

What is the social impact resulting From the expenditure on cadets?

An Interim Report

The Institute for Social Innovation & Impact
The University of Northampton
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1. Glossary

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|----------------|--|
| ACF | Army Cadet Force |
| ASD | Autistic Spectrum Disorder |
| BAME | Black, Asian, minority ethnic |
| BTEC | Business and Technology Education Council (Qualification) |
| CCF | Combined Cadet Force |
| CCFA | Combined Cadet Force Association |
| CEP | Cadet Expansion Programme |
| CFAVS | Cadet Force Adult Volunteers |
| CV | Curriculum Vitae |
| CVQO | Education charity, providing vocational qualifications to youth group members and adult volunteers |
| DBE | Dame Commander of the Order of the British Empire |
| DfE | Department for Education |
| FSM | Free School Meals |
| GMACF | Greater Manchester Army Cadet Force |
| HMRC | Her Majesty's Revenue and Customs |
| ILM | Institute of Leadership and Management |
| ISII | Institute for Social Innovation and Impact |
| MOD | Ministry of Defence |
| NEET | Not in employment, education or training (young person) |
| NHS | National Health Service |
| ONS | Office for National Statistics |
| PREVENT | Part of the Government's counter terrorism campaign |
| RAF | Royal Air Force |
| SEND | Special educational needs and disability |
| SNCO | Senior non-commissioned officer |
| STEM | Science, technology, engineering and maths |
| UK | United Kingdom |

2. Acknowledgments

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RAF Cranwell and Air Cadets team

Schools

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Finally, we thank the personnel of the Cadet team in the MOD for their assistance in helping the research team gain access to data and personnel.

3. Executive summary

The financial value of every aspect of social impact delivered by the four MOD-sponsored Cadet Forces¹ is not possible to quantify exactly (future reports will improve the reporting of financial benefit). However, the evidence gathered for this interim report clearly demonstrates that the value of the social impact that Cadet Forces deliver is vastly greater than the annual cost of the Cadet Forces to the Defence budget. These benefits go across Government departments and are clearly relevant to Defence, Education, Social Services, HMRC and the Cabinet Office. Cadet Forces deliver impact that is directly relevant to the Prime Minister's vision of a "shared society" and clearly contribute to increasing social mobility and decreasing social disadvantage. Specifically, the research to date has identified that:

- Cadet Forces are effective at **supporting children that receive Free School Meals (FSM) to achieve their potential**. The potential saving to the UK that the Cadet Forces make by supporting, encouraging and developing current cadets that are FSM children, is greater than twice the amount which MOD spends annually on cadets.
- A study carried out in Greater Manchester strongly indicates that children that have been **excluded from school** and who join cadets are statistically significantly more likely to have **improved attendance and behaviour** on their return to education. The savings to the education budget of these social impacts are potentially huge.
- The Cadet Forces have a significant impact on **making communities more inclusive**. It is clear that cadet detachments enable people to overcome disadvantages in a way that schools do not.
- For most people, Sea, Army and Air Cadets are the visible face of the Armed Forces in the Community. The activities that cadets and Cadet Force Adult Volunteers (CFAVs) carry out as they deliver military values, results in **increased recognition and awareness of our Armed Forces** and improved respect for veterans.
- The formal training provided by all Cadet Forces is highly regarded. There is a very strong belief that CVQO courses have great value for CFAVs. They are deemed particularly useful for those adult volunteers with few or no qualifications. The qualifications and awards that adult volunteers have gained are estimated as providing the current adult volunteers with **potential lifetime earnings increase of £15.58 million**²
- Many adult volunteers **gain significant personal and social benefits** from being involved with cadets.

¹ The Sea Cadet Corps, the Combined Cadet Force, the Army Cadet Force; and the Air Training Corps.

² This is based upon an analysis of 338 CFAVs who gained accredited qualifications of NVQ Level 2 or higher. This does not include the other 186,000 qualifications gained since 1965. See Section 4.4 in the Methodology Paper for more information.

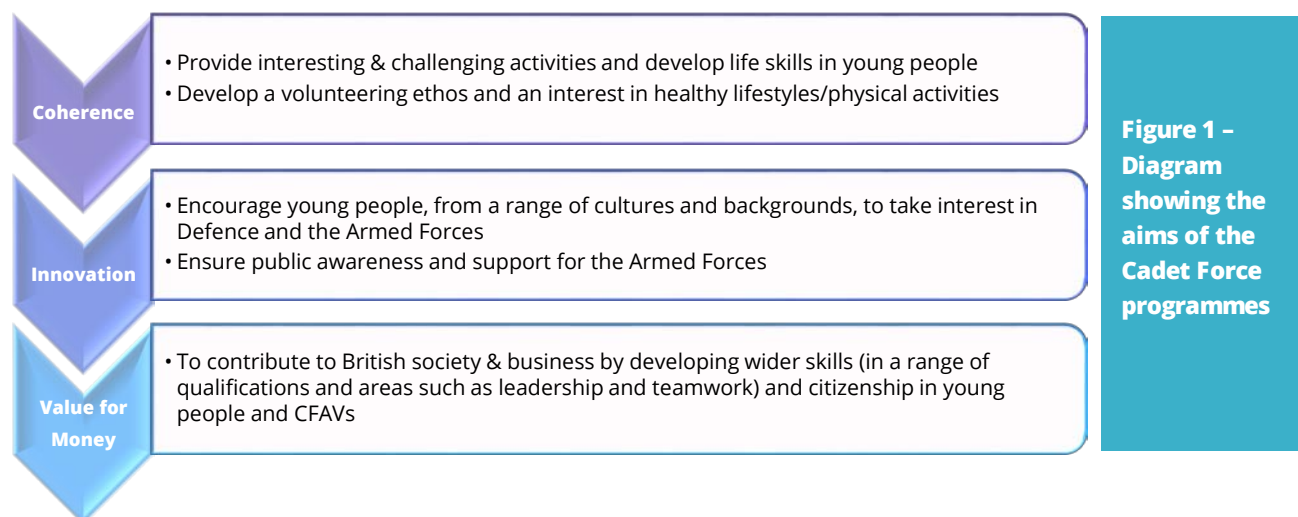
- Serving soldiers that were cadets have: **higher self-efficacy**³; are **four times more likely to be a SNCO or officer** than non-cadets; and **serve at least six years** longer on average than non-cadets. Furthermore, 94% of serving soldiers that were cadets said it had 'positively' helped their Army career, and 25% of them stated that being a cadet had been "very useful" to their career. Moreover, serving soldiers that were cadets reported that the main personality traits that had been developed by their experiences in the Army Cadet Force (ACF) or Combined Cadet Force (CCF) were **leadership and self-discipline**.
- The development of **communication, confidence and leadership skills** that all four Cadet Forces deliver, are valued by cadets, parents, educational organisations, and employers. This skills development underpins all of the social impact that the Cadet Forces deliver.

4. Introduction

In July 2016, on behalf of the MOD, the Combined Cadet Force Association and CVQO commissioned the Institute for Social Innovation and Impact (ISII) at the University of Northampton to undertake a four-year longitudinal research project. The project is designed to help understand the social impact of the spending on cadets and the Cadet Expansion Programme (CEP), as well as the benefits of the qualifications provided by CVQO, (Appendix 1.1 research questions).

This is an interim report produced by the ISII research team. It is based on partial data and contains preliminary findings on the social impact of expenditure on cadets.

Cadet Force programmes have multifaceted aims, as shown in Figure 1.



³ Self-efficacy reflects a person's confidence in their ability to exert control over their own future, including motivation, behaviour and their social environment. An individual's perception of their self-efficacy affects the nature of the activities that they take part in, how much effort they put into them and how long they will persevere in these activities when faced with adversity. Self-efficacy provides the critical link between an individual possessing certain skills or abilities, and their actual engagement in an activity that requires those skills (Bandura, 1997).

Some of these aims directly benefit the Armed Forces and MOD, for example through raising cadets' awareness of military careers. Other aims e.g. developing life skills such as first aid, benefit society as a whole and thus, of course, other Government departments.

4.1 Social Impact

There is no universally accepted definition of what social impact constitutes. The brief agreed with the project Commissioners is, "using Government data and figures, and data gathered through original research, the project will measure and report on the economic and social benefits delivered by the Cadet Forces to individuals and society". It is these terms of reference that underpin the work that has been conducted thus far into measuring the social impact of cadets.

4.2 Research Methods

The data for this interim report on the social impact of the Cadet Forces has been gathered from Sea Cadets, ACF, and Air Training Corps (ATC) cadets, ACF CFAVs, parents, teachers and serving Armed Forces personnel, using a range of robust and rigorous research methods. To allow the research team to gather a wide range of data many cadet units and military personnel made themselves or data available at short notice. For this report, ATC cadets have provided much of the data gathered through questionnaires, while cadets and CFAVs from ACF units have provided much of the data gathered through interviews.

Primary data was collected via 136 semi-structured interviews, mainly face-to-face, with cadets, CFAVs, senior officers and parents/carers, and school staff between August 2016 and July 2017. Primary data has also come from online surveys, measuring the general self-efficacy of cadets (1648 respondents) and another with serving soldiers (280 respondents). Additionally, 104 CFAVs completed questionnaires between January and March 2017. Secondary data has been gathered through analysis of selected Westminster data (a cadet Management Information System) and MOD statistics, a range of Government websites, and a study of previous reports and literature (Plastow, Beckett, Sharwood-Smith, Moon, see References).

Using such a range of data allows for the breadth and depth of the social impact to be identified, however, this is an interim report which is part of a longitudinal four-year study, so inevitably these findings are not definitive. Further research will explore these initial findings in more depth and allow for more longitudinal and substantiated conclusions to be drawn. Participants were promised confidentiality and results have been made anonymous as necessary to ensure this. A more detailed account of research methods employed by the research team can be found at Appendix 1.2. A paper focused on the methodology adopted with specific reference to social impact measurement has also been produced by the research team and is available on request.

5. Results

5.1 Themes

The primary and secondary data gathered was analysed and the areas of social impact identified were categorised into four main themes:

- 1. Social Mobility**
- 2. Inclusive Communities**
- 3. CFAVs**
- 4. Careers/Employability**
 - a. Civilian**
 - b. Military (Regular/Reserves recruitment/retention)**

The qualitative findings were analysed using data-driven coding, which is where the codes derive from the raw data. The research team used Tesch's (1990) eight-step model and agreed on 120 codes which were then grouped into a number of themes and utilised as part of the interim report. A more detailed breakdown of the themes is shown in Figure 2 below, and each theme is examined in turn in the report. In order to keep this report relatively concise, the key findings under each theme have been summarised, with further details being supplied in a separate document as appendices. Some of the themes that emerged from our initial findings relate back to MOD priorities, whilst others relate to priorities for other Government departments.

5.1.1 Communication, confidence and leadership

Being in cadets develops a wide range of key skills and competences. Data gathered by the research team through both interviews and questionnaires clearly showed that the personal skills and behaviours that are particularly developed are those of communication (both sending and receiving), confidence, and – vitally – leadership of self and others. It is important to note that, for most cadets, these skills and behaviours are mainly learned at cadets, as opposed to at home or at school. It is the development of these behaviours that underpins the social value delivered by cadets. The following quote from a Sea Cadet neatly summarizes the impact of cadets (further quotes available in Appendix 1.3).

"It's just good experience and obviously its learning skills. So how to work in a team, leadership, speaking to people with confidence, because they're all going to be useful in later life because any job that you do you are going to have to have those skills to be able to achieve a job ...Yes, I've been part of the Sea Cadets for a long time so I thought, why not? Go and meet some new people as well. There's a leader and you have to manage a team. And to do certain promotions you've got to be able to do a task and lead so I've learned most of my skills through them. Like, school and college have had an impact on that but for me it's mainly Sea Cadets that's done that." – Cadet



Figure 2 - The different areas of social impact that emerged from the primary data collection

5.1.2 Social Mobility

Social mobility and making sure that the children of “ordinary, working class people”, who do “the right thing, work hard, pay taxes, will have a fair chance in life, the chance to go as far as their talents will take them”⁴ is an aspiration that underpins the work of the current Prime Minister. Our findings show that being a cadet helps contribute to such social mobility and building a shared society. Many of the cadets, CFAVs, parents, school staff and senior staff who participated in the research believed that the Cadet Forces developed key skills and gave young people a number of opportunities that they might not otherwise have had, such as trips abroad, adventure sports, access to Duke of Edinburgh awards⁵ and military activities, such as flying.

The benefits of providing people with opportunities to engage in outdoor activities were outlined in a MIND study⁶. There has been a significant increase in the demand for mental health services for young people with the number of young people who self-harmed being admitted to hospitals increasing by more than 50% between 2009/10 and 2014/15.

This increase in mental health issues in adolescents comes at the same time as reductions in NHS and local authority mental health intervention services. In 2016 90% of secondary school heads reported increased mental health issues (depression and anxiety) amongst their pupils over the

⁴ (Theresa May, 9 September 2016 <https://www.gov.uk/government/speeches/britain-the-great-meritocracy-prime-ministers-speech>) (accessed December 2016)

⁵ Analysis of the Greater Manchester ACF database in January 2017 revealed that 54 currently serving cadets had completed their Bronze DoE award. The vast majority of these cadets were from disadvantaged backgrounds.

⁶ MIND, (2013), Feel better outside, feel better inside, available at <http://www.mind.org.uk/media/336359/Feel-better- outside-feel-better-inside-report.pdf?ctald=/about-us/policies-issues/ecotherapy/slices/read-the-report/> (accessed December 2016)

preceding five years⁷. Mental health problems represent the largest single cause of disability in the UK, the cost to the economy is calculated to be in the region of £105 billion per year⁸.

Prior research⁹ has identified that the participation in youth programmes can positively impact mental health in older life, suggesting that youth programmes promote resilience and social mobility. Thus Cadet Forces, by encouraging and enabling young people to engage in more physical outdoor pursuits, are likely to be saving the NHS significant sums. More work needs to be done in this area, but there seems little doubt that cadets represent a value for money way of engaging young people in activities that research (see footnote 9) shows lead to better mental health.

The lack of social mobility for young people from socially excluded backgrounds is a key barrier to a more inclusive society. Data gathered through this research project's survey of 1648 cadets (details Appendix 1.4) identified that just under 10% (n=160) were eligible for free school meals (FSM). FSM is a key indicator of educational attainment and hence long-term life success into adulthood. Young people that are FSM eligible are almost twice as likely (1.9 times) to be not in Education, Employment or Training (NEET) than their non-FSM peers¹⁰. The cost of becoming NEET to the state is significant, with studies suggesting that this adds an additional burden to the taxpayer of between £97,000 and £300,000¹¹. The most recent government NEET statistics identify the current NEET rate as being at 11.1% or 790,000 young people nationwide¹². The figures outlined above demonstrate therefore that 21.1% of the FSM cadets in the initial surveys are likely to become NEET (equivalent to 34 individuals). Therefore, the minimum potential cost to the state of not supporting these 34 young people to enter into employment, education and training could be as much as £3.3m, an extremely high figure given that the survey sample reported here contains less than 1.3% of all cadets¹³. The potential saving to the UK that the Cadet Forces make by supporting, encouraging and developing current cadets that are FSM children alone, is greater than twice the amount which MOD spends annually on cadets.

Furthermore, FSM pupils are 1.73x less likely to achieve English and Maths GCSEs grades A-C; and 2.38x less likely to achieve at least 2 A-Levels compared with their non-FSM peers¹⁴ (DPMO, March 2015), which can damage future lifetime earnings by as much as 20% or equivalent to £77,000 (BIS, 2011; BIS, 2013; NFER, 2015). This means that of the 160 cadets surveyed here only 26 will achieve at least 2 A-Levels (the equivalent figure for 160 non-FSM cadets would be 61); meaning

⁷ <http://www.ippr.org/publications/education-education-mental-health> (accessed January 2017)

⁸ <https://www.england.nhs.uk/wp-content/uploads/2016/02/Mental-Health-Taskforce-FYFV-final.pdf> (accessed January 2017)

⁹ Dibben, Playford and Mitchell (2016) 'Be(ing) prepared: Guide and Scout participation, childhood social position and mental health at age 50—a prospective birth cohort study' *Journal of Epidemiology & Community Health.*, 10.1136/jech-2016-207898

¹⁰ Bynner, J., & Parsons, S., (2002), Social Exclusion and the Transition from School to Work: The Case of Young People not in Education, Employment or Training (NEET), *Journal of Vocational Behaviour*, 60, pp. 289-309, London.

¹¹ Nelson, J and O'Donnell, L. (2012). *Approaches to Supporting Young People Not in Education, Employment or Training: a Review* (NFER Research Programme: From Education to Employment). Slough: NFER.

¹² ONS, (August 2017), Statistical Bulletin: Young people not in education, employment or training (NEET), 24th Aug 2017, available online at

<https://www.ons.gov.uk/employmentandlabourmarket/peoplenotinwork/unemployment/bulletins/youngpeoplenotineducationemploymentortrainingneet/august2017> (accessed September 2017)

¹³ Based upon total cadet numbers of 126,080 as of 1st April 2017.

¹⁴ Deputy Prime Minister's Office, (March 2015), Social Mobility Indicators, Published 25th March 2015, available online at <https://www.gov.uk/government/publications/social-mobility-indicators> (accessed December 2016).

that on average the 35 FSM cadets that did not meet this educational attainment would earn a combined £2.70 million less in lifetime earnings. Projected across the entire 126,080 Cadet Forces population this figure could be as high as £206 million. The costs here are therefore significant and the longitudinal data that will be collected by the research team will enable it to estimate the potential value of the social impact Cadet Forces deliver in improving social mobility.

A good example of how cadet detachments support disadvantaged (FSM) pupils, is provided by Greater Manchester Army Cadet Force (GMACF). Within the GMACF nearly 30% of cadets (n=99) are eligible for FSMs¹⁵, which senior CFAVs in GMACF, including the Commandant, state is indicative of wider social problems. One CFAV stated that the Greater Manchester area suffered from *“massive social problems, where generations of young people have been told they are not good enough. There is a culture of in-bred failure that inevitably leads to anti-social behaviour and problems”*. Within one school case-study in the Greater Manchester area¹⁶, data gathered by GMACF demonstrates that participation in cadets by pupils that were FSM, and had often been excluded from school, led to a 4% rise in attendance, equivalent to nearly eight days per academic year per pupil (19 days average absence reduced to 11 days). This pilot was run with a sample of 35 cadets¹⁷, which therefore means that it can be estimated that a total of nearly 280 days of absence were avoided due to involvement with the cadets. Whilst the average absence rate in this sample was 10% and therefore below the 15% required to be considered a persistent truant, the absence rates were still higher than the national average rate of 5.8% (DfE, March 2012, Reference 1). Nevertheless, reducing the absence rates of pupils offers significant potential savings to society. The cost of truancy to society is calculated at £12.06 billion¹⁸ in total costs, with an estimated 13.3 million days of truancy per year (Brookes et al., 2007, Reference 2). This equates to an average cost of nearly £903 per truancy day to society as a whole (including lifetime lost earnings and the costs of persistent disadvantage), whilst individual persistent truants are estimated to cost schools £970 per year in the direct costs of dealing with truancy (Brookes et al. 2007). Furthermore, GMACF identified that following engagement with cadets, pupils average behavioural point scores halved from 45.9 to 24.9. This not only has implications for the quality of the learning environment of all pupils, but also for reductions in exclusions (see Appendix 1.5 for further details).

The research team note that Oldham, part of Greater Manchester, is a DfE Opportunity Area. In Oldham GMACF, working with local schools, strives to raise aspirations and improve life-changes of cadets. It is striking how closely the work of GMACF fits with the stated aims for Opportunity Areas¹⁹; *“we will focus not just on what we can do to help inside schools, but also create the opportunities outside school that will raise sights and broaden horizons for young people.”* It is suggested that the Cadet Forces are one of the existing agencies that can play a significant part in achieving the aims for young people in Opportunity Areas.

¹⁵ GMACF cadets over twice as likely to be FSM than the national average for children at secondary school, which is 13.2%.

¹⁶ The case study school is in Oldham, a DfE Opportunity Area.

¹⁷ The results of this survey are statistically significant.

¹⁸ All figures from the Brookes et al. (2007) report were corrected from their 2005 values to 2016 levels.

¹⁹ DfE Press Release 18 January 2017, available online at <https://www.gov.uk/government/news/education-secretary-announces-6-new-opportunity-areas> (accessed January 2017).

"It's given me a lot more discipline in school. I used to mess about at the start and then since coming here I've learned, like, you can't mess about, that's not the way to do stuff now. And they're like, 'Oh you've changed a lot since Year 7, you've progressed so much. And I tell them I'm in the Cadets and they say like, 'That's really good'... And I try asking other people to join as well because if I've improved they can do the same as well" – Cadet

A 2012 DfE report states that 29% of exclusions are for persistent disruptive behaviour (DfE, June 2012, Reference 3) and FSM pupils are four-times more likely to be excluded from school than non-FSM pupils. Given that the average school disciplinary exclusion costs society nearly £28,000 (whole life costs as of 2004/2005 adjusted for inflation to 2016 levels)²⁰ this is a significant problem in education and one that engagement in cadets seems to reduce. Further research to directly test the impact of cadets on exclusions is required in order to explore the savings to the state provided in this area, which are likely to be very significant (Appendix 1.6 highlights one such example).

"We've got individuals here who have been permanently excluded, we've got over 20% of our children who have had at least one days' exclusion from school... All these things, they are the risk category. What we do, is we give them an opportunity to be supported at understanding those risks and then to propel themselves..."
- CFAV

An IPPR report²¹ suggests that many young people do not have access to factors that could help develop their non-cognitive abilities (many of these will come from less advantaged backgrounds); their parents may be less engaged, their environments may be less structured and secure, they may spend time with deviant peers and they are increasingly susceptible to fail at the same time as their better socialised peers are more susceptible to succeed. Changes in family life, the lack of youth employment opportunities and increased social pressures all exacerbate this lack of character and emotional immaturity. Previous research²² shows that structured extra-curricular activities, such as cadets, can help young people learn to control their behaviour and build their confidence and respect for others.

A 2006 research report from the IPPR²³ persuaded a former head teacher (since made a DBE for services to education) of a tough inner city Academy to set up a CCF in her school. In an interview with the research team, she reported the impact of an in-school cadet unit (see Appendix 1.7 for further quotes):

"Those highly structured uniformed extra-curricular activities, like ...cadets can reinforce the feeling of family and team in a school...improve attainment by 2-3%.....these youngsters who left ten years ago are writing about the impact it (cadets) still has on them, to me that's the test of any school improvement initiative not GCSE outcomes.....some youngsters will slip down and then come back, it's what's in the core of

²⁰ Brookes, M., Goodall, E. & Heady, L., (2007), Misspent Youth: The Cost of Truancy & Exclusion – A Guide for Donors and Funders, New Philanthropy Capital Report, Sloane Robinson Foundation, available at <http://www.thinknpc.org/wp-content/uploads/2012/09/Misspent-youth-report.pdf> (accessed January 2017)

²¹ Lawton, (2013), The Condition of Britain Interim report, IPPR.

²² Durlak J, Weissberg R and Pachan M (2010) 'A meta-analysis of after-school programs that seek to promote personal and social skills in children and adolescents', *American Journal of Community Psychology* 45: 294–309.

²³ http://www.ippr.org/files/images/media/files/publication/2011/05/freedoms_orphans_execsum_1538.pdf?noredirect=1 (Accessed January 2017).

them.....the values and the behaviours, it's partly resilience, it's character, it's determination, it's all of those softer skills" - Former Head Teacher

However, the analysis showed that when it came to school life it wasn't just young people with special educational needs and disability (SEND) that benefited from being in the cadets, one CFAV explained, *"We have kids that come along ...and their social workers have had enough of it and say, 'Right, you are going to Cadets'...Cadets is the sort of last chance then to behave themselves. And a lot of times ...they're a completely different person... (after their time in cadets), so it's very positive...the change"*. A cadet explained the impact of cadets on her,

"Cadets has really helped me in school ...whenever we did English presentations in the first year, before I joined Cadets, I could hardly do them, like, I...Ever since I've joined Cadets... I'm just so used to it now, you literally just speak in front of the group ...you don't really think about it, you just go for it...in first year and second year just before I started Cadets I was such an awkward...School always tries to take credit for it, like in assemblies and stuff if there's awards or anything they're like, 'Oh well, this person has improved this and this and this because of school', but it had nothing to do with school because if I hadn't come to Cadets I'd still be the person that sat in the corner and wouldn't talk to anyone." - Cadet

The data shows that Cadet Forces are playing a significant role in the lives of these young people in a way that school is not. One cadet explained,

"Cadets builds your confidence ...I can get up in class and take a whole lesson if I need to...There's also stuff that if we have a problem you can talk to the guys here about it. Like, you can really have a heart to heart if you really need to...whereas with school you don't really want to...here, everyone treats everyone like a big family." - Cadet

Several of the young people told us how cadets had made them realise that they had more to offer and could help others and do well in school, one of the them said,

"Cadets showed me that if I do this work I get rewarded, I think it's that kind of reward system that's made me think, 'Well, if I put my head down in school and I actually do well, I'm going to get rewarded with good grades and good GCSEs.'" - Cadet

Clearly school and the other adults in their lives are not having the same positive impact that the Cadet Forces are in the lives of these young people, motivating young people to want to achieve, one young cadet told us,

"Cadets has kind of put me in the situation where I'm like, it's getting to the point where I need to make up my mind what I want to do with my life. This has shown me that if I put my head down I can do whatever I want. So it's changed how I see school." - Cadet

Many of the young people commented that by being a cadet they had gained in confidence and learned a lot of life skills, such as team working, public speaking, teaching, and first aid. One young person who was hoping to go to university, explained,

"When I was writing my UCAS forms, like, you could write all the things you've achieved through Cadets and you've just got like the list of them: BTECs and Duke of Edinburgh Awards and ranks and...leadership...It just looks really good for your UCAS. And then you just realise how much Cadets has done for you." - Cadet

Travel was another area that many of the interviewees mentioned; for some of them cadets is the only holiday they get, one of them explained,

"I've had years of living with my foster family. Like, we've been in other foster homes but the whole nine years we've only had one family, ...we didn't really get to travel but now I'm in Cadets we get to go to Camp and go to York and go to the Brecon Beacons and this year we're going to Strensall". - Cadet

Another told us,

"Me and my family haven't been on a trip, like a holiday since I was about four. So literally if I wasn't in the Cadets I wouldn't ever be on holidays. I'm going to Bulgaria at the end of this year and that's my first trip abroad". - Cadet

The skills, confidence and social and cultural capital that cadets gain from being in the Cadet Forces can help them with many aspects of their lives, from future employment and educational achievement to access to Higher Education (HE) opportunities. DfE statistics on young people in care show that they have lower educational achievements, are more likely to be excluded and less likely to progress to HE²⁴. If being in the Cadet Forces can improve outcomes for young people in care then the social impact is significant, this is an area that will be researched further over the remainder of this research project.

Whilst it is difficult at this stage of the project to specify how representative the views of these cadets are, participants were randomly selected at camps. There is, however, triangulation of this data with parents (of sea cadets) and CFAVs (from the ACF) interviews which does suggest that the data collected so far is valid, further data collection and analysis will reveal more insights. The research plan aim is that quantitative data, from research with CEP schools and perhaps changes in the cadet databases, will be reported in future analysis.

In addition to their work in detachments, Cadet Forces have also been exploring innovative methods to support young people's learning. In October 2016, an Army cadet STEM camp was held on Salisbury Plain, which supported cadets to engage in practical learning around maths and physics, through a mixture of classroom learning and live-fire artillery exercises and military simulations. This was conducted over the half-term period and so acted as an extra-curricular study week. The STEM camp was extremely popular with cadets who stated that learning in schools was not contextualised enough, that practical learning was easier to absorb; and that there was a lack of focus on areas such as engineering in schools. Maj Gen Stanford, who organised the STEM camp as an innovative pilot for Army cadets²⁵, argued that cadets can act as a pre-vocational educational platform for young people and that activities such as the STEM camp were key to engaging young people in practical learning.

²⁴ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/602087/SFR12_2017_Text.pdf (accessed August 2017).

²⁵ The Air and Sea Cadets already have STEM modules in their syllabi

5.1.3 Inclusive Communities

The analysis of data gathered by the research team indicates that the Cadet Forces also have a significant impact on making communities more inclusive. The Casey report (2015) into social integration in the UK, undertaken at a time of increased social divisions and cultural tension, called for more to be done to build bridges between people and bind communities²⁶. It said that government programmes that encourage the mixing of young people from different communities are to be positively encouraged. The early evidence from participants shown below (see also Appendix 1.8), indicates that Cadet Forces encourage such integration, both within the community and schools. Cadet camps, both weekend and summer, seem to be particularly impactful in helping young people from different backgrounds:

“For example in our school, we have a great amount of Muslims and people from many different ethnic backgrounds, but, we don’t see many pure British people around either Christians or atheists, or they can be any religion, but when you go on camps you do meet that kind of variety, and it helps you to understand these kind of people and them to understand you as well...In school you don’t get as much chance, especially when you’re focused on like exams and stuff you don’t really care about socialising, in cadets you do get the time and the opportunity and you do meet these people with different backgrounds, different religions.” - Muslim Female Cadet

“I mean ...we’ve got quite a large Muslim population of cadets, which in recent years has really surprised me, that family members, or where the community won’t dissuade them from doing that, that’s always surprised me, I think it’s nice. I think it can only be a good thing, you know. They’re here, they never get discriminated against. It’s just a good thing that in this day and age that they’re able to do it freely, and they’re not getting grief for it, and I think it sends a message out publicly doesn’t it, that not all people of that faith are trying to kill everyone! Which is what people will try and spout these days don’t they?” - CFAV

“The wonderful thing was, you know all the PREVENT stuff, you had this group of youngsters, they were nearly all Muslims, they were from all parts of the world and they were all there wanting to be part of this incredibly archetypal British institution, all of the other curriculum initiatives they are so bolt on...sink without trace,...the most difficult communities, that lack collective efficacy, they need to have things which are highly routinized and have got tradition and symbol attached to them. It’s a very positive way of approaching British Values, it becomes an organic and evolutionary development, they own it...it provides a vehicle for what we think of as the best of British values...without appearing to judge others.” - Former Head Teacher

The teaching of British Values and mixing with people from different communities is not only of wider societal benefit to the UK but also contributes towards the Government’s PREVENT agenda. Cadet Forces teach young people from all sorts of backgrounds about the best of British Values and the work of the Armed Forces. It is hypothesized that the impact of this teaching could lead to an increase in careers in the Armed Forces among young people from black, Asian and minority ethnic (BAME) backgrounds, who, according to a recent 3-Star report²⁷ ‘may grow to 40% of the

²⁶ <https://www.gov.uk/government/news/casey-calls-for-integration-plan-to-bind-communities-together> 5 (accessed December 2016).

²⁷ 3-Star Youth and Cadet Steering Group: The High Level Review of Cadet Forces, 17 Apr 15.

recruiting audience.' Many cadet detachments go to great lengths to accommodate the religious and other requirements of people from different backgrounds. One GMACF Company Commander reported:

"6 Company GMACF is a force for integration. We made great efforts to accommodate the dietary and religious differences of the cadets and make sure that training does not disadvantage religious minorities. It works as well ... There is a 15 year old lad, an Afghan national, who arrived in Moss Side 18 months ago and had no English. He was encouraged to go to cadets, joined 6 Company, is now fluent in English and won the award for best cadet on the 2016 6 Company summer camp."

The detachment commander added:

"The lad from Afghanistan has made a fantastic transition. He is now a Lance Corporal and is a great motivator for younger children."

However, integration is not just an issue in BAME communities, it is also of concern for many other groups in British society. Social exclusion can be caused by many factors, such as unemployment or having mental or physical difficulties²⁸. The research team heard from a number of participants, cadets, CFAVs, parents and senior staff/school staff about the impact that cadets was having on issues relating to inclusion. There were many examples of young people with SEND who had found cadets to be a very positive impact on their lives as the quotes from their parents below indicate:

"She knows if she works hard, she can do anything, her confidence and skills, have come from cadets, not school, the teachers never really noticed her...cadets has made her into a leader..." - Parent of a young person with SEND

"She found school often wasn't fair, the wrong children get rewarded, whereas in Cadets the right children get noticed for the right things. Confidence and leadership have improved...They have a lot of empathy... (Cadets) gives them a fabulous grounding in so many things, so much confidence. All those years of schooling had little impact, Cadets has given her so much, confidence, structure, leadership...The impact of Cadets has been wonderful, it is a big part of their lives...they do so much, and it's always so affordable." - Parent of a young person with Autistic Spectrum Disorder (ASD)

Helping young people, especially those with SEND, feel more included in society is a valuable impact of the Cadet Forces. The consequences of isolation and exclusion can be life changing for young people and their families and the rise in anxiety, depression and behaviour problems are well documented at a time when mental health services for young people are under increasing strain and financial pressure. In a 2006 study²⁹ 40% of young people with ASD report being bullied at school and 1 in 4 young people with ASD have been excluded from school, over 110 students with ASD were permanently excluded from schools in 2014/15³⁰, the cost to society of excluding a

²⁸ Social exclusion is particularly marked among some sections of the white, male working class.

²⁹ Reid and Batten. (2006) Make School Make Sense For Me, NAS. Available at file:///C:/Users/MBajwa/Downloads/make%20school%20make%20sense%20for%20me%20(3).pdf (accessed December 2016).

³⁰ <https://www.gov.uk/government/statistics/permanent-and-fixed-period-exclusions-in-england-2014-to-2015> (accessed January 2017).

young person, can be as much as £28,000 p.a.³¹ as well as, of course, the devastating personal costs to the young person and their families. If cadet detachments can improve the confidence of young people, help them overcome problems and become more resilient then they are having a significant impact on their life chances – and it is clear that cadet detachments do enable people to overcome disadvantages in a way school does not.

One young person with Attention Deficit Hyperactivity Disorder (ADHD), who reported how he lost his temper a lot at school, felt that CFAVs had shown a lot more understanding towards his difficulties than teachers,

“My teachers wouldn’t believe me, they wouldn’t really try and understand or they’d just give me a detention... But in here they’ll try and help you calm down, they’ll try and find out why you’re upset...It’s more like they will understand... I used to be on report because I used to have a lot of fights in school, stuff, but (Cadets) has kind of made me control myself more.”

One of the young people who spoke to us has dyslexia and ADHD; he explained how he was struggling to cope at school until his CFAVs helped him realise that lots of adults and other cadets have dyslexia too. As he moved up the school cadets also helped practically,

“I would bring my homework in on the weekends and stuff and I would just do it. And again they would help me out...they are more focussed on you in here than in school. I don’t know why that is but it seems like here they teach you more and want to help you but in school I think, most of teachers, are like, ‘just another bad kid in the year group’”.

Latest DfE figures³²(2017) show that students with SEND, who make up just under 20% of the school population, account for just over 50% of all permanent and fixed term exclusions from school. If the work that the Cadet Forces do with young people can help reduce this figure and help these students achieve their potential, then the savings to society are unquestionable. Keeping a young person with SEND in mainstream schooling with support is a significant saving, with the cost of a special school place being approx. £10,000/annum³³ compared to mainstream, which is approx. £3,000-5,000/annum³⁴. If only one student per unit or school is helped by the Cadet Forces to stay in mainstream secondary education between ages 12-16, the savings could be between £25,000- £35,000, or significantly more if a student were to be excluded as a result of their behaviour.

³¹ Brookes, M., Goodall, E. & Heady, L., (2007), Misspent Youth: The Cost of Truancy & Exclusion – A Guide for Donors and Funders, New Philanthropy Capital Report, Sloane Robinson Foundation, available at <http://www.thinknpc.org/wp-content/uploads/2012/09/Misspent-youth-report.pdf>

³²https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/615192/Special_educational_needs_Publication_May_17_v6.pdf

³³ <https://www.gov.uk/government/publications/high-needs-funding-arrangements-2016-to-2017/high-needs-funding-2016-to-2017>

³⁴ <https://www.gov.uk/guidance/pre-16-schools-funding-guidance-for-2018-to-2019>

5.1.4 Armed Forces Awareness

“To most people nowadays the ACF is the face of the Army; it has the same values and standards as the Army. There are not many regular or reserve units and people don't know them.” – County Commandant, ACF

One of the more obvious impacts of the cadets is that of the work they do teaching young people about the history and work of the Armed Forces, and the visibility that uniformed cadets have in their local communities. This visibility and community engagement leads to enhanced intergenerational community cohesion, as young people and older generations engage with each other and develop understanding and empathy, a key element of the Government's previous Big Society and current Shared Society concepts. Some of the interview participants commented on this theme:

“It's great visibility for the Armed Forces, they look very impressive in their uniforms marching at the front of the school, we always get positive comments from the community” - Head Teacher of a CEP school

“Wearing the uniform gives you pride, and I take part in Veterans Day, so we have all the veterans come in our school, and we do a big parade... And it just shows everyone what you can achieve, like you can start from nothing and get so far... We do Remembrance Day parade...We do poppy selling as well, and we do in different places, and we do like, bag packs in the supermarkets. So you're just helping people out” – Cadet

The impact of cadets in the community is clear. For most people, Sea, Army, Air, and CCF cadets are the visible face of the Armed Forces in the Community. The activities that cadets and CFAVs carry out as they deliver military values results in increased recognition and awareness of our Armed Forces and improved respect for veterans. Enabling and supporting young people to be involved in their local communities, and the promotion of social action by CFAVs and cadets, are valuable (albeit unquantifiable) impacts and support the work of the Cabinet Office in its bid to build a stronger civil society³⁵. Cadets deliver significant social value in their impact on the community and the ways in which they increase awareness of the Armed Forces.

³⁵ <https://www.gov.uk/government/publications/cabinet-office-single-departmental-plan-2015-to-2020/cabinet-office-single-departmental-plan-2015-to-2020> (accessed January 2017).

5.1.5 CFAVs

“Being a CFAV is the best thing I have ever done” - Staff Sergeant Instructor

CFAVs are the ‘lifeblood of the cadet service’. This report has, for the first time, looked at the social impact that CFAVs both give, and gain. It is encouraging to note that in all Cadet Forces the formal training provided is highly regarded; one ACF County Commandant said, “the most recent adult instructor induction and training programme, introduced about three years ago, ‘is fantastic’. There is a national syllabus with CVQO qualifications being voluntary.” There is also a very strong belief that CVQO courses have great value for adults, especially the Institute of Leadership and Management (ILM) ones. They are deemed particularly useful for those adults with few or no qualifications and are regarded as very good for building a CV.

In Greater Manchester, the ACF has systematically used CVQO courses to develop the careers of some of its adult instructors, often those that greatly benefited from their time as a cadet. A teacher interviewed in Greater Manchester provided a particularly good example of this development. The individual had had a disadvantaged childhood and was at risk of exclusion when he was at school. Cadets ‘turned him round’ and convinced him he could succeed. He became a CFAV, then a Newly Qualified Teacher through doing CVQO courses. He is now a fully trained teacher earning over £32,000 p.a. He is also a CFAV with the rank of Captain. Both the individual and his ACF senior officers claimed his career would not have been possible without cadets and CVQO. Moreover, the individual is now running an exclusion unit in a secondary school in a very deprived area. His Deputy Head Teacher describes him as “the teacher of last resort in the area”. The school’s exclusion unit gets children from all over the area. Further, his Deputy Head Teacher claims that

“young graduate teachers could not do what he does as they are not experienced at working with vulnerable children. Many CFAVs, on the other hand, are very experienced at working with children who have behavioural issues and get excluded. As teachers, CFAVs know how to work with vulnerable children. The targeted curriculum the exclusion unit runs, and the way the individual runs it, provides the only hope of success for the children in the area that have been labelled as failures.”

GMACF has examples of five CFAVs that have used CVQO qualifications in order to become teachers (see Appendix 1.9 for further quotes).

A survey of 78 GMACF CFAVs carried out in January 2017 and 26 CFAVs in March 2017 (see Appendix 1.10) revealed that 55 of them had gained qualifications as a result of being adult volunteers. In addition, 30 of the respondents claimed that being a CFAV had been good for their career and the majority of respondents reported many more positive (improved confidence and self-belief, time management skills, friendships) than negative (time away from family) impacts. Two of the respondents said that being a CFAV had helped them find a wife³⁶! The range of occupations within the sample of CFAVs showed an interesting diversity and further research in this area may prove useful to the future recruitment of CFAVs.

³⁶ The research team does not intend to estimate the social impact of the Cadet Forces as dating agencies.

Based on the interviews and questionnaires completed with adult volunteers across all Cadet Forces, and the more in-depth data gathered from GMACF, the research team is confident in concluding that many adult volunteers gain significant benefit from being involved with cadets. Analysis of the Westminster database, a cadet Management Information System, (carried out in December 2016) on ACF and Sea Cadet CFAVs showed over 186,000 separate qualifications were gained by volunteers between the years 1965-2016. These qualifications and awards include BTEC, City and Guilds, the Institute of Leadership and Management (ILM) awards, and Duke of Edinburgh awards; through to other specific training such as health and safety and first aid courses. The qualifications and awards affect an individual's lifetime earnings potential. The educational provision, detailed in Appendix 1.11, is estimated as providing the 338 adult volunteers involved in the sample with potential lifetime earnings increase of £15.58 million (assuming that individuals had not already achieved the levels of qualification previously).

As well as gaining significantly from being involved with cadets, most adult volunteers provide a significant social impact to society by giving a huge amount to cadets. As one ACF Commandant stated, *"they do enormous hours, often of 'donkey work'. They have to have safeguarding skills and they do a lot of training in their own time: first aid, weapon handling, safeguarding etc."* Some CFAVs can claim Volunteer Allowance for some activities. All CFAVs interviewed highlighted that the commitment involved in being an adult volunteer is large and takes a great deal of personal time. The benefit and value to society of the thousands of 'free' hours provided to cadets by their adult volunteers is not, at this stage, possible to calculate. The research team will be doing more work on this issue in the next 12 months to estimate the likely financial value of this vital volunteering resource. The team will also investigate the support that employers, especially those that have signed the Armed Forces Covenant, provide to staff that are CFAVs.

However, the research team noted two issues of potential concern about CFAVs: firstly, nearly all CFAVs spoken to commented that they found the increasing paperwork and 'bureaucracy' a burden that distracted them from their work with cadets; secondly, it would appear that some adult volunteers that are unemployed have had their benefit cut because they have received Volunteer Allowance for some cadet training activities. They are thus being penalised for developing new skills and for volunteering.

5.1.6 Careers/Employability

A significant number of recruits to the Armed Forces have previous experience in the Cadet Forces. During this study, the research team has been struck by how many CFAVs, of all ranks, from the ACF have said that they actively discourage their cadets who want to join the Army from admitting that they were cadets. Statements such as, *"I tell them to keep their heads down and shine, rather than appear to be boasting or raise expectations and give themselves pressure"*, were typical of those made by CFAVs. It is important to stress that this observation is not a confirmed finding, the data sets are too small at this stage, and the research team will investigate this phenomenon further.

Informal conversations with serving and recently retired Army officers³⁷ about the numbers of SNCOs that had been cadets led the research team to conduct a pilot survey of serving soldiers (details on the survey findings Appendix 1.12) to gather data in relation to: demographics (gender, age, length of service, rank and education); whether they had been cadets; and self-efficacy.

280 serving soldiers (including 113 from a regular infantry battalion) completed the survey. We believe this survey to be unique. The findings indicate that serving soldiers that were cadets had higher self-efficacy; were four times more likely to be a SNCO or officer than non-cadets; and served at least six years longer than non-cadets³⁸. In addition, 94% of the respondents that had been cadets said it had 'positively' helped their Army career; and 25% of respondents that were cadets said it had been 'very useful' to their career. Moreover, serving soldiers that had been cadets reported that the main personality traits that had been developed by their experiences in the ACF or CCF were leadership and self-discipline.

While this unique survey had a relatively small sample size and only gathered data from serving soldiers, the findings are statistically significant and strongly suggest that the ACF and CCF are sources of high-quality recruits for the Army and that ex-cadets are very likely to be quicker to learn basic skills and more cost-effective to retain. It is not possible at this stage to put a financial value on ex-cadets as Regular soldiers, but it is likely to be significant. The research team will, as part of the next stages of the study, work with Regular and Reserve units in all three Armed Services to extend the study and estimate the financial value of ex-cadets joining the Armed Forces.

Members of the research team met Lt Gen Nugee, Chief of Defence People, in October 2016³⁹. It was noted that he has suggested that the awareness of the career opportunities available within the military would be enhanced if cadets were given the opportunity of attending a week of activities each year with Regular or Reserve Forces. The research team will discuss with the cadet team in MOD whether the desire to improve awareness of military career opportunities among cadets should affect the terms of reference of the study.

Most cadets, of course, do not intend to have a career in the Armed Forces, and the MOD's position is clear that the Cadet Forces are not conduits for entry into the Armed Forces. However, it is encouraging to note that the development of communication, confidence and leadership skills that all the Cadet Forces deliver, are valued by cadets, parents, educational organisations, and employers. There is evidence, at this early stage, that many employers⁴⁰ are actively seeking ex-cadets to be their employees and apprentices. ACF CFAVs from three detachments stated that they 'talent spot' and recommend cadets to employers.

The Commandant of GMACF has stated that there are over 400 cadets interested in apprenticeships across Greater Manchester. An event at which employers with apprenticeships meet cadets from all Cadet Forces is being considered. Furthermore, the research team has

³⁷ At Major, Lieutenant Colonel, Colonel and Brigadier ranks

³⁸ Further details available in the Appendices Document, at Appendix 1.12

³⁹ Two members of the research team attended a CVQO awards ceremony at RMA Sandhurst. Lt Gen Nugee was one of the attendees.

⁴⁰ Including PLCs such as Rolls Royce as well as small and medium enterprises.

identified that the qualities and competences developed by experience in the Cadet Forces produced a young person that had all the characteristics that employer groups said they wanted of their young apprentices. The research team has held discussions with senior officers and staff involved in the Air Cadets, Sea Cadets and Army Cadet Force to share these conclusions. It was suggested that a national scheme to match cadets with potential employers could be developed that would increase the career and employment opportunities offered to cadets by the Cadet Forces, while also helping employers address their need to recruit high-quality apprentices. It was, of course, recognised that the Armed Forces offer excellent apprenticeship schemes.

Appendix 1.13 details a small selection of the evidence of the value that people put on cadets for preparing them for future careers, but two particularly powerful quotes are cited below:

"I mentioned cadets and what it has done for me to my college interviewer and he was very impressed, I got my place because of cadets" – Cadet

"Having a Level 3 qualification, that shows I can lead others, that's going to make a big difference in my life whether I go to uni or not. Employers can see what I am capable of...it definitely gives me better options and chances..." – Cadet

6. Conclusions

Cadet Forces produce excellent outcomes for young people, CFAVs and the communities around them. They could be delivering significant value to the Regular forces. They deliver significant social impact. Although the financial value of every aspect of social impact is not possible to quantify (future reports will improve the reporting of financial benefit), it is clear that the value of what Cadet Forces deliver is vastly greater than the annual cost to the annual MOD budget. These benefits go across Government departments and are clearly relevant to Defence, Education, Social Services, HMRC and the Cabinet Office. Cadet Forces deliver impact that is directly relevant to the Prime Minister's 'shared society'.

The data gathered and analysed by the research team shows how young people and CFAVs become more confident, more qualified, better communicators and more sociable as a result of membership of the Cadet Forces. Their experiences and roles in the wider community increase trust and social capital and build the bridges which can help strengthen bonds and respect across both cultures and generations.

Previous research⁴¹ shows that the role of other adults in socialising young people, some of whom come from disorganised and chaotic homes, is vital if collective efficacy is to be developed. Since the London riots in August 2011 there has been an increased demand for effective youth development activity, the Cadet Forces certainly deliver under this heading. Allowing young people the chance to experience what they do in Air, Sea and Army cadet detachments is good for individuals, their families and communities. The cumulative effect results in big savings for, and

⁴¹ http://www.ippr.org/files/images/media/files/publication/2011/05/freedoms_orphans_execsum_1538.pdf?noredirect=1 (accessed January 2017)

many benefits to, wider society. The quote below sums up the story so far; the impact of the Cadet Forces is about fun, friendship, action, and adventure.

“School trips, I’ve said no ...I’d rather spend time with the cadets, I’ve got a bond with so many people, even the juniors at one place... you’ve got a bond, just everyone knows each other, everyone knows your strengths and weaknesses...since I’ve left school I’ve only stayed in touch with about five of them...but the cadet ones, they’re the ones really, we’ve got the same interests, we spend more time with them, we look after each other. It’s not just the friendships, it’s also the challenges, it’s, I’ve been to some really good camps, even when I was a junior, like my first time at camp as a junior was a challenge for me, as being a 12 year old in the camps when they’re pouring down with rain, that’s what I remember. It was cold, it was wet, it was horrible, but it was just so good, and progressing further, the challenges makes you want to go further, and now I’m a Sergeant Major, my inspiration was a Sergeant Major when I was in cadets, and for me to get to that position, it was mad to think the amount of stuff I’ve been through to get here... the confidence in the cadets taught me to be a leader in college... if it hadn’t had been for cadets, I wouldn’t have been able to push myself to the limit to get the results... it’s all about leadership, all about instruction, instructing and progressing, there’s plenty of things I’ve got on my CV that’s really benefited me.” – Cadet

6.1 Recommendations

This interim report should be used by MOD to better explain to Government Departments, and the Devolved Administrations, the scale and benefit of Defence's investment in the Cadet Forces.

The research team should carry out further investigations into the following areas:

- The impact on health (including mental health) and wellbeing on cadets and adult volunteers of the Cadet Forces,
- The financial savings to the annual national budget made by the Cadet Forces as a result of their work supporting, encouraging and developing current cadets who receive Free School Meals and/or are in Local Authority Care (LAC)
- The financial saving to the annual national budget made by the Cadet Forces as a result of their work supporting children who have been excluded from school, or are at risk of being excluded,
- The impact of the STEM activities and modules that the Cadet Forces deliver to cadets,
- The impact of CVQO and other qualifications upon adult volunteers,
- The value of the hours that CFAVs put into supporting Cadet Forces,
- The financial savings to the Defence budget resulting from cadets joining the Regular and Reserve Forces,
- The impact of the Cadet Forces on preparing cadets for future employment and education, including apprenticeships.

It is recommended that the MOD:

- Record SEND for cadets (in line with the DfE guidance⁴²) on both Westminster and BADER Management Information Systems
- Continue to look at reducing the administrative burden on CFAVs where possible
- Investigate the claim that CFAVs are having their benefits cut due to receiving Volunteer Allowance.

⁴²https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/637593/2017_to_2018_School_Census_Guide_V1_2.pdf

6.1.1 Limitations

It must be noted that this is an interim report and the conclusions reached, based upon the research data gathered and analysed to date, may change as additional data is gathered over the next three years. The data gathering process to date has engaged with participants from the ATC, ACF and Sea Cadets with broad participation across each of the chosen research methods. However, due to the early stage of the project the research has not yet been able to gather data from a fully representative sample, but as the research progresses it is anticipated that the results will become more representative of the make-up of the Cadet Forces.

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