

# **Strategy for Delivery of MOD Youth Initiatives**

**A paper by Directorate of Reserve Forces and Cadets**

**April 2005**

# **STRATEGY FOR DELIVERY OF MOD YOUTH INITIATIVES**

## **INTRODUCTION**

1. The Government's policy for youth is centred on giving young people opportunities for personal development and social inclusion through 'joining up' Government Departments in order to generate efficiencies and enable greater regional implementation of youth-service delivery<sup>1</sup>.

2. The Armed Forces Youth Policy is contained in the Armed Forces Overarching Personnel Strategy and aims to support Government youth policies to "develop strategies that encourage the personal development of all young people with a particular focus on young people at risk of social exclusion."<sup>2</sup> Its goal is to "support Government youth policies; contribute to the good reputation of the Armed Forces by raising their visibility in the community thereby creating the conditions in which recruiting can flourish; and to provide access for young people to high quality Cadet Forces". The principles underpinning the Youth policy are:

a. to integrate Armed Forces Youth Policies with wider Government youth policies, particularly those aimed at capability building, social inclusion and citizenship;

b. to provide appropriately resourced university, combined and single service cadet units so that all youths have a reasonable opportunity to participate in cadet activities;

c. to provide an environment which maximises awareness of the Armed Forces among both young people and their gatekeepers in order to create the conditions in which recruiting flourishes.

3. Whilst support to the Cadets is robust and well founded, there is a requirement to develop greater consistency in the Defence establishment's involvement in, and support for, other MOD-supported youth activities. These will include MOD civilian and single Services projects delivered into the community, schools and colleges some of which tend to be characterised by short termism and the enthusiasm of isolated individuals. For MOD to maximise its contribution to the youth agenda, a strategy is required for the effective development, management and delivery of these non-Cadet activities and set them in the context of core Cadet activities, schools curriculum based activities, and the Defence Youth Policy.

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<sup>1</sup> Tomorrow's Future: Building a Strategy for Children and Young People (DfES Mar 01) and reiterated in Every Child Matters: Next Steps (DfES, Apr 04)

<sup>2</sup> Personnel Strategy Guidance No. 3 (PSG 3), Armed Forces Overarching Personnel Strategy (AFOPS). Feb 03

## **AIM**

4. The aim of this paper is to set out the strategy for delivering MOD supported youth initiatives across the UK (England, Wales, Scotland and Northern Ireland) by clarifying the objectives and goals that Youth activities are to work toward and outlining the concept for their delivery.

## **BACKGROUND**

5. The Defence Youth Policy is delivered through support to three main streams of youth activities:

- a. Cadets, which comprise Combined Cadet Force (CCF), the Sea Cadet Corp (SCC), the Army Cadet Force (ACF) and the Air Training Corps (ATC).
- b. Curricular activities.
- c. Non-Cadet<sup>3</sup> initiatives such as Outreach, Skill Force and other, often localised, initiatives.

## **CADETS**

6. The Cadets are, and will remain at the core of MOD's Youth Policy and consequently they attract the largest share of Youth policy resources. Whilst each of the Cadet Forces has a differently worded mission, the overall purpose and vision is the same and aligns with the Youth policy. It is important that each Cadet Force retains its unique sense of identity if Defence is to continue to offer the richness and variety of experience presently enjoyed by Cadets. Central to this is the ability to offer core activities unique to each Force; in the case of the SCC this is maritime awareness and afloat training , for the ACF it is military skills such as shooting and fieldcraft and for the ATC it is flying. Activities need not be unique to cadets within the Cadet Forces.

7. Each Cadet Force is the responsibility of the parent single-Service and is financed and managed through them in a variety of different ways:

- The SCC is the most independent of the four Cadet Forces. The relationship between the MOD and the Marine Society and Sea Cadets (MSSC) (the 'owner' of the SCC) is governed by a Memorandum of Understanding (MOU) between the MSSC and the MOD signed on behalf of the MOD by FOTR<sup>4</sup>. The MOU names the MSSC and the MOD as "sponsors" of the SCC. The Sea Cadets are managed under the Governing Instrument of the Marine Society and Sea Cadets by the

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<sup>3</sup> It is recognised that Outreach (and some others) utilise Cadet resources and could be viewed as a Cadet activity. As however these initiatives do not form part of the Cadet curriculum they are grouped as being non-Cadet or 'other' youth activities.

<sup>4</sup> Flag Officer Training and Recruiting

Council of the Charity. FOTR is a non-voting member of the Council. Under the terms of the MOU the MOD provides financial and personnel support for the provision of an SCC HQ, a nation-wide training infrastructure and training safety and inspection teams on a regional basis. MOD also accepts insurance/legal liability for accidents, and supplies training equipment, boats and uniforms. SCC officers and uniformed instructors are civilians and not Crown Servants but enjoy the same status and service conditions as Cadet Force adult volunteers.

- The ACF is sponsored by the Army and controlled by HQ LAND, who is also responsible for training and allocation and co-ordination of Regular Army assistance (issue of clothing, consumables, use of assets, etc.). The cadets are managed through the Division and Brigade structure and county based ACF volunteer staffs. Some additional money does come from charitable donations. ACF staff are Crown Servant RFCAs employees appointed by MOD and the officers hold commissions in the Territorial Army. The Army is assisted greatly in the human resource and property management of the ACF by the 13 regionally based RFCAs which provide the ACF permanent staff.
- The Air Cadet Council is the Governing Body of the ATC chaired by CAS. Policy and the majority of funding is provided by AMP/AOCinC PTC<sup>5</sup> and delegated to Commandant Air Cadets (CAC) who manages the ATC through a dedicated Air Cadet HQ and regional structure. Some additional money does come from charitable donations. ATC staff are appointed by MOD and their officers hold commissions in the Royal Air Force Volunteer Reserve (Training). ATC property is managed through the 13 regionally based RFCAs.
- The CCF is based at various schools throughout the country. Each contingent is a partnership between the individual school and the MOD. The head-teacher sets the policy for membership of his CCF and recommends officers and instructors (generally from the staff of the school) for appointment. The single Services pay the staff for undertaking certain CCF duties. They also provides equipment, administrative support and inspect units to ensure that they are organised and run according to regulations and policy guidelines set by MOD. Additional funding may be provided by the school. Property management for approved CCF property is undertaken by the 13 regionally based RFCAs.

8. The Cadet Forces are also supported by dedicated associations which provide advice to MOD, Single Services and others on Cadet matters (such as training, welfare, insurance). The Associations are an important part of the overall infrastructure which sustains the Cadet movement. Associations include the Army Cadet Force Association (AFCA), the Combined Cadet Force Association (CCFA), the Marine Society and Sea

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<sup>5</sup> Air Member for Personnel/Air Officer Commander in Chief of Personnel and Training Command

Cadets and the Air Cadet Council. The ACF and CCF Associations are registered charities dedicated to promoting the ideals and activities of the ACF and CCF and providing a national focus for a wide range of educational, sporting and adventurous training programmes. Their 'school governor' and ombudsman roles are an important contribution to their close partnership with the other major stakeholders in the Cadet Movement. Additionally the RFCAs in most circumstances operate as 'Cadet champions' fostering relationships with local community leaders and, in some instances, exploring opportunities for securing external support and funding. Helped by these associations the Cadets enjoy a national footprint and are able to impact the lives of young people from remote communities as well as provide a Service presence in those communities.

9. There is scope for harmonising Cadet regulations across the Cadet movement on a sensible and consensual basis, particularly where anomalies have arisen as a result of lack of co-ordination in the past. Greater sharing of facilities, emphasis on health and safety and duty of care means that the imperative for this is growing and work is in hand to address the issue.

### **CURRICULAR ACTIVITIES**

10. Curricular activities are learning based activities within schools/colleges as well as externally that are supported within the educational and training infrastructure of the country by the MOD as a Department of State. They directly relate to the Government education and training agenda and can be delivered through a variety of media (both within schools/colleges and outside), including cadet and non-cadet activities, as well as by more traditional educational and training methods which have a military perspective.

11. The MOD is engaged in curricular activities as a further way to reach out to Youth in support of the overall MOD Youth Policy. In particular it offers unique and subtle ways of enhancing understanding of the Armed Forces within wider society, particularly of the values, culture, traditions and ethos which are essential to maintaining military effectiveness. More directly, it offers opportunities to raise public awareness and empathy with the Armed Forces and finally, it is a further, powerful tool for facilitating recruitment especially if the skills developed through curricular activities have a direct bearing on military requirements.

12. Curricular activities can be banded into three main areas:

- a. **PR/Public Information/Community Relations**. This describes activities where the principle output or objective is concerned with projecting specific messages about Defence issues and the Armed Forces into schools and colleges for the purposes of enhancing MOD's reputation in the wider community and cultivating recruitment. Examples of activities include those delivered by the various MOD Schools Presentation Teams, Armed Forces Careers Offices (AFCO)s,

and work by other agencies such as Museums, Veteran Agency, DSTL, Met Office, etc;

b. **Vocational Training**. This relates to professional and accredited educational and citizenship activities delivered to young people where the output or objective is primarily to enhance a young person's practical skills through applied training which may lead to practical work-related qualifications. Examples include the Cadet BTEC First Diploma and MOD's e-mentoring schemes, as well as the element of Skill Force that delivers a two year vocational qualification to schools and colleges

c. **Education**. This relates to initiatives where the output is principally concerned with the development of the intellectual and academic faculties in young people in order to lay the foundation for greater understanding and awareness through subsequent study and thought. In the Defence context, activities in this area will concentrate on informing and educating young people about Britain's defence and its place within society and will serve the key curricular activities objective of enhancing understanding of the Armed Forces within wider society. This area requires further development in partnership with DFES and third party agencies involved in the delivery of educational services. An example of the sort of product envisaged would be the Australian Defence 20/20 initiative, although this would be one of a number of means and options available.

### **NON-CADET YOUTH ACTIVITIES**

13. Defence also seeks to pursue its youth strategy through other (non-Cadet) youth activities. By doing so, it widens the opportunities for reaching into the community to sectors of the population who do not have access to cadet activities or are deterred by other considerations. It also enables the MOD to contribute to other aspects of Government youth policy such as social inclusion which are not within the Cadet objectives. There are several characteristics and shortcomings in the way that non-Cadet activities have been structured and delivered in the past.

a. Unlike the Cadets and school initiatives (all of which are managed and delivered regionally within a formal support and management structure), non-Cadet initiatives on the whole tend to operate autonomously from this formal policy and support structure (as well as from each other).

b. There is a lack of guidance concerning the support other Government Departments and external organisations could offer non-Cadet youth initiatives and how they could be exploited and developed. As highlighted at paragraph 3 above, if MOD is to maximise its contribution to the youth agenda and stay in step with wider Government youth policies (as indeed MOD's Youth Policy confirms that it should) then it must be able to select, lead and direct those

initiatives which it supports within an established context and allow them to function within an appropriate delivery infrastructure.

c. For the above reasons, many non-Cadet initiatives tend to be short term in their nature and based on the enthusiasm and initiative of individuals.

14. **Youth Initiative Delivery Model.** To address the issues above, a new model for delivery of non-Cadet, non-schools youth initiatives has been developed. It is based on focussed objectives for this sector of non-cadet youth activities, co-ordinated and directed by a MOD Top Level management infrastructure which incorporates strategic partners (Government Departments and external organisations) with whom MOD will work and is then delivered regionally through the chain of command and RFCAs, who will mirror, at local level, the national organisation. At Enclosure 1 is a conceptual model for delivery of Youth initiatives.

15. **Objectives.** The objectives for non-cadet Youth activities will differ from those of Cadets, largely in terms of emphasis in order to provide a wider range of opportunities and methods of delivering the objectives set out in the Defence Youth Policy. The non-cadet objectives are:

- a. Support and influence wider Government objectives for Youth, including initiatives in other Government Departments, where there is a clear benefit to Defence from recruiting or links to the community.
- b. Provide opportunities for personal development for youth at risk of social exclusion.
- c. Foster and develop a culture of volunteering.
- d. Widen understanding of the purpose, culture and values of the Armed Forces and thereby create the conditions in which recruiting can flourish.

16. **Strategic Partners.** National-level non-Cadet Youth activities will rarely be resourced and delivered by the MOD and Single Services alone; rather they will be the result of a partnership between the MOD and Government departments or organisations (Strategic Partners) in England, Wales, Scotland and Northern Ireland who share common objectives and complementary capabilities and with whom MOD can work in order to maximise the effectiveness of its Youth Policy aims and objectives. The relationship with Strategic Partners will be governed through National level agreements which will set out the nature of the relationship and the roles each will play in the partnership. Strategic partners must be selected very carefully and possess certain key characteristics:

- Close alignment of Youth Policy objectives

- National footprint
- Able to offer tangible and mutual benefit to the Youth agenda. This might be in the form of funding, advice and expertise, infrastructure, profile, manpower or other resources.

At Annexes A and B are those organisations currently identified as suitable as Strategic Partners and with whom the MOD is already working. DRFC will continue to develop partnerships on behalf of the MOD Youth and Cadets Council as appropriate.

17. **Defence Level Management.** A management structure has been established at MOD level to co-ordinate<sup>6</sup> Youth and Cadet issues at Defence level. In summary, DRFC and ACDS R&C, working to USofS through VCDS, are responsible for the development of policy and management issues. DRFC will maintain a dotted line to DCDS(Pers) on youth matters. A committee structure has been established to bring all stakeholders together from across Defence and the wider community. This is shown in the diagram at Annex C<sup>7</sup>.

18. The TORs and membership of the Youth and Cadets Council is at Enclosure 2. At the top level lies the MOD Youth and Cadets Council (chaired by US of S). This Council replaces both the AFYPSG<sup>8</sup> and RFCAC(C&Y)<sup>9</sup> and provides top-level oversight of Youth and Cadet issues. The Council will include VCDS, DCDS(Pers), ACDS(R&C) and DRFC as well as the senior representatives of the RFCA, Cadet Forces, associations and strategic partners. It will bring together the different Youth (including schools), curriculum and Cadets agendas, provide policy guidance and act as a forum for strategic decision making. The Council would meet once a year in May to allow any decisions it makes to be worked into and reflected in the STP process.

19. Reporting to the Council will be the separate Cadet and Youth Steering Groups, both chaired by DRFC (one star) (additionally, consideration is also being given to creating a Curriculum Steering Group which, if formed, would be chaired also by a one star). Their roles are to co-ordinate tri-Service and MOD policies and address specific issues requiring a pan-Defence approach, and would be supported by their respective Working Groups (chaired at B2 level).

20. **Regional Delivery.** Although the policy lead and co-ordination of non-cadet Youth activities will take place at national level, delivery can only be undertaken at regional and local levels and therefore the National level arrangements must be mirrored by Regional level partnership arrangements with the local agencies/subsidiaries of those strategic partners with whom

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<sup>6</sup> Detailed in D/DRFC/096/51 dated 20 Jul 04

<sup>7</sup> This could change following the DMCS Study in which case a new structure will be announced

<sup>8</sup> Armed Forces Young Persons Steering Group

<sup>9</sup> Reserve Forces and Cadets Advisory Council (Youth and Cadets)

MOD has already established National level agreements. These arrangements should be more concerned with implementation processes and more 'front-line' management relevant to delivering the principles outlined in their executive National level Agreements. Co-ordination of regional level delivery is the responsibility of the RFCA who, given their existing role for championing the Cadet movement within the regions, are to extend their role to include championing all other MOD supported youth initiatives. In their capacity as 'Cadet and youth champions', the RFCA is to engage with regional representatives and subsidiaries of the Strategic Partners, as well as appropriate cadet and military representatives from all three Services. Additionally, in order to deepen the reach into local organisations, local RFCA's should seek to become a member of the 'Cabinet' body of representatives, where appropriate, responsible for meeting the local needs of that region.

21. Within the regions, each RFCA would:

- establish the youth needs of the region;
- co-ordinate and champion delivery of appropriate MOD youth initiatives to meet those needs in conjunction with the relevant GO and (as necessary) other local authorities;
- Liaise with regionally based schools presentation teams;
- ensure the RFCA possesses current knowledge of all relevant local contacts appropriate to the region as well as knowledge of all MOD-supported youth initiatives;
- deliver locally-based Agreements (in conjunction with MOD/Single Service's chain of command) with partners in the region as authorised by AD Youth & Cadets
- report on progress to the RFCA Lead on an as-required basis in preparation for the RFCA Working Group meetings chaired by AD Youth & Cadets

22. The RFCA Lead Secretary will report to the RFCA Stakeholder's Board (which is chaired by ACDS(R&C)) in accordance with the objectives and targets set by DRFC. These outputs, along with Cadet outputs will be reported bi-annually to ACDS(R&C) and the RFCA Stakeholder Board.

23. **Selection of MOD Youth Initiatives.** This Youth strategy does not prevent units initiating or becoming involved in local initiatives provided that insurance liability requirements are met, the project is of demonstrable value to the local community and the Armed Forces and it is coherent with the objectives of the Armed Forces Youth Policy and strategy. However, such projects can not expect central MOD support although they should be notified to the MOD for the sake of visibility and so that they can be placed on the MOD Register of Youth activities.

## **GENERAL ISSUES**

24. **Register of Youth Activities.** DRFC will maintain a Register of Youth Activities in order to provide visibility of initiatives across the Defence spectrum, to facilitate better management of youth activities, to improve the promotion of best practice and better enable direction of effort. All military units and individuals engaged in military sponsorship of non-cadet Youth activities should inform DRFC, through the chain of command, of the initiative in order that it can be entered on the Register.

25. **Resource Issues.** MOD funding of non-cadet initiatives will be considered if there is a clear and tangible benefit to Defence through recruiting or wider practical benefits. The expanded responsibilities of DD Youth & Cadets and RFCA will wherever practical, be built upon existing manpower and resources. However, it is recognised that additional resources to manage RFCA Regional level delivery may be required.

26. **Measurement and Evaluation.** All initiatives will be subject to a process of evaluation in order to inform effectiveness and value. A system will be developed (through DRFC Youth Policy).

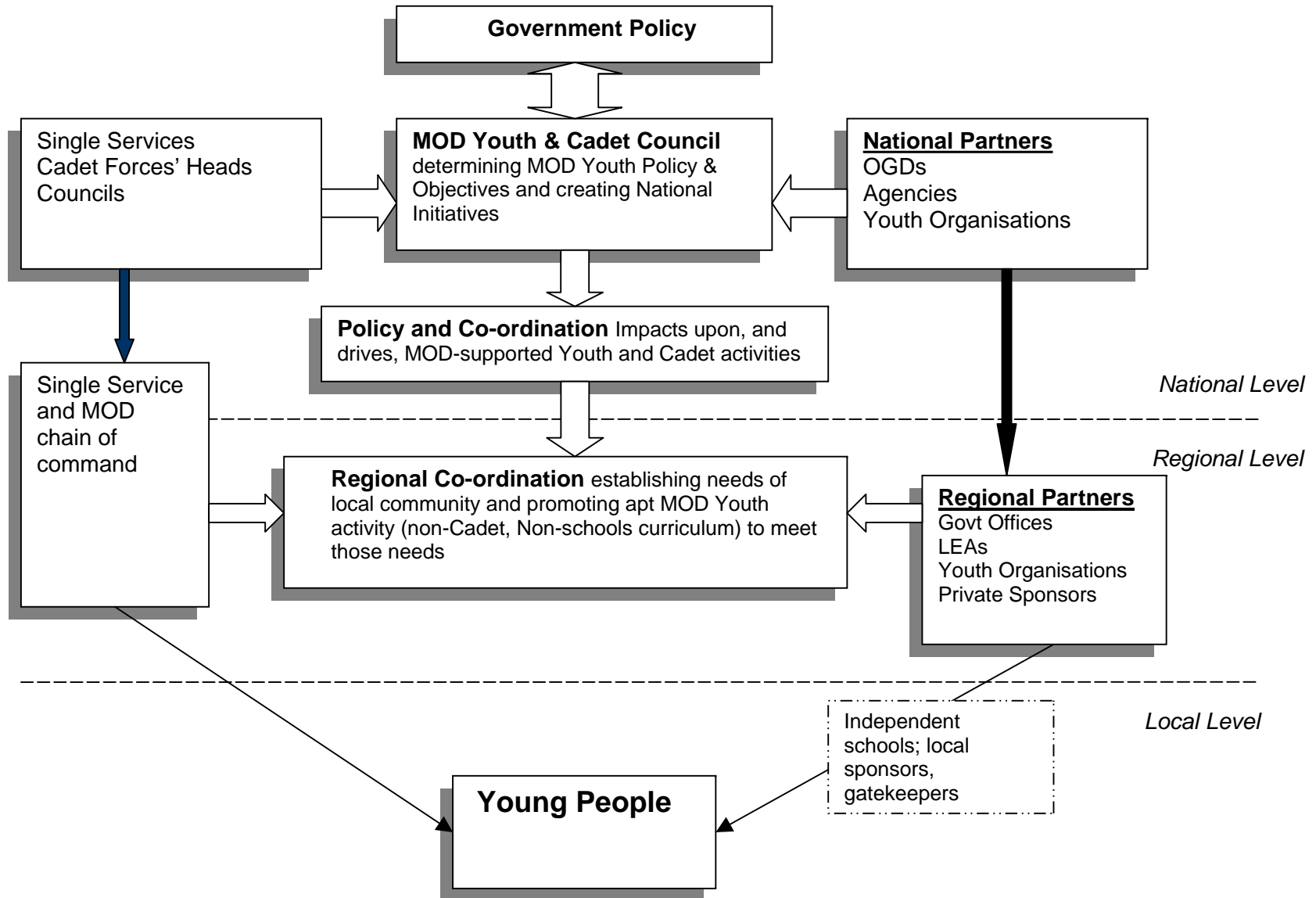
## **SUMMARY**

27. The MOD Youth Policy supports and is coherent with the wider Government's policy for youth. The Armed Forces Youth policy will be delivered through activities that can be grouped into three categories: Cadet, Curriculum and non-Cadet activities.

28. Cadet activities are and will remain in the main effort of the Defence Youth policy, attracting the overwhelming share of available resources. Cadets will continue to be run as at present and any change will be evolutionary with the search for efficiencies and eradication of anomalies being the main driver. Cadet forces must retain their unique sense of identity and ability to offer core activities through which their members can define their sense of purpose and motivation.

29. Non-cadet activities will provide a wider range of opportunities through which to deliver the Youth policy. Non-cadet activities will be pursued in conjunction with strategic partners who share complementary objectives, skills and capabilities. At national level, MOD will draw these partners together along with relevant stakeholders in the Defence community to set policy, define objectives and co-ordinate activity at a national level. Delivery of the outputs will be co-ordinated at regional level by the RFCAs using local stakeholder groups which mirror the national structure.

**MOD Youth Initiatives Delivery – Conceptual Model**



**MOD CADET AND YOUTH COUNCIL (CYC) – CHARTER**

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**PURPOSE**

1. The Cadet and Youth Council (CYC) is to provide executive oversight and governance of Defence Policy on Cadet and Youth issues.

**MEMBERSHIP**

	<b>Appointment</b>
<i>Chairman</i>	US of S
<i>Members</i>	VCDS
	Chairman of the Council of RCFAs
	DCDS (Pers)
	ACDS (R&C)
	DGMC
	DRFC
	FOTR
	Chairman Marine Society and Sea Cadets
	ACGS
	Chairman Army Cadet Force Association
	AOC TG
	Representative from the Air Cadet Council
	Chairman Combined Cadet Force Association
	Chairman Royal Marine Cadet & Advisory Board
	DfES
	Home Office
<i>Secretary</i>	DRFC (C & Y)

**RESPONSIBILITIES**

2. Endorse Youth Policy<sup>10</sup> and objectives

<sup>10</sup> Personnel Guideline No 3 of Armed Forces Overarching Personnel Strategy (AFOPS)

3. Provide guidance and direction for strategic decision-making to enable MOD's effective implementation and delivery of Youth Policy<sup>11</sup>.
4. To review overall levels of resource and funding to support Youth and Cadet activities.
5. Contribute to the development of Government Youth Policy

#### FREQUENCY AND TIMINGS OF MEETINGS

6. Annually in May.

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<sup>11</sup> To include top level issues relating to cadets

## Strategic National and Regional Partners: Government

Aim	National Level: Govt Lead	Regional Level: Local Lead	Objectives and Performance Targets [PSA Targets 2004] relevant to MOD Youth Policy	Comments
<b>England:</b>				
Sustainable Communities	Office of Deputy Prime Minister (ODPM)	Local Government Offices (GO)	(1) Tackling disadvantage by reviving the most deprived neighbourhoods, reducing social exclusion and supporting society's most vulnerable groups  (2) By 2008, improve effectiveness and efficiency of local government in leading and delivering services to all communities	
Building a safe, just & tolerant society	Home Office	Active Community Unit, Social Exclusion Unit, Crime & Disorder Reduction	(1) Citizens, communities and the voluntary sector are engaged in tackling social problems  (2) Fewer people's lives are ruined by drugs	MOD-HO discussions ongoing; draft MOU imminent

		Partnerships	and alcohol	
	Youth Justice Board	Assistant Chief Police Officers, Youth Offending Teams, Youth Inclusion Programmes, Safer Schools Partnerships	Prevent offending by children and young people (comprising 10 related targets) <sup>12</sup>	YJB-MOD MOU signed May 04
Education, personal development	Department of Education and Skills (DfES)	Schools & Local Education Authorities including Youth Services, Connexions,	(1). Safeguard children and young people, improve their life outcomes and general well-being, and break cycles of deprivation  (2). Raise standards including attendance and behaviour and tackle the attainment gap in schools  (3). All young people to reach age 19 ready for skilled employment or higher education (4) Encourage volunteering and participation in the community	
Health	Department of Health (DH)	Health Authorities, Primary Care Trusts, Local Health Authorities	(1). Improve the health of the population. Includes target shared with DfES and DCMS to halt year-on-year rise in obesity among children under 11 by 2010 and reduce under-18 conception rate by 50% by 2010	
Quality of life through sport	Department for Culture, Media	Regional GOs, local Sports Councils	(1). Enhance access to sport for children and give them the opportunity to develop their	

<sup>12</sup> Youth Justice Board Corporate and Business Plan 2004/4 to 2005/06

and culture	and Sport		talents to the full and enjoy the full benefits of participation. Includes targets shared with DfES and DH to enhance take-up of sporting opportunities by 5-16 year olds beyond school curriculum as well as within it.	
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**Welsh Assembly Government:**

The Welsh Assembly Government (WAG) determines its youth policy through the WAG Cabinet Sub-Committee on Children and Young People. WAG Youth Policy is delivered and administered through 22 regionally based WAG Framework Co-ordinators. Further data is being gathered.

**Scottish Parliament:**

Youthlink Scotland works in partnership with voluntary organisations, local authorities and national government, to influence the development of policy and legislation affecting young people. Its youth strategy is delivered through 32 Scottish regions in conjunction with statutory and voluntary organisations. A regional organisation chart has been developed by RFCA Highlands.

**Northern Ireland Assembly:**

Data being gathered

## MOD-Supported Non-Cadet<sup>13</sup> Youth Initiatives

Name of Youth Initiative	Objectives/Mission Statement relevant to MOD Youth Policy <sup>14</sup>	Level of MOD support	Comments
Project Outreach	To help crime vulnerable and socially disadvantaged young people (12-14) become responsible citizens	Provision of funding, Army Cadet Force Instructors & resources	Outreach-MOD Compact in draft
Skill Force	Re-engage disaffected youth (14-16) and reducing school truancy through offering a more vocationally based education	Part MOD funded, provision of Cadet training/assets	Skill Force-MOD Compact in draft
Princes Trust: Team Programme	Help bring positive self-esteem to young people, esp. those at risk of (or already) social exclusion	Provision of funding, Military volunteers & AF and Cadet assets	PT-MOD Compact signed

<sup>13</sup> This term is to distinguish those Youth Activities that do not form part of the Cadet Forces curriculum.

<sup>14</sup> Personnel Strategy Guidance No.3 of Armed Forces Overarching Personnel Strategy (AFOPS)

