

Consultation to Align Reporting of the Future Reserves 2020 (FR20) Target Population

Background

1. The 2010 Strategic Defence and Security Review (SDSR)¹ identified the future Armed Forces that the UK would need over the next ten years and beyond. It identified that the Reserve Forces should be an integral part of this Future Force; providing additional capacity as well as certain specialists whom it would not be practical or cost effective to maintain in the Regular Forces.
2. The 2011 Independent Commission to Review the UK's Reserve Forces reported against this context². It recommended that the Maritime Reserve should increase to 3,100 trained personnel, the Army Reserve (formerly the Territorial Army) should increase to 30,000 trained personnel, and the Royal Air Force Reserve should increase to 1,800 trained personnel. The numbers recommended by the Commission became the FR20 programme's key targets.
3. Subsequently to this, details of the planned growth of the Future Reserves 2020 (FR20) over the next five years were placed in the Library of the House on 19 December 2013³ (column 121WS). This statement included annual trained strength targets along with intake targets to support the planned growth.
4. The Ministry Of Defence publishes statistics on the UK Reserve Forces, as well as performance against the FR20 targets, in the UK Armed Forces Quarterly Personnel Report (QPR). The UK Statistics Authority has designated the QPR as a National Statistics publication, in accordance with the Statistics and Registration Service Act 2007 and signifying compliance with the Code of Practice for Official Statistics.

Reasons for the Proposed Changes

5. The 2011 Independent Commission made no reference to the different types of reservists within the Armed Forces and therefore each Service interpreted the growth requirement differently when formulating its FR20 plan. The targets were set for trained volunteer reserve personnel. However, due to differences in the ways that each reserve force is used, each Service assumed slight variations in the groups of volunteer reserves that should be counted towards these targets. The result was an inconsistent reporting of reserve forces trained strengths across the Services, which we now intend to address.
6. The main difference in the FR20 target groups relates to volunteer reserve personnel serving temporarily on Full Time Reserve Service (FTRS) and Additional Duties Commitments (ADC). Presently, the Army excludes volunteer reserve personnel serving on FTRS, whilst the RAF excludes volunteer reserve personnel serving on either FTRS or ADC. These personnel are excluded from

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

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

³ Statement on the Planned Growth of the Future Reserves 2020 can be found on the Parliament website: http://data.parliament.uk/DepositedPapers/Files/DEP2013-2063/20131219-WMS-Reserves-final_3.doc

the Army and RAF FR20 target numbers whilst carrying out these commitments and are included again once their FTRS or ADC service ends.

7. This is not the case in the Maritime Reserve, as the Royal Navy has always counted volunteer reserves serving on FTRS or ADC contracts towards its FR20 targets.
8. The MOD reports statistics for the whole of the volunteer reserve within tables 1 – 4 of the QPR. In addition to these tables, table 6a reports just those volunteer reserves that are presently counted towards the FR20 trained strength targets, with footnotes reporting which volunteer reserve personnel are excluded from the Army and RAF FR20 target numbers.
9. This inconsistent approach can be confusing and makes it difficult to explain the actual number of reservists to be reported against the targets.

Proposed Changes

10. In order to correct this situation and to provide a consistent approach to reporting against the FR20 targets, the MOD proposes that all volunteer reserve personnel serving on FTRS or ADC be counted towards the FR20 targets, within a single consistent definition across all three Services. This approach aligns the Army and the RAF with the Maritime Reserve in a logical manner.
11. It should be noted that this consistent approach does not mean that all volunteer reserve personnel will be counted towards the FR20 targets; specifically the Non-Regular Permanent Staff (NRPS) and the Expeditionary Forces Institute (EFI) in the Army (reported in Tables 1 and 3 of the QPR) would still be excluded. NRPS; as they may only be called out for Service within the UK and Channel Islands if it appears national danger is imminent or in the event of actual or apprehended attack of the UK. They cannot, therefore, fulfil all roles expected of the FR20 target population. And EFI; as there is no longer an operational requirement for them.
12. In addition to the changes proposed for the FTRS and ADC personnel, there may be occasions in the future when the use of sponsored reserves may provide a more cost effective solution than volunteer reserves. When this is the case, the FR20 targets would need to be adjusted to take account of this.

Presentation of Changes

13. Performance against the FR20 targets is reported in the UK Armed Forces Quarterly Personnel Report (QPR)⁴. Table 6a reports the trained strength of the FR20 population against the annual trained strength targets, Table 9b reports Intake against the annual new entrants and trained entrants targets, Table 13 reports Outflow from the FR20 population, and Table 14 is a Manpower Account table which reports strengths, intake and outflow of the FR20 trained target population.
14. If the proposed changes go ahead, these tables will be revised to allow for the change in reporting definitions. In order to present a consistent and comparable

⁴ Ministry of Defence UK Armed Forces Quarterly Personnel Report [UK armed forces quarterly personnel report: 2014 - Publications - GOV.UK](#)

timeline of data, the revisions will be backdated to the FR20 programme baseline reporting date of 1 April 2012.

Implications of the Changes

15. Based on the above proposed changes, the resulting implications would be:

- a. The proposed inclusion of the extra volunteer reserve FTRS and ADC personnel would result in approximately 710 extra Army Reserve personnel and approximately 240 extra RAF Reserve personnel (figures correct as at 1 October 2014), counting towards the trained strength targets (Table 6a in the QPR).
- b. As explained in the Written Ministerial Statement (27 November 2014), the targets would remain unchanged, as these extra personnel are part of the volunteer reserve and would have ordinarily been counted against the targets, had they not been serving temporarily on these other commitments.
- c. The proposed inclusion of the Army and RAF volunteer reserve FTRS and ADC personnel would alter the number of personnel flowing into and out of the FR20 populations (Tables 9, 13 and 14 in the QPR). Currently, every time a member of the Army or RAF volunteer reserve commences FTRS service, they are recorded as an outflow from the FR20 population and, when their FTRS service ends, they are recorded as an inflow back into the FR20 population. By including the volunteer reserve FTRS and ADC personnel within the FR20 population, these flows would no longer occur.

The implications of this change on the revised Army Reserve intake and outflow figures for the period 1 April 2014 to 30 September 2014 would be approximately 30 fewer on intake and approximately 60 fewer on outflow. The equivalent figures for the RAF Reserve in the same time frame would be approximately 10 more on intake and approximately 10 fewer on outflow.

- d. Any increase in utilisation of the sponsored reserves would need to be reflected in the FR20 targets, when assessing our overall Reserve requirement. In future, if it is considered more cost effective to deliver a military capability using sponsored rather than volunteer reserves, the FR20 targets will be adjusted downwards to take account of this.
- e. If the proposed changes are agreed, then caution should be advised if looking at the FR20 target population and the UK Regular Forces together, as a small number of volunteer reserve FTRS personnel are in posts that fulfil the same range of duties and deployment liability as a Regular Service person. These personnel are reported against the Regular Armed Forces requirement and would also be reported against the FR20 targets. If summing together the FR20 trained strength and the UK Regular Forces trained strength, this would not account to a “total” trained strength, because approximately 140 FTRS personnel would be double-counted (figures correct as at 1 October 2014). This issue would be clearly reported and accounted for in the QPR.

Feedback on Proposed Changes

16. Considering the proposed changes and the reasons put forward, we now invite feedback from our external users, particularly regarding the implications of the changes and any possible impact you may wish us to consider.

Timings

17. This consultation will start from 28 November 2014 and will run for four weeks. This is deemed to be sufficient time for stakeholders to provide a considered response, due to the specialist nature of the topic. This consultation is in line with UK Statistics Authority Code of Practice for Official Statistics Protocol 1 and the Civil Service Consultation Principles (published in July 2012 to replace the Code of Practice on Consultation).
18. If you have any comments on the proposed changes please send by email to:

DefStrat-Stat-Tri-Enquiries@mod.uk

Or by post to:

Defence Statistics (Tri-Service)
Ministry of Defence
Main Building, Floor 3 Zone K,
Whitehall
London
SW1A 2HB

19. When sending your comments, please include contact details (your name plus either email address, postal address or telephone number) so that we can follow up if necessary.

Next Steps

20. We will publish a summary of responses, with key findings and planned changes, on the Consultations page of the gov.uk website.
21. Please note that by responding to this consultation we shall assume that you have given consent for your views to be made public.

Confidentiality and Data Protection

22. Information provided in response to this consultation, including personal information, may be subject to publication or release to other parties or to disclosure in accordance with the access to information regimes⁵.
23. If you have any comments regarding the consultation process, please contact the Tri-Service Head of Branch by email at DefStrat-Stat-Tri-Hd@mod.uk or by telephone on 020 780 78896.

⁵ Freedom of Information Act 2000 (FOIA) the Data Protection Act 1998 (DPA) and Environmental Regulations 2004.