Most junior soldiers who do not have English or mathematics qualifications on entry achieve these. Junior soldiers understand their rights and responsibilities and feel safe. The female focus officer acts as a good point of reference and effective support for female junior soldiers. Female junior soldiers are as successful in completing their training as their male counterparts.
123. The quality of welfare and care is outstanding. Welfare, platoon and senior staff work well together to make sure that those in their charge remain safe. Liaison with parents is highly effective. Permanent staff keep them up to date with their child's progress, including when soldiers are recovering from injury. Staff at all levels are highly ambitious for the junior soldiers. As a result, junior soldiers make excellent progress, mature quickly, grow in confidence and self-worth, and take increasing responsibility for themselves and others.
124. Privacy in shower areas remains inadequate, as at the previous inspection. This requires urgent attention.

125. Physical training is very effective in helping junior soldiers to improve their fitness and resilience. As a result, they are well prepared to meet the Field Army's performance standards. Medical and dental facilities are excellent, and dental health is excellent. Junior soldiers benefit from very good access to services, including scans and mental health support. However, the routine redeployment of a medical officer to other duties has reduced the capacity of the senior medical officer to complete all administrative tasks and to maintain the detailed oversight of the service.
126. Recruiters do not provide staff with sufficient information about those who are looked after children or care leavers. This prevents staff from understanding fully the needs of this very small number of individuals and making sure that they can plan promptly to support them.
127. The leadership and management of welfare and care are outstanding. Senior staff have worked successfully to create and sustain a training environment that helps junior soldiers to progress well and succeed. Not all staff yet have sufficient skills to analyse data and judge the effectiveness of training, or to link areas for improvement in training to improvement actions and milestones. Staff at all levels show a close understanding of their duty of care to junior soldiers. A small number of junior soldiers feel that levels of discipline vary between platoons.

## **Recommendations**

- Ensure that staff at all levels develop the skills to analyse data and put in place effective quality improvement actions.
- Improve, as a matter of urgency, the privacy of shower areas.
- Ensure that staff approach group discipline correctly.
- Ensure that recruiters seek, record and communicate more comprehensive information about looked after children and care leavers to staff.
- Reduce the deployment of medical staff to preserve the high-quality service for junior soldiers.

## Royal Naval Air Station Yeovilton

### Context

128. Royal Navy Air Station (RNAS) Yeovilton is a front-line operational air station near Yeovil in Somerset. It is one of two active Fleet Air Arm bases. RNAS Yeovilton is home to the Royal Navy and Army Air Corps and the Royal Navy's Commando Helicopter Force, equipped with Merlin and Wildcat helicopters.
129. The station's role is to deliver trained and capable personnel to the squadrons and flights, while providing aviation support to the fleet. Approximately 4,500 military and civilian personnel work across the air station.
130. The commanding officer of RNAS Yeovilton also takes the lead in security, disciplinary and welfare matters. The care of trainees officer manages the station's duty of care policy on behalf of the executive officer and is the lead officer responsible for the welfare of all phase 2B trainees. The care of trainees section comprises a Royal Navy lieutenant and two petty officers.
131. At the time of the inspection, 101 phase 2B Royal Navy trainees were in training, the great majority in the Engineering Training School and a small number in the Survival Equipment Section. All but seven of the trainees were men. Four aircrew trainees were in holdover, pending transfer to their next training unit.

### Overall effectiveness of welfare and duty of care

132. A high proportion of trainees complete and achieve their qualifications. The few who leave early are well supported in their transition to civilian life or re-branching in the Service. Senior leaders and managers recognise that current arrangements to monitor, review and support trainees judged at risk of falling behind require improvement.
133. Most trainees interviewed said that their practical skills and understanding of theory had improved during the course, but most regretted that this had not been the case during their phase 2 training at HMS Sultan.
134. Divisional officers (DOs) provide effective care and welfare for trainees. DOs work hard to make sure trainees meet the Royal Navy standards of conduct and the high expectations that training requires. Staff at HMS Sultan provide brief information via email to Yeovilton DOs on each incoming trainee.
135. Arrangements for monitoring and supervising the small number of trainees who are under 18 are generally effective. However, two fixed-odds betting terminals, accessible to under-18s and unsupervised, have not been removed by contractors. Duty staff carry out late night bed-checks for under-18 trainees in pairs, but not all these staff have been subject to Disclosure and Barring Service (DBS) clearances.

136. Records of completed and pending DBS checks are held at training school level, but no central record is held at command level to inform commanders that checks are completed. At the time of the inspection, senior leaders were unable to identify who was initiating the checks or when they had been done, though this information did exist at school level. Nobody at senior level has responsibility for coordinating or monitoring this. This was also the case when identifying how many trainers had completed DTtT training.
137. The small number of trainees who have additional learning needs have good-quality individual learning plans produced during earlier phases of training. Specialist support is available only in Portsmouth, since the post at RNAS Yeovilton is gapped.
138. Accommodation requires refurbishment. The women's accommodation is adequate. However, the male accommodation consists of dilapidated rooms, insufficient numbers of working showers and insufficient laundry facilities. Although staff recognise the need for refurbishment, no timescales have been set for the work. Wi-Fi for trainees is expensive and very slow.
139. Arrangements for management and skills development for trainees in holdover are good. Staff recognise that there is little to occupy trainees outside working hours.
140. The commander's supervisory care directive and commander's risk assessment (CRA) each need updating. The CRA adds little value to the management or direction of the care and welfare system.
141. The care of trainees (COT) team receives frequent feedback from trainees through regular meetings and through analysing the monthly external Ipsos MORI surveys. However, the team does not routinely communicate its findings to the chain of command for further analysis.
142. The most recent self-assessment report is evaluative but unnecessarily long. The quality improvement action plan is reasonably comprehensive but not tied tightly enough to self-assessment and includes elements that are out of date and therefore no longer relevant.

## Recommendations

- Ensure that COT staff gather and analyse a broad range of data and information to provide senior leaders with a comprehensive overview of all aspects of the care and welfare system.
- Senior staff should liaise with schools to review the timeliness of DBS checks, the DTtT training and emerging trends.
- Provide trainees with a wider programme of activities out of working hours and at weekends.

- Make sure that the planned refurbishment programme for trainees' accommodation is actioned and a start date is identified.
- Review and revise the commander's risk assessment so that it is a practical and effective tool for reducing risk and provides the foundation for the supervisory care directive.

## Royal Marines Reserves Scotland, Edinburgh Detachment

### Context

143. The Royal Marines Reserves (RMR) Scotland comprises headquarters at MOD Caledonia in Rosyth and six regional detachments in Aberdeen, Belfast, Edinburgh, Dundee, Glasgow and Newcastle. RMR Scotland has a remit to recruit, select and train Reserve recruits, and provide continuation training to trained ranks. Reservist numbers are split between the six regional detachments. RMR Scotland currently has around 200 personnel. The detachments each have between five and 12 Reserve recruits in training. Training normally takes around one year but can be extended according to individual need and course availability
144. Permanent staff work from MOD Caledonia, from where they coordinate training across RMR Scotland. Training staff are Regular permanent staff trainers who are senior non-commissioned officers (SNCOs). The training officer oversees them and is responsible for all training across the six detachments.
145. Potential recruits attend detachments on familiarisation visits to understand the reality of RMR service. After completing the potential Royal Marines course, recruits enter training. Training follows the CTCRM-assured 'Achnacarry' syllabus and comprises three phases: phase 1A, phase 1B, and phase 2 training, which includes live firing and survival skills.

### Overall effectiveness of welfare and duty of care

146. Staff at RMR Scotland (Edinburgh Detachment) provide a strong and ambitious vision for all recruits and Reserve personnel. However, since April 2015 only 17 ranks finished training, when the expectation was 30 over that period. Senior staff recognise this is, in part, because of the extensive dispersal of recruitment across Scotland and the exceptional tenacity recruits need to succeed on the challenging Commando course.
147. Once in training, Reserve recruits' commitment is very high. However, delays in medical clearance and poor communications with potential recruits puts off many. Those who complete training provide excellent role models for potential Reserves.
148. Facilities are good and supervisory care is effective. The small numbers of recruits in the detachment make it possible for trainers and other staff to get to know individuals and their personal circumstances well. However, the recording process is not sufficiently robust to ensure that individual pieces of information are collated into a single record when detailed concerns about individuals are identified. Staff do not always make formal records of the support given to recruits. This means that the commanding officer does not have access to details individual cases, if there were a problem involving a recruit.

149. Records of recruits' progress through training are clear and concise. Committed and capable Reserve and permanent staff provide excellent role models for Reserve recruits.
150. The few recruits under the age of 18 receive good support from staff. Parents are involved in the recruiting and familiarisation process and staff make contact with parents and keep them informed of their sons' progress. All under-18 recruits complete a recorded discussion with their company commander to highlight needs and identify any concerns. Royal Navy policy requires DBS checking of staff only when more than one-fifth of recruits are under 18 years of age. At RMR Scotland, current numbers of under-18s are well below one-fifth of the whole company. As a result, those who have regular unsupervised contact with under-18 recruits have been DBS checked, but the rest of staff have not. It is uncertain how senior staff would manage staffing in the face of a sudden rise in the numbers of under 18s.
151. The supervisory care directive (SCD) is a generic document covering the whole of RMR Scotland. Given the size of the provision, the level of detail is adequate. The SCD recognises the unique status of Reserve recruits in training. Emphasis on the needs of under-18s, care leavers and new joiners is appropriate. The commander's risk assessment is generic for all detachments. However, it contains clear guidance for mitigating concerns, especially those relating to new joiners and under 18s.
152. Few permanent staff joining RMR Scotland complete the required DTtT before their posting and it is difficult for the phase 1 Reserve unit to ensure that trainers can undertake the qualification at the same time as their training duties. In extreme cases, detachment training sessions cannot take place because of the lack of trained and qualified staff. The problem is compounded when Reserve trainers are unable to attend training events because of their civilian commitments. The reduction in permanent staff trainers across RMR Scotland from five to three has had a negative impact on training assurance.

## Recommendations

- Reduce the delays in medical assessments for new joiners and those transferring from Regular service. Improve communication with potential Reserve recruits to keep them properly informed about the progress of their assessments.
- Review and clarify RN and RMR policy regarding DBS checks. Identify those posts that involve immediate and/or routine contact with recruits under 18 and ensure that all such post-holders have DBS clearance whether or not numbers of under 18s exceed one fifth of the whole detachment.
- Ensure that trainers hold the DTtT qualification before taking up their posting. If it is not possible to train staff before posting, the DTtT package should be available to new trainers as soon as they join detachments.

## 602 (City of Glasgow) Squadron, Royal Auxiliary Air Force

### Context

153. 602 Squadron is a Reserve RAF squadron in the Southside area of Glasgow, some 140 miles from the nearest RAF main operating base. The Squadron is a general service support (GSS) unit, one of seven headquarters 1 Group GSS squadrons.
154. Since early 2015 and the closure of RAF Leuchars, 602 Squadron has been 'parented' by a number of units, including currently RAF Lossiemouth and RAF Boulmer.
155. The Squadron occupies a site originally built in the 1970s as an Army Reserve Centre. The regional Reserves Forces and Cadet Association (RFCA) own and maintain the site but are not responsible for its military activities or the equipment used by the military personnel at the site.
156. The Squadron comprises a mix of Regular, full-time Reserve and part-time volunteer Reserve personnel. The majority are drawn from the Air Operations specialisations. In total, the Squadron has an establishment of over 100 personnel. An operational squadron delivering output to Defence, 602 Squadron is also a fully functioning Defence training establishment, providing formal training (basic, specialist, and continued professional development training) to RAF Reservist airmen and women and officers.
157. 602 Squadron's primary mission is to recruit, train and retain RAF Reserve personnel to support the HQ 1Gp mission. Phase 1 training provided by 602 Squadron prepares students for the Basic Recruit Training Course (BRTC) at RAF Halton. The Squadron runs two full courses each year and accepts students from other Royal Auxiliary Air Force (RAuxAF) units as part of Project Orphan. In line with Project Orphan principles, phase 2 students from other RAuxAF squadrons undergoing the Flight Operations Assistant Course (Reserve) for Flight Operations can also attend and receive their phase 2 training from 602 Squadron. All students accepted on either phase 1 or 2 training at 602 Squadron fall within the supervisory care responsibilities of the officer commanding 602 Squadron.

### Overall effectiveness of welfare and duty of care

158. Recruits and trainees value their service with the Squadron and make rapid gains in confidence and skills during training. They are proud to be part of a vibrant Squadron. Medical checks made on volunteer Reservists before training activity are insufficiently thorough. Recruits and trainees are not always given time to fully consider any changes to their health that might have occurred between training events.

159. The vast majority of recruits succeed in their training. A very good proportion of recruits and trainees go on to postings and deployments in operational roles for which they have been well prepared.
160. Levels of support for recruits and trainees are high. Staff support recruits exceptionally well in their induction and during phase 1 training. During phases 2 and 3, trainees gain increasing levels of responsibility and autonomy. Arrangements for volunteer Reservists to reclaim expenses are cumbersome. Current arrangements involve them travelling for many hours to RAF Boulmer to present receipts and documents.
161. Training facilities and resources are very good. Squadron personnel benefit from high-quality classrooms, up-to-date operational systems and recently constructed accommodation for weekend courses. Measures to safeguard recruits and trainees are effective. Recruitment of a qualified physical training instructor would allow staff and volunteers to benefit more fully from the on-site gymnasium and its resources and to develop their fitness under skilled guidance.
162. Leadership is highly effective. The Squadron commander ensures good communication across the chain of command. Levels of respect and confidence are very high. Operating successfully and effectively at significant range from its parent units poses many challenges to the officer commanding 602 Squadron and his staff. The commander's risk assessment is a detailed and thoughtful analysis of factors that may threaten recruits' and trainees' ability to succeed in training.

## Recommendations

- Provide the Squadron and other dispersed units with greater decision-making powers as to their parenting links.
- Seek to recruit a qualified physical training instructor so that staff and volunteers may benefit more fully from the on-site gymnasium and its resources and develop their fitness under skilled guidance.
- Simplify audit arrangements for volunteer Reservists so they do not have to travel for many hours to RAF Bulmer to reclaim expenses.
- Improve medical checks on volunteer Reservists before training activity. Give recruits and trainees time to fully consider any changes to their health that might have occurred between training events.

## HMS Dalriada

### Context

163. HMS Dalriada is based in Govan, Glasgow, and provides training for Royal Navy Reserve (RNR) recruits, junior ranks and officers.
164. RNR training takes place every Wednesday evening in a monthly cycle of training and maritime skills, whole-ship lectures and physical training. The ship's company is 104 personnel. Its target is to take 30 new recruits annually. The unit has around 15 Reserve recruits in training at any one time. Potential recruits attend weekly for non-physical elementary training, known as phase zero, before their attestation when medical and security checks have been completed.

### Overall effectiveness of welfare and duty of care

165. HMS Dalriada provides a safe, respectful, training environment. Most Reserve personnel and recruits have successful professional careers as civilians, working in Glasgow or on the west coast of Scotland.
166. Success in training requires a significant commitment from recruits. Too many potential recruits, however, drop out of the initial recruiting process because medical checks take too long. Further, recruiters reject a large proportion of applicants on medical grounds. Of these medical rejections, 80% of applicants subsequently join following appeal. The command team and the chaplain now support many of those rejected on medical grounds to appeal successfully.
167. Personnel wishing to join the Reserves having previously served as Regular Service personnel find the administrative process and transition to the Reserves take too long. The process depends on security clearance and on medicals. The latter frequently take too long to arrange or are often cancelled and re-scheduled at late notice. Communication from the recruiting branches to the enlisting personnel is often very poor.
168. The divisional system is strong and well managed. It plays an important role in looking after and supporting all Reserve personnel and those who are at risk of not completing their training. Training staff monitor recruits' performance well, and understand what may be the barriers to their success. Good records of these build up a full picture of each Reserve recruit's concerns. The weekly command board meetings are effective in monitoring the ship's company and individuals' training performance.
169. A particularly purposeful monthly management training board includes the commanding officer and all key personnel. The board discusses general training concerns, the progress of all trainees, specific causes for concern, trends and the status of trained Reserve personnel.

170. Access to the DTtT course has improved. Courses are run in-house. There are sufficient qualified trainers. Their peers and supervisors frequently observe them. DBS checks have recently been completed on about half the trainers. This proportion exceeded the RN's policy expectation at the time of the inspection. However, the commander recognised that the small increase in under-18 recruits would upset the balance.
171. HMS Dalriada is a facility shared with the Royal Marines Reserve forces in Glasgow. It is very well equipped and in a very good state of repair. Maintenance is good and defects are dealt with quickly.
172. The command team monitors and interrogates data frequently and well. Staff know that, of those who do not stay in the ship's company: around one-third will join the Regular forces, one-third will realise they are not suited to the Reserves, and one-third will be rejected on medical grounds.
173. The self-assessment report is concise, but does not focus sufficiently on the improvements made or the actions in the quality improvement action plan. Overall, however, the self-assessment process provides a good analysis of the strengths and areas for improvement across HMS Dalriada.

## **Recommendations**

- Improve communication with, and guidance for, potential recruits in relation to medical and security clearance checks during the recruiting process. Update them more frequently about the progress of their applications. Ensure that recruiting and medical staff keep the appointments made.
- Streamline the recruitment process for personnel who have previously served in the Armed Forces so that it is more efficient.
- Review the RN policy on DBS checks. At unit level, identify the posts in which post-holders should have DBS clearance and ensure that checks are made.

## RAF Cosford

### Context

174. The inspection focused on phase 2 trainees in the four training schools at Royal Air Force (RAF) Cosford, in Shropshire. A range of departments and agencies at RAF Cosford provides logistical and welfare support to all the schools based on site.
175. No 1 School of Technical Training (No1 SoTT) is the largest training school and is part of the Defence School of Aeronautical Engineering. No 1 SoTT provides phase 2 and phase 3 training to mechanical, electrical and avionics, and weapons technicians and survival equipment fitters. Lodger units include No 1 Radio School (No 1 RS,) the RAF School of Physical Training (SofPT) and the Defence School of Photography (DSOP). All these were inspected; the Aerosystems Engineering and Management Training School was not inspected.
176. During the inspection, there were around 700 phase 2 trainees in No 1 SoTT, 200 in No 1 RS, 30 in the SofPT and nine in the DSOP. With the exception of the SofPT, trainees complete apprenticeships as well as trade qualifications.

### Overall effectiveness of welfare and duty of care

177. Phase 2 trainees' first-time and overall pass rates are very high, typically well above 90%, and have been consistently high for the past three years. Pass rates vary little between schools and there are no achievement gaps. Wastage rates are very low. A very high proportion of the phase 2 trainees following apprenticeship programmes achieve their qualifications. All trainees make considerable progress in developing and applying their practical skills, growing in self-confidence, self-belief and character.
178. Staff maintain a strong focus on welfare and care across the Station and in each school. The welfare chain is strong and wide-ranging and the support trainees receive is very effective. They value the quality of the training, as well as the academic and technical support from trainers; peer support is also strong. Trainees benefit from working on real aircraft and high-quality emulators of current front-line aircraft. The balance between theory and practice is generally very good. Most training is effective and develops trainees' skills and knowledge well, but some teaching, training and learning require improvement. Support for trainees who have specific learning disabilities or difficulties is very good.
179. Trainees and permanent staff benefit from an excellent range of physical education facilities and a wide range of activities in and out of working hours. Trainees have access to good medical, rehabilitation and dental facilities and get prompt treatment. Most trainees on holdover were benefiting from good

support, individually tailored work and other purposeful activities.  
Accommodation in one block requires improvement.

180. New supervisory arrangements for all trainees out of working hours in accommodation blocks are not yet effective. The arrangements for checking that trainees under the age of 18 are in their accommodation by curfew require improvement. Staff have not made sure that under 18s do not use the three on-site high-value gambling machines. Trainees are aware of how to stay safe online and understand the dangers of extremism and radicalisation.
181. Senior staff focus strongly on care and welfare. Their monitoring of the impact of the care and welfare systems is thorough; they now use data very well. Since the previous inspection, staff have established an effective, high-level welfare register for trainees deemed at particular risk. School-level self-assessment and improvement planning are effective. Station-level self-assessment and improvement planning do not add value.
182. Senior staff do not explore adequately the disparity between trainees' views collected during courses and some of the monthly Ipsos MORI survey findings. For example, staff do not ask trainees in discussions the same questions asked in the Ipsos MORI surveys.

## Recommendations

- Review and improve the system to ensure that under 18s are in their accommodation by curfew.
- Improve instructor training and the observation and evaluation of teaching and learning, further so that the quality of instruction and teaching is consistently good.
- Review and improve Station-level self-assessment and quality improvement planning arrangements, so that they add value to continuous improvement activities across the Station and schools.
- Investigate further the reasons behind negative outcomes in the School-level Ipsos MORI surveys.
- Implement a Station-wide strategy to make sure that under 18s cannot use high-value gambling machines.

## **Honourable Artillery Company (Reserves)**

### **Context**

183. The Honourable Artillery Company (HAC) is part of the 1st Intelligence, Surveillance and Reconnaissance Brigade. The main role is to generate, train and deploy the Reserve forces to support 5 Regiment Royal Artillery on intelligence, surveillance and reconnaissance (ISR), light gun and light ISR capabilities. The Reserves play an important role in providing security for international and state visits, and participating in ceremonial duties such as the Lord Mayor's show, and manning the nine-gun salutes at the Tower of London.
184. The HAC is located in the City of London and is co-located in the premises of the charitable organisation, the Honourable Artillery Company. The Reserve component of the ISR consists of four squadrons, the regimental band and a headquarters function. The Regiment comprises around 375 Reserve personnel, of whom up to 90 are going through initial training. They are supported by 13 full-time Reserve service (FTRS) and 14 Regular staff.
185. Training for Reserve personnel takes place on a Tuesday evening. Trained Reservists meet on a Wednesday and the regimental band meets on a Thursday. The Regiment takes in new recruits twice a year. Most personnel live or work in the City of London. Many Reservists are employed in professional roles in and around the city.
186. All potential Reserve recruits attend an induction evening. Once they commit to completing the recruitment process, they attend the HAC for presentations related to the role of the Reservist in the HAC while the recruitment process is completed. They then start their training in one of the two annual cohorts. Staff plan training lasting for weekends and longer several years ahead. They make these plans are known to Reserve recruits, allowing them to plan their own work and other commitments. HAC permanent staff, assisted by Reserve trainers, run Phase 1 Alpha training at Army Training Centre, Pirbright, or other locations.

### **Overall effectiveness of welfare and duty of care**

187. Permanent staff manage the recruiting process for Reserve personnel well, but medical clearance checks remain a common problem beyond their control. The freeze on FTRS staffing across Army reserve units has had a significant impact on providing a robust administrative structure to support Reserve personnel.
188. The process of starting two phase 1 cohorts a year works well. Staff use the time effectively to prepare potential recruits during the nurturing phase to monitor their progress and provide underpinning knowledge. The HAC looks after the recruits well. Although many of its processes are only recently recorded in the supervisory care directive and other documents, these functions

were generally already part of regular practice. Resources and facilities are very good. Permanent staff and Reservists work well together and there is a good sense of cohesion and morale. Overall achievement rates are very high; very few recruits do not complete their training. The wider engagement with employers and ceremonial duties is good.

189. Self-assessment reporting and improvement planning are underdeveloped but staff understand the importance of focusing on improving training. Staff provide insufficient detail in the supervisory care directive (SCD) and commander's risk assessment (CRA) on the range of wider risks to which Reserve recruits are exposed.

### **Recommendations**

- Consider introducing a range of course attendance options for DTtT to better meet the needs of Reserve trainers who train in the phase 1 and 2 environment.
- Provide greater detail in the SCD and CRA on the range of wider risks that Reserve recruits are exposed to.
- Ensure that the Army website provides up-to-date, useful information for potential recruits and employers.

## 14th Regiment Royal Artillery

### Context

190. 14th Regiment Royal Artillery (14 Regt RA) is the training regiment for soldiers of the Royal Artillery, located in Royal Artillery Barracks, Larkhill Garrison, near Amesbury, on Salisbury Plain. The 14 Regt RA sits within the Royal School of Artillery and is responsible for initial trade training and training support within the Royal Artillery.
191. The Regiment consists of four principal sub-units: one initial trade training battery (24 Battery); one training support battery with gun and precision fires capabilities (34 Battery); one headquarters battery (1 Battery); and a multi-disciplined Royal Electrical and Mechanical Engineering Workshop, which supports all the batteries.

### Overall effectiveness of welfare and duty of care

192. Leaders set high expectations for trainees to pass their phase 2 training and to achieve the fitness levels required in the Field Army. Staff throughout the 14 Regiment and 24 Battery chain of command reflect these high expectations. They maintain a strong focus on their duty of care responsibilities and on the welfare of trainees during training. As a result, outcomes for trainees are outstanding and the leadership and management of, and arrangements for, their welfare and care are good.
193. A very high proportion of trainees pass their phase 2 training. Trainers are widely experienced and good at helping trainees develop the skills, knowledge and attitudes required for success in training. Trainees benefit from good physical training facilities and a good range of mandatory physical training sessions. Fewer trainees than in the past suffer injuries during training because of a much better focus on physical conditioning before exercise tests. Trainees particularly enjoy their practical and theoretical training. They believe strongly that these equip them well for their careers in the Field Army. They are self-confident and focused on achievement. Staff closely monitor achievement gaps, and none are significant by age, gender or ethnicity. Staff have yet to conduct an evaluation of the relative performance of those who come from disadvantaged backgrounds, including those who are care leavers.
194. Larkhill Garrison provides a good range of facilities including a well-resourced gym, all-weather sports pitches, and a junior ranks' restaurant, which provides good-quality food. Initial trade-training soldiers benefit from exclusive use of a recreational facility known as the 'Cusack Club', run by welfare staff.
195. Trainees enjoy learning. They benefit from junior NCOs and other trainers who are experts in their fields and who help them to learn quickly. Trainees are confident that they can report any concerns to trainers, troop commanders or

welfare staff. Trainees also feel that they would get the support they needed, should they raise a concern. Female trainees would benefit from recruitment of a female welfare team member who can carry out the full range of welfare duties.

196. The quality of accommodation blocks requires improvement. A significant number of blocks suffer frequent heating and hot water failures. Trainees receive too little information about expected repair timescales. Trainees find the process for registering maintenance and repair requests cumbersome.
197. Course programmers work hard to minimise holdover periods between the various modules that trainees need to complete, although these depend mainly on the regiments that trainees will be joining. Holdover periods tend to be short. The activities carried out during them help to improve trainees' military skills and support their wider personal development, although they report that some learning is repeated.
198. Self-assessment reporting does not focus sufficiently on all the areas for improvement identified during external and internal inspections. Staff also make too little use of trainees' and staff feedback to shape self-assessment and improvement planning. Areas for improvement in the self-assessment report do not link well to improvement actions in the quality improvement action plan.

## Recommendations

- Improve self-assessment by reporting on all the areas for improvement identified during external and internal inspections and from trainees' and staff feedback. Make sure those areas for improvement link well to improvement actions in the quality improvement action plan.
- Undertake and complete repairs more quickly. Keep trainees aware of expected timescales for repairs and, as far as possible, mitigate the impact on them. Improve the reporting and monitoring of minor works.
- Continue to improve the variety and value of activities undertaken by trainees who are on holdover. Ensure that activities trainees undertake during holdover periods do not repeat previous tasks and learning.
- Record and evaluate the progress and achievement of trainees who are care leavers.
- Improve the effectiveness of the unit welfare team by recruiting a female team member who can carry out the full range of welfare duties.

## HMS Wildfire

### Context

199. HMS Wildfire is a Royal Naval Reserve unit, located within the UK's operational Defence headquarters and NATO base at Northwood, Middlesex. HMS Wildfire has occupied a number of buildings inside and outside Northwood's perimeter. In May 2011, as part of the redevelopment of the Northwood site, HMS Wildfire moved back into a refurbished building within the HQ, where it remains.
200. The unit's strategy is to recruit, train, administer and retain highly capable and engaged personnel as directed by the Commander Maritime Reserves. HMS Wildfire recruits chiefly from Middlesex, Hertfordshire, Buckinghamshire and Berkshire, and has increasing numbers of personnel drawn from north-west London.
201. Reservist personnel receive pre-attestation phase, and phase 1 core training, in unit. They also receive phase 2 training until the Flag Officer Sea Training department rolls out integrated whole-force training for Regulars and Reserves. The unit retains personnel on the trained strength. They are periodically deployed and contribute to exercises in a wide range of locations. In recent years, HMS Wildfire personnel have served in Spain, Cyprus, Djibouti, Bahrain, Singapore, the USA, Brazil, and the south Atlantic. At the time of the inspection, around one in five personnel were in full-time Reserve service (FTRS) or were mobilised.
202. The unit's training programme runs for 12 months on a monthly cycle that includes time given to sports and fitness activities; core maritime and military skills; command, leadership and management skills; and presentations on military, political and other relevant topics.
203. HMS Wildfire has 16 Reserve personnel in initial naval training, of whom four are female recruits or trainees. Nine recruits are in the pre-attestation, the rest in phases 1 or 2.

### Overall effectiveness of welfare and duty of care

204. Recruits and trainees develop their naval skills quickly and to a high standard. They perform very well on other external courses. Staff work hard to make sure new recruits are quickly assimilated into the Navy family and the close community of HMS Wildfire. Attendance at HMS Wildfire training evenings is high.
205. Staff plan training well and support recruits and trainees effectively in their initial naval training (INT) and other training. The unit's supportive culture is reflected in the strong commitment to 'stand easy' periods during training

evenings, when Reserve recruits and trainees can approach senior staff more freely.

206. Staff of HMS Wildfire do not routinely receive feedback about recruits' and trainees' progress on training courses at HMS Raleigh and Britannia Royal Naval College (BRNC). In addition, staff at Raleigh and BRNC do not record reports of progress at training courses on the joint personnel administration (JPA) system, so staff, recruits and trainees cannot refer to them later. Joining instructions for Reserve recruits attending training weekends at BRNC and Raleigh require improvement. For example, staff at those establishments do not inform recruits that no refreshments are available on arrival after what may have been a long journey. They do not provide enough guidance on how to find accommodation.
207. Almost all recruits spoken to during the inspection felt their determination to become a Reservist had been stretched to the limit by poor communications and ineffective administration by the Armed Forces Careers Office. Most recruits had had medical appointments cancelled or shifted at short notice without explanation.
208. Senior staff find it difficult to attract and retain staff in INT trainer roles, because career progression is promoted and controlled by branches. Most personnel on trained strength tend to see branch specialisms rather than INT as providing opportunities for progression.
209. Leadership and management of the unit are of an exceptionally high standard. The commanding officer (CO) acts as an excellent role model for his team and for the trainees and recruits. Other senior staff meet the CO's high expectations, model excellent behaviours to junior ranks, and maintain very high standards.

## Recommendations

- Improve the profile of the INT trainer role in career pathways to secure a good supply of the best talent in initial training.
- Improve reporting on recruits' and trainees' progress, strengths and weakness at training courses. Take steps to provide a permanent record of progress on JPA so that it is available for recruits, trainees and trainers to consult after courses have finished.
- Improve joining instructions for Reserve recruits attending weekend training courses at HMS Raleigh and BRNC.
- Improve as a matter of urgency the quality of the communication with Reserve recruits during recruitment. In particular, improve the quality of communication and the reliability of information about medical assessments.

## Britannia Royal Naval College

### Context

210. Britannia Royal Naval College (BRNC) is located on a 126-acre site in Dartmouth, South Devon. It has five main training outputs: Initial Naval Training (Officers) (INT(O)); phase 1 Initial Officer Training of specialist groups including senior upper yardmen, Royal Naval Reserve, Royal Fleet Auxiliary, chaplains and medical branch; phase 1 International Defence Training (IDT); phase 1 Royal Navy Warfare Officer training; phase 2 Through-life Command Leadership and Management training for RN officers and senior ratings.
211. Of these, the primary activity on the BRNC site is phase 1 INT(O) training, within which IDT and specialist groups training are also delivered. The College is commanded by the Captain BRNC, reporting to the 1\* Commander Naval Core Training who in turn reports to the 2\* Flag Officer Sea Training. INT(O) training is delivered for 450 officer cadets (OCs) each year in three entries. The course comprises an initial 14-week 'militarisation' training period followed by a 15-week 'marinisation' period. Marinisation training involves a six-week initial sea time element on board an operational warship. The academic aspects of the INT(O) training are delivered at BRNC by Royal Navy staff officers and civilian lecturers under contract from the University of Plymouth.
212. BRNC also delivers the first element of phase 2 training for Royal Navy warfare officers, delivered on behalf of the Maritime Warfare School. Trainees join IWO directly from INT(O) and are given additional college responsibilities in order to develop their character, leadership and management competencies.
213. At the time of the inspection, there were 270 phase 1 OCs on INT(O), some of whom were off site on marination and other training. There were 79 phase 2 trainees on warfare officer training. Of the total on site during inspection, 31 were female and 30 were international cadets representing 19 countries. No cadets or trainees were under 18 years of age and only one injured OC was on holdover.

### Overall effectiveness of welfare and duty of care

214. The Captain, BRNC, and his command team set high expectations and have sustained high levels of achievement by OCs and trainees. They have also improved first-time pass rates since the previous inspection. OCs and most trainees enjoy their training because trainers are widely experienced and adept at helping them develop the skills, knowledge and attitudes required for success in training and in the RN. They are very self-confident and strongly focused on succeeding.
215. OCs and trainees are very well supported, despite the challenging nature of much of the training. Well-trained trainers' close monitoring of individuals'

performance supports them to make good progress. Throughout this training, divisional officers and welfare staff provide very good levels of support. This ensures that OCs and trainees enjoy learning and do so in a safe learning environment. A gapped SO3 training manager post, however, means that there is currently only limited capacity to respond swiftly to feedback and to support the maintenance of the college virtual learning environment.

216. The specialist welfare officer now visits the college weekly to provide professional support and guidance to those who need it. Divisional officers (DOs) are starting to make better use of this external specialist to support OCs, as well as learning from the welfare officer to improve their own knowledge and skills. Senior staff struggle to make sure that there are always sufficient female DOs and training staff to support female OCs and trainees.
217. OCs' and trainees' progress is closely assessed and monitored. Cadet Assessment Group meetings are very effective in monitoring their performance and progress. Case conferences involving a wide range of relevant staff are convened when appropriate to discuss and put support in place for individuals at risk of failure.
218. Training facilities at BRNC meet the needs of cadets and trainees. Staff identify and manage well the risks associated with river training. Training staff maintain sand quay facilities, pontoons, vessels and safety equipment to the highest standards.
219. The quality of food in the junior and senior gun rooms is generally good. However, during the first few weeks, OCs do not have access to an area to relax with refreshments after hours or at weekends.
220. The quality of cadets' and trainees' accommodation requires improvement. OCs often become frustrated with fixtures and fittings that need constant repair, with poor standards of decoration, and with threadbare and occasionally stained bed linen. Leaders work hard to ensure that they maintain ageing accommodation to acceptable levels for the remainder of its life. Navy Board agreement in 2015 to invest in BRNC as a core site means that funded plans to replace the gymnasium and accommodation blocks are in place. This work is projected for completion by the early 2020s. However, the current responsive maintenance regime means that OCs and trainees have to suffer deficient accommodation, fixtures and fittings for too long. It is vital, therefore, that sufficient funding is secured to improve and maintain the existing accommodation, which will otherwise deteriorate rapidly to below the minimum acceptable standards.
221. Staff do not monitor the progress of different groups of learners sufficiently closely. For example, staff do not collect or analyse data on the comparative success rates for female cadets, those from British minority ethnic backgrounds

and those who are care leavers. As a result, staff do not know whether there are achievement gaps and whether they are closing.

## **Recommendations**

- Work with Navy Command to ensure a preventative maintenance plan is funded so that living accommodation and the gymnasium can be maintained to an acceptable standard.
- Ensure that the number of female DOs and training staff is always sufficient to support female OCs and trainees.
- Record and regularly analyse the progress and achievement of OCs and other trainees who are female, from British minority ethnic backgrounds and any OCs or trainees who are from disadvantaged backgrounds, including care leavers.
- Ensure the gapped SO3 training manager posts are filled to improve capacity to respond swiftly to feedback and to support the maintenance of the college virtual learning environment.
- Implement existing plans to create an area where OCs and trainees can relax, with access to refreshments, in the evenings and at weekends.

## Annex A. Inspection dates

### Welfare and duty of care, Regular and Reserve Forces

<b>Regular establishments</b>	<b>Inspection end dates</b>
HMS Sultan	13 Sept 2017
Army Training Regiment (Winchester)	21 Sept 2017
11th (Royal School of Signals) Signal Regiment	27 Sept 2017
Royal Military Academy, Sandhurst	04 Oct 2017
Army Foundation College (Harrogate)	18 Oct 2017
Royal Naval Air Station, Yeovilton	18 Oct 2017
RAF Cosford	15 Nov 2017
14 Regiment Royal Artillery	22 Nov 2017
Britannia Royal Naval College	29 Jan 2018
<b>Reserve establishments</b>	
602 (City of Glasgow) Squadron, RAuxAF	25 Oct 2017
HMS Dalriada	25 Oct 2017
Royal Marines Reserves Scotland (Edinburgh Detachment)	26 Oct 2017
The Honourable Artillery Company (Reserves)	28 Nov 2017
HMS Wildfire	29 Nov 2017

## Annex B. Ofsted's terms of reference

Ofsted will:

- determine the extent to which progress has been made in addressing issues of care, welfare and support for recruits and trainees during initial training in the Armed Forces, including examination of the self-assessment process
- evaluate the effectiveness of the strategic and operational management of the care, welfare and support for recruits and trainees during initial training in the Armed Forces
- use the common inspection framework (the national framework for inspection of post-16 education and training) to comment on the standard of initial training in the Armed Forces
- take account of safeguarding where relevant
- make judgements on the strengths and areas for development of the initial training
- visit training establishments, Armed Forces careers offices, acquaint and selection centres and service training headquarters as required
- inspect establishments identified by Training, Education, Skills and Resettlement (TESR) as priorities
- liaise with TESR on the schedule of visits to optimise inspection effectiveness
- provide a bi-monthly oral progress report on inspection outcomes to TESR
- publish an annual report, subject to security considerations, to include the observations and findings from the inspection of training establishments during the reporting year.

Related activity will include the following:

- inspection of training establishments, including some not previously inspected
- inspection preparation workshops for military personnel
- participation in senior level briefings and dissemination events
- assistance in the development of good practice
- a programme of training events for appropriate staff from the Ministry of Defence
- provision of a report that comments on the care and welfare provision in place to support those joining and undergoing initial training in the Armed Forces.

The Ministry of Defence seeks to achieve the following:

- the implementation of quality assurance arrangements that guarantee high standards, meet the requirements of the Ministry of Defence and add value to the expenditure of public money, and at least match the quality of comparable civilian learning programmes
- the ability to have access to the national learning community to share good practice and benchmark Defence training and education
- the ability to maintain and update professional skills through continuous professional development activity in order to support the lifelong learning agenda and skills development in the Ministry of Defence
- the introduction of independent inspection, reinspection and oversight of Defence learning provision, including the duty of care and welfare provision, within an agreed programme, to complement the internal quality assurance and improvement procedures of the Armed Forces and the Ministry of Defence.

To these ends, the parties will work together to develop appropriate working arrangements to facilitate a suitable training and inspection programme that will complement existing audit against the Defence Systems Approach to Training Quality Standard.



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Piccadilly Gate  
Store Street  
Manchester  
M1 2WD

T: 0300 123 1231  
E: [enquiries@ofsted.gov.uk](mailto:enquiries@ofsted.gov.uk)  
W: [www.gov.uk/ofsted](http://www.gov.uk/ofsted)

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