

# What is the social impact and return on investment resulting from expenditure on the Cadet Forces in the UK?

Research Commissioned by the Ministry of Defence  
and conducted between 2016 - 2020  
Final Report



**Professor Simon Denny, Professor Richard Hazenberg & Dr Meanu Bajwa-Patel**

**The Institute for Social Innovation and Impact**

**The University of Northampton**

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# Executive summary.

In July 2016, on behalf of the Ministry of Defence (MOD) and CVQO<sup>1</sup>, the Combined Cadet Force Association commissioned the Institute for Social Innovation and Impact (ISII) at the University of Northampton to undertake a four-year longitudinal research project. The research project was designed to help understand the social impact and return on investment resulting from the MOD's expenditure on cadets and the Cadet Expansion Programme (CEP), as well as the benefits of the qualifications provided by CVQO.

## Key finding

The key finding of this research project is that participation in the Cadet Forces has significant positive impacts on young people, increasing their performance at school and improving their employment and career prospects. The impact is particularly strong for those cadets that suffer economic and other disadvantages. This finding is based on quantitative data gathered from c. 5,500 cadets on their level of self-efficacy as well as qualitative data. Self-efficacy is a concept that relates to an individual's confidence, motivation and self-esteem and their belief in their ability to exert control over their environment<sup>2</sup>. A high level of self-efficacy is significantly correlated with educational and employability performance and motivation<sup>3</sup>. In the UK, young people eligible for Free School Meals<sup>4</sup> (eFSM) score lower on measures of self-efficacy than other young people. However, our longitudinal data showed no statistically significant differences between eFSM cadets and non-eFSM cadets. We hypothesize that cadets that are eFSM have improved self-efficacy because of the activities they undertake

in the Cadet Forces. The implications of this finding are important for policy makers. Given that higher levels of self-efficacy are correlated with being more resilient, doing better at school and getting a job, it is very possible that being a cadet is, for a young person from an economically disadvantaged background, a key factor that enables them to achieve positive life outcomes.

97% of Cadet Force Adult Volunteers (CFAVs) that were teachers, social workers or members of the police force and who responded to our survey believe that participation in the Cadet Forces is particularly beneficial for disadvantaged youngsters.

Participation<sup>5</sup> in the Cadet Forces develops a number of key attributes. These key attributes are:

- the ability to **communicate** clearly, to diverse audiences, through formal and informal presentations and in discussions and interviews,
- the ability to **lead** a group of people to achieve an objective. This key skill includes the ability to plan and to communicate that plan, as well as being able to control, motivate and drive a team to succeed,
- the **resilience** to keep going, even when things go wrong or the situation is challenging,
- the ability to work as a member of a **team**, sharing views and helping others, while being able to take instructions and orders from the team leader,
- the ability to use **social skills**, including different behaviours, to achieve positive outcomes,
- the understanding that people are not the same, and the ability to accept **diversity** and work with the different talents that people have,
- the personal **confidence** to utilize key skills in different situations and with different people.

1 The Cadet Vocational Qualification Organisation (CVQO) is an education charity, providing vocational qualifications to youth group members and the adult volunteers who devote their time to running them, see <https://cvqo.org/>.

2 Judge, T. A., Locke, E. A. and Durham, C. C. (1997). The dispositional causes of job satisfaction: a core evaluation approach. *Research in organisational behaviour*, 19: 151-188; Bandura, A. (1986) The explanatory and predictive scope of self-efficacy theory, *Journal of Social and Clinical Psychology*, 4:3, pp. 359 – 373.

3 Zimmerman, B. (1995). Self-efficacy and educational development. In A. Bandura (Ed.), *Self-Efficacy in Changing Societies* (pp. 202-231). Cambridge: Cambridge University Press; Meyers, R. and Houssemand, C. (2010) Socio-professional and Psychological Variables that Predict Job Finding, *Revue Européenne de Psychologie Appliquée*, 60:201-219.

4 In the study we use eligibility for Free School Meals as a proxy for economic disadvantage.

5 Participation being defined as those young people that spend at least 12 months in the Cadets.



## Executive summary cont.

As a result of developing and deploying these key attributes, young people and society experience positive outcomes, including:

- **Increased social mobility**<sup>6</sup>
- **Improved educational outcomes** (as a direct consequence of improved attendance and behaviour)
- **Improved mental and physical wellbeing**<sup>7</sup>
- **Enhanced employability**
- Reduced vulnerability/increased resilience (to bullying and to criminal and extremist organisations)<sup>8</sup>
- Inclusive community links across ethnic, religious and socio-economic dimensions<sup>9</sup>.

The impact of the Cadet Forces on schools can be significant:

- Participation in the Cadet Forces, especially in a school-based Combined Cadet Force (CCF) unit, is associated with improved school attendance. The highest improvements are for males, those for whom English is an additional language, and those that are economically disadvantaged. This is a significant finding for schools, parents, the MOD and the Department for Education (DfE) because there are well-established links between attendance, disadvantage and levels of attainment.
- Being a cadet in one of the Cadet Forces in the community, namely the Sea Cadet Corps (SCC), the Volunteer Cadet Corps (VCC), the Army Cadet Force (ACF) and the Air Training Corps (ATC) also positively affects behaviour in school, in similar ways to that of a school CCF. Some community Cadet Force units take deliberate action to try and improve the educational outcomes of their cadets.
- A school CCF unit delivers personal development outcomes that are directly relevant to the Ofsted

Education Inspection Framework.

Cadets and adult volunteers can benefit greatly from the opportunity to gain qualifications.

- CVQO offers vocational qualifications to the Cadet Forces that deliver an extremely positive return on investment and are, in many cases, potentially life-changing. The lifetime value of CVQO vocational qualifications for just the 2018 – 2019 cohort of disadvantaged learners is in the region of £27.2 million for girls, and £81.7 million for boys, a total of £108.9 million. The value of CVQO qualifications for all its learners cannot be calculated but is a very significant figure.
- In many cases, gaining a vocational qualification with CVQO changes the career prospects of CFAVs. Vocational qualifications are particularly important for CFAVs with no, or very few, formal educational qualifications.
- The c. 29,000 CFAVs each provide c. 400 hours volunteering p.a., a total of 11.6 million hours per year. In addition to qualifications, CFAVs can gain other benefits from their volunteering such as improved career prospects and health benefits that can be calculated as being valued at c. £479 million p.a.

The impacts of the Cadet Forces result in significant benefits that accrue to a number of Government Departments, particularly the MOD; the DfE; the Department for Work and Pensions; the Department of Health and Social Care; HM Revenue & Customs; and the Ministry of Housing, Communities and Local Government.

The Cadet Forces provide an excellent example of the Ministry of Defence's corporate social responsibility, demonstrated in particular through the enhanced employability of cadets and CFAVs.

<sup>6</sup> Those points in bold are those where the evidence is particularly strong.

<sup>7</sup> This study finds that participation in the Cadet Forces improves the health and wellbeing of cadets which produces an annual return on investment in the region of £95 million.

<sup>8</sup> CFAVs share in some of these positive impacts. We explore this theme later in the report.

<sup>9</sup> Given the unique historical situation in Northern Ireland, the role of the Cadet Forces in supporting community cohesion is potentially important. Indeed, the data has shown that the Cadet Forces unique position as a uniformed youth group in Northern Ireland helps to integrate youngsters from Catholic and Protestant communities, who might otherwise not mix in the community.

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## Executive summary cont.

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It is not possible to arrive at a single figure that reports the financial value, the return on investment, of the Cadet Forces. However, it is possible to use calculations and values published by Government Departments, by research commissioned and published by Government Departments, by peer reviewed journals, and by the Unit Cost Database<sup>10</sup> to carry out calculations that give indicative financial values of the impact that the Cadet Forces in the UK deliver. Inevitably, different sources use different variables in their calculations and thus arrive at different impact values. In our report, in places, we use different calculations for the same area of interest, and show the different impact values arrived at. The calculation of the value of social impact is not an exact science. However, whichever methodology we use, when these calculations are done, it is clear that the social impact of the Cadet Forces is very positive, and the returns on investment delivered indicate that expenditure on the Cadet Forces is a very good use of taxpayers' money that supports social mobility and community cohesion.

<sup>10</sup> <https://golab.bsg.ox.ac.uk/knowledge-bank/resources/unit-cost-database/>

# The size of the UK Cadet Forces.

As at 1 April 2020 the Cadet Forces consisted of:



Sea Cadet Corps:



14,670 Cadets and 4,660 Adult Volunteers



Volunteer Cadet Corps:



460 Cadets and 150 Adult Volunteers



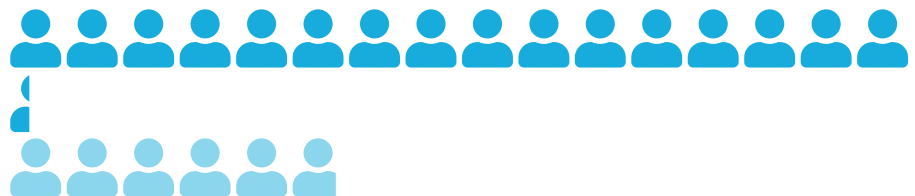
Army Cadet Force:



37,410 Cadets and 9,100 Adult Volunteers



Air Training Corps:



32,760 Cadets and 11,680 Adult Volunteers



Combined Cadet Force:



45,020 Cadets and 3,340 Adult Volunteers

**Total:**

130,310 Cadets and 28,920 CFAVs



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# Introduction.

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

The Cadet Forces have multifaceted aims, including providing young people with interesting and challenging activities and invaluable life skills, as well as raising awareness of careers in Defence and the Armed Forces. However, it should be stressed that the Cadet Forces are not recruiting organizations and are not regarded as such by HM Forces. Indeed, the MOD recognises them as non-military youth organisations committed<sup>1</sup> to promoting UK prosperity and civil society, a key objective of the MOD's Single Departmental Plan. The MOD's commitment to the Cadet Forces should be seen in the context that local authority spending on youth services continues to fall<sup>2</sup>, despite acknowledgment that young people's services are invaluable.

This four-year study was given three questions to address in its terms of reference:

- What is the social impact resulting from the UK (MOD) spending c. £180M p.a. on Cadet Forces?
- What is the social impact of the Cadet Expansion Programme (CEP) on the individuals who join the cadet units, their schools, the CFAVs, their local communities and wider society?
- What are the benefits of the qualifications provided by CVQO to cadets and CFAVs?

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 into measuring the social impact of cadets.

This is the final annual report from the four-year study of the social impact resulting from the MOD's expenditure on the Cadet Forces. The report summarizes the key findings of the research project and describes the implications of these findings for relevant Government departments. Using calculations developed by the UK Government, national institutions and previously published research, this report gives estimates of some of the returns on investment that result from the outcomes of participation in the Cadet Forces. The report includes new data gathered and analysed since the third interim report published in autumn 2019. It does not repeat the contents of the interim reports produced in 2017, 2018 and 2019 but aims to provide, where possible, a summary of the impacts and resulting benefits to both individuals and society. All financial figures cited in previous works have been updated to 2019 costs or values in this report using the Bank of England Inflation Calculator.

The study is important as public money is used to fund the Cadet Forces, the CEP, and partially fund CVQO. It is necessary to identify whether this expenditure results in positive impacts. Previous studies into the Cadet Forces have not attempted to identify the outcomes of participation in the Cadet Forces, the impacts of these outcomes, nor to put financial values on these impacts. This research seeks to 'go beyond the anecdote' to identify, where possible, the returns on investment that result from c. 130,000 young people and c. 29,000 adult volunteers taking part in Cadet Force activities.

The Cadet Forces' Mission<sup>3</sup> is 'To prepare Cadets for success in their chosen way of life, increasing their awareness and understanding of the Armed Forces

1 <https://www.gov.uk/government/publications/ministry-of-defence-single-departmental-plan/ministry-of-defence-single-departmental-plan-may-2018>

2 <https://ukyouth.org/wp-content/uploads/2018/02/UK-Youth-State-of-the-Membership-2018.pdf>

3 Source: Joint Service Publication 814 - Policy and Regulations for Ministry of Defence Sponsored Cadet Forces

and their role in society by delivering enjoyable, well organised, military-themed activities in a challenging and safely-managed environment'. The Cadet Forces' Vision is 'Providing a challenging and stimulating contemporary cadet experience that develops and inspires young people within a safe environment'<sup>4</sup>.

It should be noted that the Mission and Vision do not include producing a positive return on investment, tackling social problems, increasing educational achievement, or improving well-being. However, this report presents evidence that the Cadet Forces, in delivering their Mission and Vision, have a significant and positive impact on the lives of the young people and adults that make up the 'Cadets', and that this impact results in financial and non-financial benefits to UK society and the taxpayer.

The report is based on data gathered from over 640 in-depth interviews and over 5,500 responses to questionnaires. The sample of cadets and adult volunteers was drawn proportionately from England, Northern Ireland, Scotland and Wales.

The research into the impact of participation in the Cadet Forces should be seen in the national context for young people in the UK, with concerns over mental health problems, self-harm, and the negative effects of poverty. The NHS report, 'Mental Health of Children and Young People in England 2017'<sup>5</sup> concluded that the mental health of young people was a cause for concern. It states that in 2017 13% of children aged 5-to-19 had at least one mental disorder; with 5.5% of children aged 2-to-4 and 16.9% of young people aged 17-to-19 having a mental disorder. In addition, emotional disorders have become more common in those aged 5-to-15 years old. The national data for self-harming is similarly concerning. The Children's Society, in their annual 'Good Childhood' report 2017<sup>6</sup>, claimed that nearly

a quarter of 14-year-old girls had self-harmed in the previous 12 months. Out of the 11,000 children that took part in the survey, 22% of girls and 9% of boys said they had intentionally harmed themselves.

The impact of poverty on young people is also part of the national context. This research has used eligibility for Free School Meals (eFSM) as a proxy for poverty<sup>7</sup>. National data<sup>8</sup> show that children who are eFSM score lower in measures of self-esteem and self-efficacy, which correlates to poorer academic performance<sup>9</sup>, with c. 70% of eFSM children not meeting expected standards at age 16. Moreover, children that are eFSM are four times more likely to be excluded from school than their non-eFSM peers and being excluded from school often leads to a young person failing to secure employment or enter further or higher education, or training<sup>10</sup>. The DfE (2017) stated that only 1% of young people who had been excluded achieved five good GCSEs, including English and Mathematics. The Institute of Public Policy Research estimated in 2017 that the lifetime cost of exclusion is around £392,000 per individual, adjusted to 2019 costs. Data from cadet units and this study shows that a significant minority (~10%) of cadets are eFSM. Against this depressing backdrop that affects many of the UK's young people, it is important to ascertain whether a nationwide uniformed youth group, that is supported and largely funded by the Government, has an impact and, if it does, what the value of this impact is.

Social impact can be defined as "The reflection of social outcomes as measurements, both long-term and short-term, adjusted for the effects achieved by others (alternative attribution), for effects that would have happened anyway (deadweight), for negative consequences (displacement), and for

4 Ibid.

5 <https://digital.nhs.uk/data-and-information/publications/statistical/mental-health-of-children-and-young-people-in-england/2017/2017>

6 <https://www.childrenssociety.org.uk/what-we-do/resources-and-publications/the-good-childhood-report-2017>

7 To be eligible for free school meals a child's parents or guardians must receive some form of national benefit or allowance, see <https://www.gov.uk/apply-free-school-meals> People receiving these benefits or allowances have household incomes in the lower decile. For example, to receive Universal Credit the household income must be less than £7,400 p.a.

8 See, for example, <https://www.jrf.org.uk/mpse-2015/free-school-meal-status-and-educational-attainment-age-16>

9 Deputy Prime Minister's Office (March 2015) Social Mobility Indicators <https://www.gov.uk/publications/social-mobility-indicators>

10 <https://www.jrf.org.uk/mpse-2015/free-school-meal-status-and-educational-attainment-age-16>

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# Methodology.

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effects declining over time (drop-off)<sup>11</sup>. Put simply, it relates to the effect on people and communities that happens as a result of an action or inaction, an activity, project, programme or policy. Researching the social impact of the Cadet Forces involves identifying the effect(s) that they have on individuals, communities and organisations, such as schools.

When engaging in social impact research there are a number of recommended approaches for a study to be considered as 'best practice' (GECES<sup>12</sup>, 2014). These include the identification of 'measures' commonly known as outputs, outcomes and impacts and their measurement either directly through research or indirectly through proxies. These measures should be embedded within a 'theory of change', which seeks to provide a theoretical explanation of the changes in the measures identified and hence the impact delivered (GECES, 2014). In the frame of this study, this theory of change was expressed in the notion that Cadet Forces achieve social impact through the development and improvement of individuals' abilities in the areas of communication, leadership, resilience, teamwork, social skills and confidence. This theory of change underpinned the selection and design of the research methods used, as it informed the questions asked in the interviews and the specific quantitative survey methods adopted (i.e. self-efficacy surveys).

In standard financial practice, Return on Investment (ROI) is a performance measure used to evaluate the efficiency of an investment or compare the efficiency of a number of different investments. This research project does not seek to compare whether the investment in the Cadet Forces is more or less efficient than other investments in young people. However, by using measures of financial value or cost developed by HM Government, national institutions (such as the NHS), and relevant published academic studies, we give an indication of how some of the impacts of the Cadet Forces can be expressed in financial terms. The Unit Cost Database, developed and updated by New Economy the GMCA

Research Team (Greater Manchester), with further support from DCLG MHCLG and other government departments, provides cost data for crime, education and skills, employment and the economy, fire and health services, housing and social services. For the research into the Cadet Forces, the data on education and skills, and employment have been particularly relevant. In addition, the work of Fujiwara has been used to calculate the wellbeing benefits young people get from participation in the Cadet Forces, and the value CFAVs get from their regular volunteering; while the work of Hayward et al., published by the Department for Education, has been used to calculate the potential value of vocational qualifications for disadvantaged cadets.

The data for the research project was gathered from young people in the Cadet Forces, CFAVs, parents, teachers, school governors, serving and retired members of HM Forces (both Regular and Reserves), members of the police force, social workers, and employers. Over 640 semi-structured interviews were conducted; and over 5,500 structured questionnaires were completed (either online or hard copy). We reviewed data from the CVQO, Westminster and Bader cadet Management Information Systems. We also worked closely with a number of Cadet Expansion Programme schools to identify relevant data from school records. Finally, we reviewed literature which we identified as relevant to the study. Details of the data collection instruments and analysis methods used during the study are those detailed in a Technical Report which accompanied the 2018 interim report, or are explained in this report.

In addition to analysing data using qualitative and quantitative methods, we carried out economic analyses using primary and secondary data to calculate the returns on investment of the Cadet Forces.

11 <https://ec.europa.eu/docsroom/documents/12966/attachments/5/translations/en/renditions/pdf>

12 GECES is the European Commission's sub-committee on social impact measurement. Full reference if required: Clifford, J., Hehenberger, L., & Fantini, M., (2014), Proposed Approaches to Social Impact Measurement in European Commission legislation and in practice relating to: EuSEFs and the EaSI, European Commission Report 140605 (June 2014), available online at <https://ec.europa.eu/docsroom/documents/12966/attachments/5/translations/en/renditions/pdf>

# Key finding.

The key finding of this research project is that participation in the Cadet Forces has particularly significant positive impacts on young people, particularly those that suffer economic and other disadvantages. This finding relates to the concept of self-efficacy. The structured questionnaire was used to gather data on levels of self-efficacy from over 5,500 cadets, with over 1,000 cadets completing the survey on more than one occasion, thus providing some longitudinal measure.

## Self-Efficacy

Self-efficacy refers to an individual's belief in his or her capacity to execute behaviours necessary to produce specific performance attainments (Bandura 1986<sup>1</sup>); whilst it has been related to confidence, motivation and self-esteem<sup>2</sup>. Self-efficacy reflects confidence in the ability to exert control over one's own motivation, behaviour, and social environment. These cognitive self-evaluations influence all manner of human experience, including the goals for which people strive, the amount of energy expended toward goal achievement, and likelihood of attaining particular levels of behavioural performance.

Table 1 summarises the differences between people with either a strong or a weak sense of self-efficacy. It highlights the importance of self-efficacy in the ability of the individual to succeed while both in the Cadet Forces, and beyond.

Person Type	Characteristics
People with a strong sense of self-efficacy	<ul style="list-style-type: none"> <li>View challenging problems as tasks to be mastered</li> <li>Develop a deeper interest in the activities in which they participate</li> <li>Form a stronger sense of commitment to their interests and activities</li> <li>Recover quickly from setbacks and disappointments</li> </ul>
People with a weak sense of self-efficacy	<ul style="list-style-type: none"> <li>Avoid challenging tasks</li> <li>Believe that difficult tasks and situations are beyond their capabilities</li> <li>Focus on personal failings and negative outcomes</li> <li>Quickly lose confidence in personal abilities</li> </ul>

**Table 1: Differences between people with strong or weak senses of self-efficacy.**

Self-efficacy is an important concept as it is significantly correlated with school-related and work-related performance and motivation. As noted above, young people in the UK eligible for Free School Meals (eFSM) score lower on measures of self-efficacy. Data gathered by this study through the questionnaire, and data gathered by some Cadet Force units show that a significant minority (c. 10%) of cadets are eFSM; in some areas of the country the number of cadets

<sup>1</sup> Bandura, A. (1986) The explanatory and predictive scope of self-efficacy theory, *Journal of Social and Clinical Psychology*, 4:3, pp. 359 - 373

<sup>2</sup> Judge, T. A., Locke, E. A. and Durham, C. C. (1997). The dispositional causes of job satisfaction: a core evaluation approach. *Research in organisational behaviour*, 19: 151-188.

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## Key finding cont.

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that are eFSM rises to over 30%. Therefore, it would be expected that these cadets would have lower levels of self-efficacy than their peers. However, our longitudinal data showed no statistically significant differences between eFSM cadets and non-eFSM cadets. This is a very interesting finding that leads to the hypothesis that cadets that are eFSM have improved self-efficacy because of the activities they undertake in the Cadet Forces. The implications of this finding are important for policy makers. Given that higher levels of self-efficacy are correlated with being more resilient, doing better at school and gaining employment; it is very possible that being a cadet is, for a young person from an economically disadvantaged background, a key factor that can enable them to become a positive contributor to society, economically and socially.

Interestingly, when the results of a survey of 353 CFAVs were analysed in detail, 97% of those who were currently working as teachers, social workers or members of the police force (i.e. a sub-set of respondents that work with large numbers of children, n = 34) believe that participation in the Cadet

Forces is particularly beneficial for disadvantaged youngsters.

Self-efficacy is associated with improved motivation and performance at school<sup>3</sup>. Even moderate improvements in GCSE attainment can lead to significant increases in economic benefits to society. As noted above, c. 70% of eFSM children do not meet expected standards at age 16. Moreover, children that are eFSM are four times more likely to be excluded from school than their non-eFSM peers, and being excluded from school often leads to a young person failing to be employed, to be in further or higher education, or to be in training<sup>4</sup>. If being a cadet means that a young person who is eFSM has improved life outcomes compared with a child that is eFSM who is not a cadet, then the implications for the cadet's social mobility are profound. The research team conclude that the work being done by the CFAVs to help children from economically disadvantaged backgrounds to attain the same levels of self-efficacy as their more affluent peers, is of great importance, not least to the UK taxpayer.

3 Zimmerman, B. (1995). Self-efficacy and educational development. In A. Bandura (Ed.), *Self-Efficacy in Changing Societies* (pp. 202-231). Cambridge: Cambridge University Press.

4 The Institute of Public Policy Research estimated in 2017 that the lifetime cost of exclusion is c. £392,000 per individual.



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# What does a young person gain from being a cadet? A Summary.

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Analysis of the very large amount of data gathered from cadets, CFAVs, teachers, parents, and employers has identified that participation in the Cadet Forces develops a number of key attributes in the young people who have been cadets for at least 12 months<sup>1</sup>. These key attributes are:

- the ability to **communicate** clearly, to diverse audiences, through formal and informal presentations and in discussions and interviews,
- the ability to **lead** a group of people to achieve an objective. This key skill includes the ability to plan and to communicate that plan, as well as being able to control, motivate and encourage a team to succeed,
- the **resilience** to keep going, even when things go wrong or the situation is not helpful,
- the ability to work as a member of a team, sharing views and helping others, while being able to take instructions and orders from the team leader,
- the ability to use **social skills**, including different behaviours, to achieve positive outcomes,
- the understanding that people are not the same, and the ability to accept **diversity** and work with the different talents that people have,
- the personal **confidence** to utilize key skills in different situations and with different people.

As a result of developing and deploying these key attributes, young people experience a number of positive outcomes which this research project has identified as including<sup>2</sup>:

- Improved social mobility
- More effective education (as a direct consequence of improved attendance and behaviour)
- Improved mental and physical wellbeing
- Enhanced employability
- Reduced vulnerability/increased resilience

<sup>1</sup> Young people that are in a Cadet Force for less than twelve months are likely to develop few, if any, skills. The longer a young person is a cadet, the greater the likelihood of significant skill development.

<sup>2</sup> Many of these outcomes also benefit CFAVs, as explained later in this report.

(to bullying and to criminal and extremist organisations)

- In addition, the evidence indicates that participation in the Cadet Forces develops increasingly inclusive communities, across ethnic, religious and socio-economic lines.

We suggest that these outcomes demonstrate that the Cadet Forces are delivering significant corporate social responsibility, particularly through the enhanced employability of cadets and CFAVs. The impacts and return on investment of these outcomes will be explored later in this report.

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# The return on investment of the Cadet Forces. A Summary.

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It has been possible to calculate some examples of specific return on investment resulting from participation in the Cadet Forces.

Individual schools with cadet units opened through the Cadet Expansion Programme (CEP) have gathered and analysed data on attendance, behaviour and exclusions for their cadets; and carefully matched samples of non-cadets (comparing data between the groups, and comparing a young person's record of attendance, behaviour and exclusion before and after they joined the Cadet Force). The analyses carried out by these schools has consistently shown that joining the school cadet unit (the majority of which are CCF contingents) is associated with improvements in attendance and behaviour (and, some schools claim, in academic achievement) and a reduction in exclusions. The Unit Cost Database gives the current (2019) cost of an exclusion to a school as c. £12,000. Therefore, some CEP schools have cited a positive financial benefit resulting from reduced exclusions.

Cadets (and CFAVs) are also able to gain vocational qualifications with CVQO during their cadet service. A 2011 research paper from the Department of Business, Innovation and Skills<sup>1</sup> pointed out that there are 'large and significant' wage gains (of up to 20%) for most vocational qualifications as well as an increased likelihood of being in employment. More recently, Bratsberg et al (2020)<sup>2</sup> found that vocational qualifications boost the earnings of both men and women. The data gathered by the research team indicates that, for those cadets who struggle with the school learning environment, being able to gain a vocational qualification can be life-changing. The DfE<sup>3</sup> states that the lifetime productivity benefits from five or more good GCSEs were worth on average £100,000 per individual in 2014, adjusted for inflation the benefits in 2019 were worth £112,800, compared with

those with no qualifications. Thus, it is reasonable to assume that gaining a vocational qualification has a significant lifetime value, the amount of which depends on the number and level of qualifications gained. Moreover, school teachers interviewed in 2019 and 2020 for this study about the impact of a cadet unit in their school (n=17) have claimed that if a youngster gains a vocational qualification through the Cadet Forces, then they are more likely to get GCSEs. We estimate that the lifetime value of qualifications for the 2018 – 2019 cohort of CVQO learners that can probably be classified as disadvantaged (c. 998 individuals), is in the region of £27.2 million for girls, and £81.7 million for boys, with an overall total of £108.9 million (see pages 32 - 33 below for a detailed explanation of this calculation).

The Cadet Forces regularly engage in culture/heritage and sport activities. Fujiwara et al. (2015<sup>4</sup>) state that such activities are associated with increases in wellbeing, improvements in health, improved educational and economic prospects, and higher levels of positive civic participation. Using the calculations developed by Fujiwara et al., the ISII research team calculated an indicative Cadet Force return on investment based on a (conservative) sample of 20% of the members of the Cadet Forces. Moreover, our calculation was based on the value of the heritage activities that Fujiwara et al defined as being part of the overall 'culture' category. We did not use the values Fujiwara et al give for 'participation arts' and 'library' as these are not regular parts of the Cadet Forces' syllabi. We believe our calculation is thus conservative and prudent. This sample size allowed for the 'churn' in the numbers of cadets as well as levels of participation, alternative attribution and deadweight<sup>5</sup>. Young people leave the Cadet Forces each year for various reasons. For the purposes of this indicative calculation, it is assumed that the 20% figure represents the number of youngsters leaving the Cadet Forces in a particular

1 [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/32354/11-1282-returns-intermediate-and-low-level-vocational-qualifications.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/32354/11-1282-returns-intermediate-and-low-level-vocational-qualifications.pdf)

2 Bratsberg, B., Nyen, T. and Raam, O. (2020) Economic returns to adult vocational qualifications, *Journal of Education and Work*, 33:2, pp. 99 - 114

3 Hayward et al (2014) cited previously

4 [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/446273/Health\\_and\\_educational\\_benefits\\_of\\_sport\\_and\\_culture.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/446273/Health_and_educational_benefits_of_sport_and_culture.pdf)

5 Deadweight refers to the amount of outcome that would have happened even if an activity had not taken place.

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# The return on investment of the Cadet Forces. A Summary cont.

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year, and further assumes that they have been cadets for over 18 months, thus benefiting from the activities offered.<sup>6</sup> Therefore, to the annual positive values noted below can be added the lifetime benefits that this cohort will derive.

Based on the 20% sample, it was calculated that young people in the Cadet Forces produce an *indicative* annual return on investment of c. £95 million (using 2019 prices), made up of:

- A reduction in GP visits, worth c. £502,000 per annum
- A reduction in use of mental health services, worth c. £681,000 per annum
- Lifetime private benefits from their increased likelihood of attending FE/HE of c. £70,300,000
- Lifetime public benefits in increased tax receipts from their increased likelihood of attending FE/HE of c. £23,400,000.

Of course, heritage activities are only a very small part of what young people do when they are in the Cadet Forces. The personal competencies youngsters gain, the increases in self-efficacy they experience, the experiences they have, all contribute to an increased likelihood of their attending FE/HE and going on to gainful employment. In addition, we accept that simply adding the figures noted above is a crude way of showing the *potential* value of some aspects of the social impact of the Cadet Forces. As noted earlier, the calculation of social impact value is not an exact science. However, we suggest this example provides one illustration of the very large potential return on investment of the Cadet Forces.

A powerful (admittedly simplistic) way of looking at the *potential* return on investment of young peoples' participation in the Cadet Forces can be calculated by dividing the annual cost of the Cadet Forces (c. £180 million) by the estimate produced by the Institute for Public Policy Research<sup>7</sup> (IPPR) for the lifetime cost of exclusions, which is the startling figure of £392,000 per young person in lifetime education, benefits, healthcare and criminal justice costs. Using this calculation, if every year the Cadet Forces helps c. 460 young people to change their life outcomes from exclusion<sup>8</sup>, or serial absenteeism from school, and becoming NEET, into education and work, then the annual cost of the UK Cadet Forces is covered<sup>9</sup>. Interestingly, the IPPR states that the true cost of exclusion is likely to greatly exceed the figure of £392,000!<sup>10</sup>

The Cadet Forces exist and operate because of adult volunteers. Surveys of CFAVs have enabled the ISII researchers to calculate the number of hours that adults devote to the Cadet Forces, and the skills and competences that are developed as a result. Using the life satisfaction model calculations developed by Fujiwara et al (2013<sup>11</sup>), the research team has identified that CFAVs, as regular and frequent volunteers, gain a benefit in the region of c. £16,560 each p.a. Given that there are c. 29,000 CFAVs, the total annual benefit is c. £479 million.

Although the returns on investment cited above are indicative rather than definitive benefits, their scale strongly indicates that (in areas where it has been calculated) there is a very large, positive return on the expenditure of taxpayers' money on the Cadet Forces in the UK.

6 Obviously, these assumptions will not apply to 2020 when Cadet Force activities were disrupted by Covid-19.

7 <https://www.ippr.org/publications/making-the-difference>

8 The data on the number of children permanently excluded from school varies. In May 2019 the DfE published the Timpson Review of School Exclusion that claimed only 0.1% of children were permanently excluded in 2016-7. However, the IPPR claims that while only 6,685 children were officially excluded in 2016-7, there were 48,000 children being educated outside mainstream education for reasons of both official and unofficial exclusion. We are not taking sides between these two expert sources, but merely using the figure of 540 to make a point; that the Cadet Forces do not have to change the life outcomes of many young people before its costs are covered.

9 This calculation is purely indicative. However, 540 is only 4.2% of those cadets that are eFSM (based on c. 10% of cadets being eFSM and there being c. 130,000 cadets)

10 IPPR op. cit.

11 Well-being and civil society: estimating the value of volunteering using subjective wellbeing data, Department for Work and Pensions, working paper 112, Daniel Fujiwara, Paul Oroyemi, Ewen McKinnon. 2013



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# The impact of the Cadet Expansion Programme.

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The joint MOD/DfE Cadet Expansion Programme (CEP) achieved its objective of reaching a total of 500 Combined Cadet Force (CCF) and other Cadet Force units (e.g. Sea Cadets) in UK schools during the course of this project. The effort involved in delivering this goal has been considerable, on the part of the Cadet Forces, the Cadet Training Teams, the 'field force' of School Cadet Expansion Officers, the MOD/DfE CEP Joint Team, and the Youth and Cadets Team in the MOD.

between these two matched groups could be attributed to being in the school CCF. Table 2 below shows the aggregate information on these individual characteristics. The table shows that of the sample of 1,683 children, 398 were cadets. The total sample is described, as a whole, against a number of variables used in schools. In table 3 we compare the impact of being in the school CCF on the attendance of children. Thus, in table 3 we break the sample down by non-cadet (control group) and cadet.

In our 2018 and 2019 reports we observed that we had only been able to gather useful data from a small number of CEP schools<sup>1</sup>. In 2018, we reported conclusions from a study of four schools, and in 2019 we added another three schools. Our interim conclusions were that participation in a CCF unit improved attendance, behaviour and, possibly, educational outcomes. Since the 2019 report, we have worked closely with a further eight CEP schools that supplied anonymised data on two groups of their students; those who are cadets and a matched comparison group of non-cadet students<sup>2</sup>. We analysed this data using a Propensity Score Matching (PSM) method to understand more about how being part of the CCF impacts on young people. PSM is based on the premise that groups can be compared if there is a large group of non-participants (students who are not cadets) with similar characteristics to the participant group (students who are cadets); and that these characteristics do not change because of the programme or scheme being examined. In this case, the unchanging characteristics are gender, school year group, whether English is an additional language, being classified as having special educational needs and disabilities (SEND), eFSM, and receiving Pupil Premium funding<sup>3</sup>.

Our hypothesis was that differences in aspects of school life, such as attendance or attainment,

1 We pointed out that schools are not required to record or report any outcomes from the CEP.

2 Randomized control trials are the 'gold standard' for evaluating the effects of interventions, for example being in the cadets, however, they are not always possible or ethical when studying human subjects and therefore we have used more observational techniques, in this case by using Propensity Score Matching.

3 We acknowledge that since the students come from different schools, other characteristics could affect the response to the Cadet programme.



## The impact of the Cadet Expansion Programme cont.

Variables	Sub-variables	N	%
Group	Cadet (beneficiary) group	398	23.65%
	Comparison group	1283	76.23%
	Missing data <sup>1</sup>	2	0.12%
Gender	Male	625	37.14%
	Female	1056	62.75%
	Missing data	2	0.12%
Year of schooling	Y 7	271	16.10%
	Y 8	309	18.36%
	Y 9	309	18.36%
	Y 10	342	20.32%
	Y 11	360	21.39%
	Y 12	18	1.07%
	Y 13	30	1.78%
	Missing data	44	2.61%
English as additional language	Yes	434	25.79%
	No	921	54.72%
	Missing data	328	19.49%
Free school meal	Yes	470	27.93%
	No	1211	71.95%
	Missing data	2	0.18%
Pupil premium	Yes	585	34.76%
	No	1096	65.12%
	Missing data	2	0.12%
Special educational needs <sup>2</sup>	K	199	11.82%
	E	17	1.01%
	N	616	36.60%
	L0	101	6.00%
	Watch list	13	0.77%
	Y	1	0.06%
	Missing data	736	43.73%

**Table 2: Individual characteristics of the cadets and non-cadet students**

1 Missing data means that this data was absent from the school data that we received

2 K = special needs identified; E = Education Health and Care Plan; N = None; LO = Local Officer; Y = Disabilities or Additional Needs

## The impact of the Cadet Expansion Programme cont.

Using attendance data supplied by the schools we calculated the simplest difference between the means of the attendance levels of the two groups (cadets and non-cadets) within our survey, to make made an initial evaluation of the impact of participation in a CCF unit. The mean of the attendance for the non-cadet group was 92.7% and the mean of the cadet group was 95.0%. Thus, the difference between the two, 2.3 percentage points illustrates a small positive impact of the CCF programme on the cadets' attendance level. However, to have a less biased measure, we then used applied PSM techniques. The covariates (individual characteristics) used to estimate the propensity score were: gender, school year group, EAL, SEND, eFSM, and receipt of Pupil Premium funding (PPF)<sup>3</sup>.

Table 3 presents the results of the Average Treatment effect on the Treated (ATT) in percentage points, which is the increase (if positive), or the decrease (if negative), of the attendance level of the cadet, after we implemented the PSM<sup>4</sup>. The table also shows the number of respondents belonging to the non-cadet control group and the treatment group (cadets) that was used for each covariate in the analysis. All values in bold are statistically significant with a threshold of  $p < .05$ <sup>5</sup> used.

	Average treatment effect on cadets (percentage points)	N of control group	N of cadets
Whole sample	5.05	445	181
Male	7.15	149	96
Female	3.83	328	85
Y 7	1.84 <sup>^</sup>	64	10
Y 8	1.25 <sup>^</sup>	87	71
Y 9	5.60	110	54
Y 10	5.18	103	22
Y 11	8.48	113	24
Y 12	.	.	.
Y 13	.	.	.
English as additional language - no	4.95	405	142
English as additional language	5.51	72	39
Free school meal - no	3.97	328	111
Free school meal	7.34	149	70
Pupil premium - no	2.93	276	96

<sup>3</sup> The pupil premium is additional funding for state schools in England, it aims to raise the attainment of disadvantaged pupils and close the gap

<sup>4</sup> We did not report the t score because it is beyond the purpose of the report, however all the results are significant unless specified otherwise (considering a t score of 1.96 which is equal to a p-value of 0.05).

<sup>5</sup>  $p$  = probability i.e. the result is significant at the 5% level, meaning there is a less than 1 in 20 chance of the result occurring by chance

## The impact of the Cadet Expansion Programme cont.

	Average treatment effect on cadets (percentage points)	N of control group	N of cadets
Pupil premium	7.64	201	85
SEN - None	3.00	284	129
SEN - Education Health and Care Plan	3.35 <sup>^</sup>	10	4
SEN - Support	9.82	128	39
SEN - Local officer	0.09 <sup>^</sup>	47	5
SEN - Watch list	2.05 <sup>^</sup>	7	4
SEN - Y	.	.	.

**Table 3 The effect of the CCF program on the attendance of the treatment group (cadets)**

<sup>^</sup> = Non significant results; p-value threshold of 0.05.

### Impact on attendance

Table 3 clearly shows that, after applying PSM techniques, the positive impact that being in the CCF has on the attendance levels of the cadets as a whole, is over 5 percentage points. The impact on attendance is greater for males, at 7 percentage points than for females which was 3 percentage points.

When it came to year groups, years 9 and 10 showed similar impacts of just over 5 percentage points whilst year 11 students, who perhaps may have been in the cadets (treatment group) the longest, showed a positive impact of over 8 percentage points. It appears that the longer a student is in the CCF, the greater the impact on his/her attendance levels.

Analysis also revealed positive impacts on students in disadvantaged groups. Those with English as an additional language showed a positive impact of 5 percentage points; students eligible for Free School Meals (eFSM) showed a positive impact of 7 percentage points, students in receipt of Pupil Premium Funding (PPF) also showed an attendance increase of 7 percentage points. It appears that disadvantaged students, who are in the CCF, experience benefits that their non-cadet peers do not.

In the school data received, the number of students in receipt of Education Health Care Plans (EHCPs) was too small for analysis (with a total of 17 students across the treatment and comparison groups). However, the numbers were higher for those in receipt of Special Educational Needs (SEN) support (total of 199 across the two groups) and analysis showed a positive impact of 9 percentage points. We suggest that this finding is significant.

This new and extensive data supports earlier conclusions from our 2018 and 2019 interim reports. Our research strongly indicates that being in a CEP CCF improves student attendance. The highest impact is on disadvantaged students, those who are eFSM and those who attract PPF. There is also a considerable positive impact on students receiving SEN support. In relation to the social impact of the Cadet Forces, this a significant

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# The impact of the Cadet Expansion Programme cont.

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finding for schools, parents and the MOD and the DfE, because there are well-established links between attendance, disadvantage and attainment.

DfE data shows that, for each student with the same prior attainment and characteristics, improved attendance can, unsurprisingly, lead to improved attainment. At Key Stage 4 the more school sessions missed, the lower the likely level of attainment at the end of year 11<sup>6</sup>. Students from poorer backgrounds, such as those eFSM or in receipt of PPF, have significantly lower attainment in UK schools<sup>7</sup>. The Education Endowment Fund data<sup>8</sup> shows that the attainment gap is greatest for disadvantaged students (and those with SEND). The majority of 19-year-olds who were eFSM leave education without good English and Maths qualifications (good is taken to mean grade 5 or grade C GCSEs and above).

DfE estimates on lifetime productivity returns linked to achieving five or more 'good' GCSEs shows that returns can be more than £100,000 compared to those with below level 2 qualifications. Even moderate improvements in GCSE attainment can lead to significant increases in a person's future economic performance and benefit to society, so improving the attainment of children from disadvantaged backgrounds will result in increased national income. The costs of low social mobility are estimated to be very large. New research from the World Economic Forum<sup>9</sup> shows that lack of progress in addressing the attainment gap and social mobility in general is costing the UK significant sums in either benefit claims or lost tax income. Research by Oxera for the Sutton Trust<sup>10</sup> showed that even a modest improvement in social mobility could lead to an annual increase in GDP in the UK economy of 2% or £39 billion p.a. (at 2016 prices). Our findings suggest

that the Cadet Forces improve social mobility and thus contribute to an annual, if incalculable, increase in GDP.

The data we have from the schools we worked with in 2018, 2019 and 2020 is consistent. When we subject the data to analysis using appropriate statistical tests, we derive conclusions that are important and relevant to UK Government policy, and the policies of the devolved administrations. A CEP CCF improves the attendance of cadets, especially boys, those in the higher school years, and those classified as disadvantaged in some way. As a result of improved attendance, we are confident in saying that attainment is improved, particularly among children in the disadvantaged groups. Improved attainment is a major driver of social mobility and promotes a 'levelling-up' among children from disadvantaged groups. We suggest that these are impressive returns from the, relatively small, investment in the CEP. However, we caveat this comment with the observation that schools are not required to measure and report on the impacts of their CCF unit. Consequently, those schools that are attempting to measure their impact are using inconsistent methods. An opportunity exists for the MOD and DfE to develop a standard impact measurement tool and to provide CEP schools with 'best practice' guides.

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## Cadet Expansion Programme Qualitative findings

To triangulate the quantitative data, school teachers and members of the CCF detachments in six Academy schools<sup>11</sup> were interviewed. We visited schools on CCF parade days and interviewed 87 cadets and 16 members of school staff, not all of which were CFAVs.

6 Department for Education (2015) The link between absence and attainment at KS2 and KS4. Available online at: [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/412638/The\\_link\\_between\\_absence\\_and\\_attainment\\_at\\_KS2\\_and\\_KS4.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/412638/The_link_between_absence_and_attainment_at_KS2_and_KS4.pdf)

7 Department for Education (2017) Analysing family circumstances and education. Available online at: <https://www.gov.uk/government/consultations/analysing-family-circumstances-and-education>

8 Education Endowment Fund (2018) The Attainment Gap Available online at: [https://educationendowmentfoundation.org.uk/public/files/Annual\\_Reports/EEF\\_Attainment\\_Gap\\_Report\\_2018.pdf](https://educationendowmentfoundation.org.uk/public/files/Annual_Reports/EEF_Attainment_Gap_Report_2018.pdf)

9 World Economic Forum (2020) Social Mobility Report 2020. Available online at: <https://reports.weforum.org/social-mobility-report-2020/appendices/>

10 Jenkins, H., English, K., Hristova, O., Blankertz, A., Pham, V. & Wilson, C. (2017) Social Mobility and Economic Success. Oxera & Sutton Trust. Available online at: <https://www.oxera.com/wp-content/uploads/2018/07/Social-mobility-and-the-economy.pdf>

11 As Academies, the schools were directly funded by the DfE and independent of local authority control.

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## The impact of the Cadet Expansion Programme cont.

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The Headteachers of large schools in the Midlands and the North East of England, and a medium sized school in East Anglia were positive about the value of the CCF to their schools, reporting that the CCF gave a sense of ownership, students and staff being part of something that is bigger. All three Headteachers stressed that senior cadets are seen role models, both by cadets in the CCF and within the school as a whole. More specifically, cadets were over-represented among the prefects. Headteachers noted that the CCF has a unique ethnic and gender mixing effect. While children belong to their own communities, they also have a loyalty to, and a sense of identity with, the CCF. In addition, the CCF is gender neutral.

Staff that were CFAVs stressed that the training to run the CCF which they have received has enabled them to develop different ways of teaching, with more emphasis on active learning. Consequently, the relationship between teachers who are CFAVs and students who are cadets is described as very different and more mature than relationships with non-cadet pupils. The difference between cadets and non-cadets in sixth form was described as being particularly obvious. The teacher/CFAVs reported that cadets understand humour more, they understand instructions better, they cope better in small groups, and they are better than non-cadets at saying that they do not understand something.

Interestingly, the teachers who were not CFAVs had also noticed a difference between students who were cadets and those who were not. As one said,

**// Cadets get confidence and gain new competencies. The CCF gives pupils that do not excel academically a chance to succeed, it gives something that pupils cannot get in the classroom. Whereas to get in a sports team you need an aptitude, Cadets suits everybody.**

An analysis of the data gathered from interviews with the cadets produced three key findings. Firstly, the cadets emphasized that the importance of self-

discipline and effort that they had gained from the CCF was different from anything they had learned in mainstream education; but that this self-discipline and effort was very applicable to their wider school work. Secondly, they stressed that the CCF was the only forum for mixing with children in other school year groups: younger students had role models; older students had people to develop and mentor. Thirdly, cadets mentioned the potentially transformative impact of the CCF. As one year 12 (male) student said,

**// I would have left school if it wasn't for the CCF. It is not just the Friday afternoon parades. Cadets is all the time. I am a completely different person in year 12 than I was in year 9. I have management skills, confidence, self-respect, leadership, organization, my studies have improved, and I shoulder responsibility.**

We also interviewed a Headteacher, a Deputy Head<sup>12</sup> and a senior member of Ofsted on 27 February 2020 at the CCF Headteachers Conference about the potential impacts of CCF detachments. The Headteacher pointed out that CEP schools can use inclusion money<sup>13</sup> to help sustain the CCF. In her school, she believes that the CCF works with groups of Pupil Premium students in a more cost-effective way than classroom-based activities or supporting them individually does. This Headteacher said she was able to authorize time from the school timetable to be used for the CCF as it had such an impact on student progression and behaviour. The Deputy Head emphasised that, to maximise impact, a CCF had to be part of the school and community culture, it should be another department in the school similar to science or humanities, and not a 'bolt on'. The Ofsted Specialist Adviser pointed out that the Education Inspection Framework (EIF) introduced in 2019, with its focus on the substance of education, was supportive of the CEP initiative. Whereas 'teaching to the test' and a narrow curriculum had the greatest negative effect on the most disadvantaged and least able children, a CCF's focus on personal development was directly relevant to the EIF. He observed that

<sup>12</sup> From a seventh Academy school in the South West of England

<sup>13</sup> Inclusion funding is to help schools deliver additional support for children with emerging additional needs

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## The impact of the Cadet Expansion Programme cont.

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school leaders should be able to show they are thinking about what they want to achieve through the personal development of their pupils and should be acting to achieve these aims, and that CEP schools should be able to achieve this goal through their CCF.

Our qualitative findings support the findings of the quantitative data. In our case study schools, cadets and teachers told us that the CCF was an entity that people wanted to belong to. It provided cadets with excellent role models in the form of their senior peers, and had an age-range, gender and ethnic mix that did not exist in other school activities. Students who were cadets had gained confidence and competence and appreciated the value of self-discipline and effort. They had a self-respect that was often not there before they joined the CCF. The CCF gave all students a chance to succeed in a way that mainstream school lessons and sports do not and cannot. We suggest that these outcomes are the reasons that our quantitative data shows such a significant effect on school attendance. Moreover, the CCF delivers personal development outcomes that are directly relevant to the Ofsted EIF. A CEP CCF can clearly deliver positive individual and school outcomes and Headteachers should support them. Given their impact on attendance of students, particularly those from disadvantaged groups, we suggest that it is important that CCFs start operating again as soon as the Covid-19 restrictions permit.



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# Public school CCFs.

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There have been Combined Cadet Force contingents in independent or public schools for over a century. Although these traditional CCFs are not a main area of study for this project<sup>1</sup>, we were interested to find out if there were obvious differences in the cadet experience between them and the CEP CCFs which have been opened in state schools. Visits were made to four public schools on CCF parade days. During these visits both cadets and adult instructors were interviewed.

Five cadets were interviewed in each of the four schools visited. The standard interview schedule developed for cadets was used. The responses from the pupils were remarkably similar to those from CEP CCFs. Respondents highlighted the development activities that the CCF provided and stressed how, in the CCF, all cadets were equal because they were part of an organisation that was bigger than the individual. The key benefits cited in each school were the importance of community service, supporting younger cadets, having structure, and positive discipline.

Eight CFAVs were interviewed across the four schools, ranging from an experienced Contingent Commander who had served in the Regular Forces for 20 years, to a newly qualified teacher who had been in the CCF for less than a year. All of the CFAVs were teachers, pointing out that the CCF provided a much broader range of activities and personal development areas than other clubs or societies. The CCF also has a more structured syllabus than other school activities and, as a result of the leadership training cadets receive, most of the prefects in the four schools were cadets. Three CFAVs observed that it was easy to assume that all children at public schools would be successful because their parents were relatively affluent. They pointed out that those children that did not excel academically or on the sports field were often very unhappy, but that the CCF gave these pupils a chance to shine. A CFAV said,

**// the cadets that benefit greatly are often the quieter ones. The CCF encourages people to get involved outside their comfort zone, it provides challenge and great lessons for life. In the CCF students do have to do things, they develop determination and massive self-discipline which helps them to cope with everyday life. They can plan and cope with pressure. Cadets are the only pupils that get to teach other pupils. They have to develop content, methods and material. It is a very developmental process and they learn a lot. It is an activity where boys and girls are equal and a great equalizer for children with specific learning disorders.**

In each school, the CFAVs pointed out that teachers that are CCF officers see a different side of children when they are cadets than other teachers do in lessons. The CCF gives pupils a significant opportunity to shine in non-academic areas and students that are cadets respond with more discipline and respect to the teachers. It was also pointed out that the public school CCF cadets mix with cadets from all backgrounds when they attend summer camps or leadership courses and that this mixing was an important part of personal development.

We accept that the data we gathered in the public schools visited is not necessarily representative. However, we were struck by how similar the impacts that both cadets and CFAVs described were to the impacts we have observed in CEP CCFs. We tentatively conclude that the CCF experience is appropriate and positive for young people from all backgrounds.

<sup>1</sup> Although the public school CCFs do benefit from some of the c. £180 million spend on the Cadet Forces p.a.

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# Community Cadets.

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**“ For me the most important factor about what the RAF Air Cadets has done for me is the ambition and determination which now defines me. Prior to joining I didn’t have a passion or a goal for the future, I was just taking each day as it comes. Now, I know what I want to do with my life, and I find myself working harder and pushing myself to achieve so I can reach my goal. (RAF Air Cadet Sergeant)**

It should not be assumed that it is only CCF units, those cadet units within schools, which affect the educational outcomes of cadets. There are over twice as many cadets in Community Units (SCC, VCC, ACF, ATC) as in CCFs. Qualitative and quantitative data gathered by the research team shows that the impact of being a cadet in a Community detachment affects behaviour in school in similar ways to that of a CCF. Moreover, some community-based units take deliberate action to try and improve the educational outcomes of their cadets.

A good example of how cadet detachments support disadvantaged (including eFSM) pupils, is provided by Greater Manchester Army Cadet Force (GMACF). Within GMACF nearly 30% of cadets (n=99) are classified as eFSM<sup>1</sup>, 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 area<sup>2</sup>, data gathered by GMACF demonstrates that participation in cadets by pupils that were eFSM, and had often been excluded from school, led to a 4% rise in attendance. This is the equivalent to nearly eight days per academic year per pupil (19 days average absence reduced to 11 days). The sample size for this case study was 35 cadets<sup>3</sup>, which therefore means that it can be estimated that a total of nearly 280 days of absence were potentially avoided due to involvement with the cadets, in one school. 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 4.5%<sup>4</sup> as of October 2019. Reducing the absence rates of pupils offers significant potential savings to society. The cost of truancy to society is calculated at £13.24 billion in total costs (adjusted to 2019<sup>5</sup>), with an estimated 13.3 million days of truancy per year (Brookes et al., 2007<sup>6</sup>). This equates to an average cost to society of nearly £903 per truancy day (including lifetime lost earnings and the costs of persistent disadvantage), whilst individual persistent truants are estimated to cost schools £1,065 per year<sup>7</sup> in the direct costs of dealing with truancy (Brookes et al. 2007). Furthermore, GMACF identified that following engagement with cadets, pupils’ average negative behaviour point scores<sup>8</sup> 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.

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

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

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

3 The results of this survey are statistically significant.

4 [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/837687/Pupil\\_absence\\_autumn\\_18\\_to\\_spring\\_19\\_text.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/837687/Pupil_absence_autumn_18_to_spring_19_text.pdf)

5 Figures adjusted for inflation using the Bank of England inflation calculator <https://www.bankofengland.co.uk/monetary-policy/inflation/inflation-calculator>

6 All figures from the Brookes et al. (2007) report were corrected from their 2005 values to 2019 levels.

7 Figure adjusted for inflation to 2019.

8 Schools operate behaviour policies. As part of these positive and negative behaviour points are recorded. Negative points are awarded for lateness, failure to do homework, disruptive behaviour etc.

## Community Cadets cont.

stated aims for Opportunity Areas<sup>9</sup>; a CFAV stated, “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.

To triangulate data from the GMACF case study, the research team interviewed 18 cadets from GMACF (during a summer camp) to find out what the cadets themselves said about school. A representative (and well-articulated) comment was,

**// it's (the ACF) given me a lot more discipline in school. I used to mess about at the start and then since coming to cadets 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)**

Several cadets told us how being in the ACF 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)**

Many of the cadets commented that by being in GMACF they had gained in confidence and learned life skills, such as team working, public speaking, teaching, and first aid. One cadet 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)**

The qualitative data supports the GMACF case study findings. Being a member of the Cadet Forces has a positive impact on the lives of these young people. They are motivated to want to achieve (their self-efficacy is high). As one young female cadet said,

**// 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)**

A CFAV summed up how GMACF tried to improve the educational outcomes of its cadets,

**// 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 at-risk category. What we do, is we give them an opportunity to be supported at understanding those risks and then to propel themselves... (CFAV)**

The costs of school exclusion have been variously calculated. As noted above, the IPPR suggests a (conservative) cost of £392,000 per excluded pupil. Brookes et al (2007) used different variables in their work and estimated that the average school

<sup>9</sup> 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). For the plan for the Oldham Opportunity Area, see [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/675046/Social\\_Mobility\\_Delivery\\_Plan-Oldham.PDF](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/675046/Social_Mobility_Delivery_Plan-Oldham.PDF)

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## Community Cadets cont.

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disciplinary exclusion costs society nearly £63,851 (whole-life costs) as at 2004-2005. Adjusted for inflation to 2019 levels the cost rises to £98,059.<sup>10</sup> Whichever figure is used, the IPPR or Brookes et al, it is clear that the costs of exclusion represent a significant problem for society and one that engagement in Community cadet detachments, as well as CCF units, seems to reduce.

<sup>10</sup> Brookes, M., Goodall, E. and Heady, L. (2007) 'Misspent Youth: The Cost of Truancy and Exclusion – A guide for donor and funders' New Philanthropy Capital Report, Sloane Robinson Foundation.



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# Cadets and Community Cohesion.

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**“ One of the most enjoyable aspects of being part of a military youth organization such as the RAF Air Cadets is the work you get to do in the community. My generation are often considered to live life through the screen of a phone but in cadets we get the chance to make the difference in the community. I have spent endless hours fundraising and helping at charity events, but it is activities such as these that make me feel I have done something good. (RAF Air Cadet Flight Sergeant)**

The Local Government Association defines a cohesive community as one where there is a sense of belonging from all communities; diversity is valued; those from different backgrounds have similar life opportunities and are developing strong and positive relationships<sup>1</sup>. The Casey Review<sup>2</sup> highlights the potential of a range of youth groups and the impact of youth volunteering in promoting positive social interactions between young people. Uniformed groups, such as the Cadet Forces, provide opportunities for young people from different backgrounds to work together. This research supports the findings from prior research<sup>3</sup> about the positive impact of participation in youth groups on skills and behaviours and improvements in social mixing and integration.

The Government Green Paper, Integrated Communities 2018, sets out its aims to build stronger more united communities, and suggests that young people need to have the opportunity ‘for

meaningful social mixing<sup>4</sup> with others from different backgrounds. The 2019 Integrated Communities Action Plan states that educational settings, which we believe includes cadet detachments and CCF units, “should be inclusive environments which enable students to mix and build positive relations with those from different backgrounds, and equip learners with the skills, knowledge and values to become active citizens.”<sup>5</sup> Cadet detachments provide inclusive environments and can make a significant contribution to the Government’s aim of helping integrate communities.

Research<sup>6</sup> has found that levels of crime are lower in areas that have high community cohesion. Estimates from a DCLG report<sup>7</sup> (2009), that calculated potential savings from increases in community cohesion, put savings for some crimes, such as violent crime as high as £597 million and for others, such as theft from a vehicle as low as £23 million. Whilst it is beyond the capacity of this research to measure the impact of community cohesion, it is possible to suggest, based on the available data, that youth groups such as the Cadet Forces improve community cohesion, which can bring benefits across a range of areas, such as health, wellbeing, crime and education<sup>8</sup> which can lead to savings across Government departments.

The Casey Review<sup>9</sup> into social integration in the UK published in 2016, undertaken at a time of increased social divisions and cultural tension, called for more to be done to build bridges between people and bind communities. It said that Government programmes that encourage the mixing of young people

1 <https://www.london.gov.uk/sites/default/files/communitycohesionactionguide.pdf>

2 [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/575973/The\\_Casey\\_Review\\_Report.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/575973/The_Casey_Review_Report.pdf)

3 Kerr, D. et al. (2011) Evaluation of the schools linking network: Final report, Research report DFE-RR090, National Foundation for Educational research. Available at: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/182402/DFE-RR090.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/182402/DFE-RR090.pdf)

4 [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/696993/Integrated\\_Communities\\_Strategy.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/696993/Integrated_Communities_Strategy.pdf)

5 [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/778045/Integrated\\_Communities\\_Strategy\\_Govt\\_Action\\_Plan.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/778045/Integrated_Communities_Strategy_Govt_Action_Plan.pdf)

6 Hirschfield, A. and Bowers, K. J. (1997) The Effect of Social Cohesion on Levels of Recorded Crime in Disadvantaged Areas. *Urban Studies*. 34: 1275 – 1295

7 <https://webarchive.nationalarchives.gov.uk/20120920021221/http://www.communities.gov.uk/documents/communities/pdf/1303560.pdf>

8 Putnam, R. (2002), Community-Based Social Capital and Educational Performance, in Ravitch, D. and Viteritti, J. (eds), *Making Good Citizens: Education and Civil Society*, New Haven: Yale University Press.

9 [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/575973/The\\_Casey\\_Review\\_Report.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/575973/The_Casey_Review_Report.pdf)



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## Cadets and Community Cohesion cont.

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from different communities are to be positively encouraged. The evidence gathered in interviews with teachers, CFAVs and cadets, 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... 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. (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)**

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.**

However, integration is not just an issue among religious and ethnic 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 difficulties. The research team heard from several 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,

**// She knows if she works hard, she can do anything, her confidence and skills have come from cadets, not school, the teachers**



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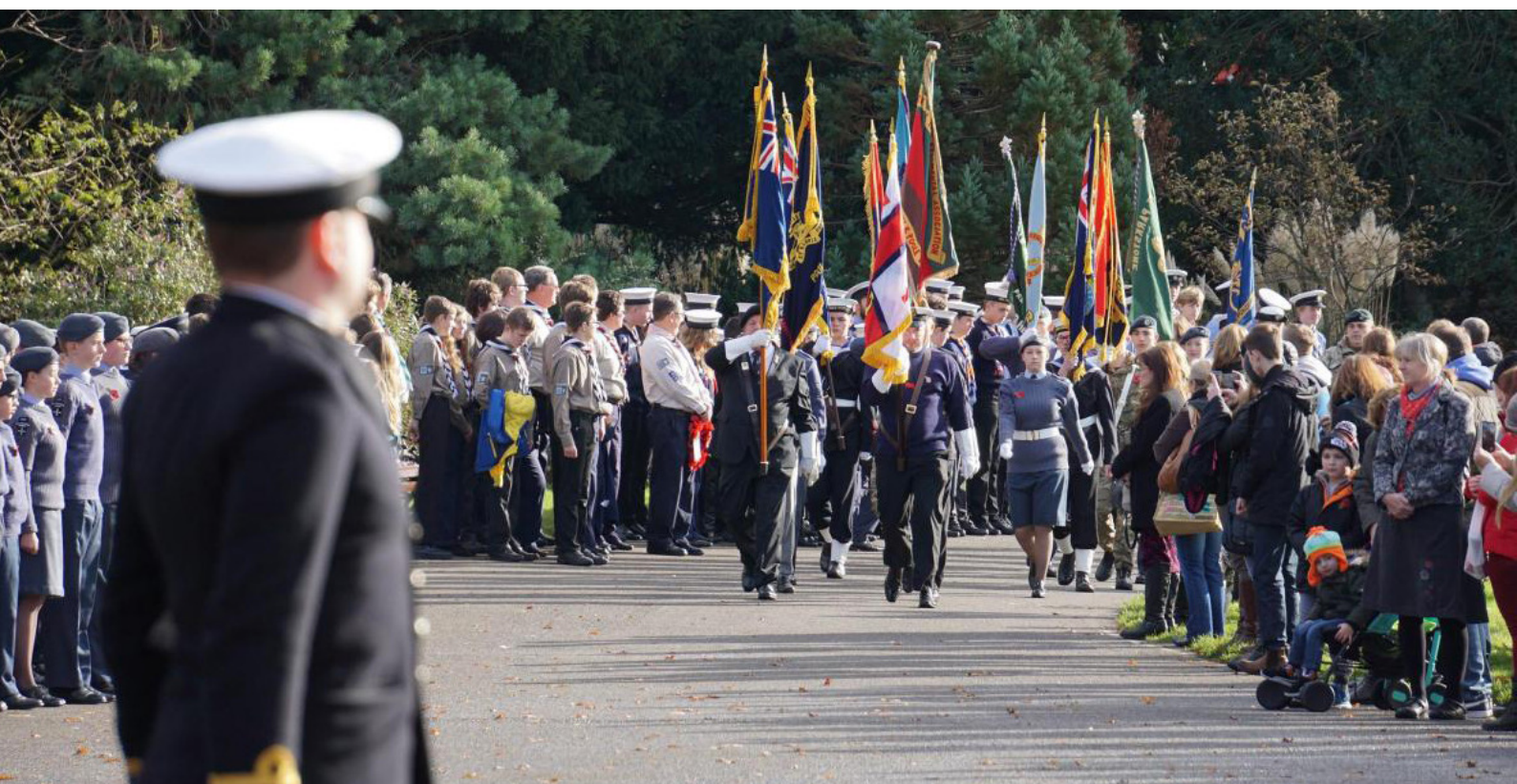
## Cadets and Community Cohesion cont.

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**never really noticed her...Cadets has made her into a leader... (Parent of a cadet 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. 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.



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# The Impact and Value of CVQO Qualifications.

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An integral part of the experience and opportunity offered to members of the Cadet Forces, both adult and young person, is that of being able to study for and gain vocational awards through CVQO. CVQO is a UK-based vocational education charity and learning provider. Founded in 2001, it provides vocational qualifications to members of UK youth groups and their adult volunteer instructors. It offers over 20 different qualifications accredited by Pearson, the Institute of Leadership and Management (ILM) and City and Guilds. Due to funding from ESFA<sup>1</sup> and the MOD, most qualifications are offered at either no cost to the learner or at a low cost compared to commercial providers. The great majority of its learners are members of the Cadet Forces. The vocational qualifications that CVQO offers provide formal and accredited recognition of skills such as teamwork, leadership, management and self-reliance. It is important to note that these competences are those that employers say they look for in their staff<sup>2</sup>. CVQO is inspected by Ofsted and in its last inspection, in 2019, received a 'Good' rating. The research team regard this rating as impressive as CVQO has no control over its learners as cadets and CFAVs are free to leave the Cadet Forces at any time. Moreover, learners are either in small groups or work as individuals, with support from CVQO staff, in all parts of the UK. We note that Ofsted commented positively on the ability of CVQO to maintain learner motivation.

In 2018 – 2019<sup>3</sup>, 9,886 cadets and 552 CFAVs gained CVQO awards. The research team has interviewed cadets, CFAVs, teachers and trustees and members of CVQO staff to try and identify the impact of gaining these qualifications on both cadets and CFAVs. It must be pointed out at this stage, that participation of both cadets and CFAVs in CVQO qualifications is not evenly

distributed across the country. Some areas have much higher levels of involvement than others. The uneven levels of participation largely depend on three factors; the funding available<sup>4</sup>, the level of interest in CVQO of the CFAVs (partly a facet of how many CFAVs in a unit or area have CVQO qualifications themselves); and the effectiveness and experience of the CVQO regional managers (inevitably some get more learners involved than others). Although CVQO does not have details of which individual learners are disadvantaged, it does deliberately target the lower-level awards at deprived areas. As the Managing Director of CVQO has written<sup>5</sup>,

**// the Level 1 award remains an important part of our offer. We continue to target these qualifications where they are most needed. It is proposed in future that we will target highest-potential impact learners through areas of multiple deprivation etc. by postcode analysis.**

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## Impact and Value of CVQO awards on Cadets

**// BTEC is a life-changer for our kids. (Head Teacher, NE England)**

Interviews with Headteachers, teachers and CFAVs who are teachers, both in Academy schools with CEP CCF units and those who work with community cadet detachments, all made a very similar point that working for and gaining a CVQO qualification was very important for those cadets that were not academically inclined and did not enjoy their time in school. A Headteacher from a large Academy school in a disadvantaged area of North East England summed up the views of these interviewees when he pointed out that,

1 Education and Skills Funding Agency

2 See, for example: <https://www.reed.co.uk/career-advice/graduate-skills-what-are-employers-looking-for/>

3 It is appropriate to use figures from this year as the 2019 – 2020 year was affected by the Covid-19 pandemic.

4 Wales, Scotland and Northern Ireland provide less funding per cadet for CVQO awards than England does.

5 On 19 March 2020

## The Impact and Value of CVQO Qualifications cont.

**“ cadets that ‘don’t do’ school can gain a vocational qualification with CVQO, and then realise that they can achieve and can go on to get GCSEs.” This is an important observation that is key to the social impact of CVQO.**

The views of the teachers were supported by a CVQO trustee who has worked in secondary education for over 30 years. She stressed that it was essential that young people have opportunities to learn in different ways, and on-the-job. She believed that these opportunities were especially important for those youngsters who did not shine at school. She said,

**“ I have talked to many cadets and believe that CVQO gives all cadets the same opportunities. It enables those that learn differently or have learning disabilities to learn and achieve. This is important as cadets report they enjoy learning in different ways. Doing a CVQO qualification changes performance in schools as the cadets realise they can achieve qualifications and their confidence is greatly improved.**

Some Cadet Force units take imaginative approaches to engaging their cadets with CVQO. A CFAV reported that,

**“ we did a thing at summer camp last year. We had CVQO staff in to run an ILM level 2 course in an intensive two-day package. Seventy-two cadets passed; out of those seventy-two I imagined that fifty would never get a formal educational qualification....so many of the young people in our area leave school without qualifications. The CVQO awards give young people a sense of pride and a feeling of worth.**

The statement, “CVQO awards give young people a sense of pride and a feeling of worth”, is an articulation of increased self-efficacy and it is hypothesized that the gains in self-efficacy recorded by cadets, especially those that are eFSM, is partly due to some gaining vocational qualifications.

As noted above, CVQO does not have historical data of which individual learners are disadvantaged. However, it is estimated that c. 10% of cadets are eFSM and that in 2018 – 2019 9,886 cadets gained CVQO awards. These awards included 3,194 gaining a level 1 BTEC; 4,972 gaining a level 2 BTEC; 1,458 gaining a level 2 ILM; and 182 gaining a level 3 ILM. CVQO targets level 1 qualifications ‘where they are most needed’. Given that c. 10% of cadets are eFSM, it can be assumed that c. 988 cadets that are eFSM gained vocational qualifications during 2018 – 2019. Research by Hayward et al.<sup>6</sup> asserts that there are high wage, and particularly employment, returns to 1-2 good GCSEs. These combine to produce very large lifetime productivity gains from 1-2 GCSEs compared to no qualifications, particularly for men. If the interviewees cited above are correct, the implication is that many disadvantaged cadets gain CVQO awards and then, newly determined and confident in their ability, go on to gain GCSEs, resulting in wage and productivity gains that may not have happened without their participation in the Cadet Forces.

The work of Hayward et al. supports the earlier work of Wiseman et al.<sup>7</sup> who concluded that their research identifies significant returns to education, and that vocational qualifications increase the productivity of individual workers relative to qualification levels below NQF-2 or relative to having no qualifications, resulting in higher wages and better employment opportunities. Undertaking and successfully achieving vocational qualifications are investments in early life which increase lifecycle earnings relative to not having achieved these qualifications.

Any calculation of the value of CVQO awards will, inevitably, be no more than indicative. However, it is

6 Hayward, H., Hunt, E. & Lord, A. (2014) The economic value of key intermediate qualifications: estimating the returns and lifetime productivity gains to GCSEs, A levels and apprenticeships, Department for Education

7 Economic, Social, and Personal Outcomes of Vocational Qualifications Prepared for: London Borough of Newham Prepared by: June Wiseman (Director, BMG), Philip Roe (Research Director, BMG), Elizabeth Davies (Research Manager, BMG), Stefan Speckesser (IES) & Jose VilaBelda Motalt (IES) Date: July 2013

# The Impact and Value of CVQO Qualifications cont.

interesting to see the potential value of the vocational qualifications. If we only consider the cadets that gain a level 2 award<sup>8</sup>, either BTEC or ILM, and assume that 10% of them are eFSM, then 497 cadets that are disadvantaged gained a BTEC and 146 an ILM. MOD data shows that 34% of cadets are female, thus c. 169 girls and 328 boys gained a level 2 BTEC and 50 girls and 96 boys gained a level 2 ILM. Hayward et al. calculate that the estimated Lifetime Productivity Returns of having 1-2 GCSEs were £110,395 for women and £170,984 for men (2014 figures). Adjusting for inflation<sup>9</sup>, these productivity returns increase to £124,412 for women and £192,694 for men (2019 figures). If we then assume that these eFSM cadets go on from a level 2 vocational award to gain 1-2 GCSEs, then the lifetime value of these for the 2018 – 2019 cohort of CVQO learners is in the region of £27.2 million for girls, and £81.7 million for boys, with an overall total of £108.9 million.

We stress that these figures are only indicative. Our calculations ignore the c. 320 eFSM cadets that gained a level 1 award, and those that gained a level 3 award. We resisted any attempt to allow for the effectiveness of CVQO's targeting of awards on disadvantaged areas. And, importantly, we ignored the value of CVQO qualifications for the 90% of cadets that are not eFSM<sup>10</sup>. Therefore, we believe that the indicative figure provides a conservative minimum estimate of the magnitude of the lifetime value of CVQO qualifications for the cadets that gained vocational awards in 2018 – 2019. If a figure of £108.9 million is a minimum, then we suggest it is a significant minimum for one year's learners.

We should also consider that the value of any qualification is not just in the short term and the learning involved in gaining an award can be used in different contexts. A teacher that is a CFAV in a CCF unit made the following statement to the research team,

**// I also regard the successful completion of the ILM course as an example of what I call the 'long fuse' educational experience. Much of what happens in education can appear to be driven by short term objectives and motivations. However, the full benefit of some educational activities may not be fully realised until several months or even years later. It has been both interesting and pleasing to note that several senior cadets have commented to me, at a much later date, how they have valued greatly the ILM course. In some cases, it was not until two or three years later, perhaps at interview or when working on collaborative project as an undergraduate, that the former cadet was able to call upon knowledge and experience of leadership models. To have both the knowledge and confidence to assume responsibility and to display a willingness to lead has arisen, partly, through the combination of the cadet courses and the ILM award.**

We are not attempting to put a financial value on this aspect of the CVQO awards, but the suggestion that they benefit cadets who are undergraduates (and thus presumably have A levels), as well as cadets that might only get 1 – 2 GCSEs is interesting.

## Impact and Value of CVQO awards on CFAVs

**// It's a no brainer, if you are helping with cadets, you should do the vocational qualifications. Cadets gives you the experience and training, you do the paperwork. ATC Warrant Officer, London**

8 A level 2 award is at GCSE level, so it is assumed the cadet has demonstrated the ability to gain GCSEs

9 Calculated utilising the Bank of England's online Inflation Calculator <https://www.bankofengland.co.uk/monetary-policy/inflation/inflation-calculator>

10 Hayward et al. (2016) state that, "intermediate qualifications have a strong labour market value in England. Achieving GCSEs, A levels and apprenticeships improve earnings, employability and lifetime productivity. Even achieving at very low levels – just one or two GCSE passes compared to none – is associated with large economic gains. Modest incremental improvements in GCSE attainment can also have sizeable lifetime returns, across the spectrum of GCSE achievement." Thus, by ignoring the potential value of vocational qualifications to the great majority of cadets that are not disadvantaged, we are making a conservative estimate of their value.

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## The Impact and Value of CVQO Qualifications cont.

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In our 2017 report, we estimated that the educational provision delivered to a sample of 338 CFAVs had given them potential lifetime earnings increases of c. £25.58 million<sup>11</sup> (assuming that individuals had not already achieved the levels of qualification previously); adjusted to 2019 the earnings increase rises to £27.6 million. This calculation was informed by research published by BIS and the National Foundation for Education Research<sup>12</sup> which identified the value in future earnings to individuals who attain NVQ Level 2 and NVQ Level 3 qualifications, with earnings increasing by as much as £77,000 across a lifetime. More recently, in the 2018 – 2019 year 469 CFAVs gained NVQ Level 2 and 3 qualifications through CVQO. The value in future earnings to this cohort could be as much as £81,613 per individual, or £38.3 million for the cohort. However, we point out that caution needs to be applied when looking at these simplistic calculations, as they do not account for deadweight (i.e. how many CFAVs would have achieved these qualifications if they were not involved with the Cadet Forces).

In our 2019 report, we summarised the responses to a questionnaire of 103 CFAVs that had gained CVQO awards. The most frequent responses given were that CVQO awards increased a CFAV's employability, increased their self-confidence, and gave opportunities for management roles. In addition, teachers that are CFAVs reported that their teaching skills had improved. Other benefits cited included improvements in organizational skills used at work and being seen by employers as being capable of serious tasks. Our evidence indicates that in many cases gaining a vocational qualification with CVQO changes the career prospects of CVQOs. Vocational qualifications are particularly important for CFAVs with no, or very few, formal educational qualifications, as one CFAV that had gained the City and Guilds Membership in Leadership and Management memorably remarked,

**// it has not made me a millionaire or better looking but I did leave school with no qualifications, and I think I can hold my head high amongst my peers and state I have an equivalent of a graduateship. I also have severe dyslexia and find it an excellent way of gaining qualifications in a less formal setting and in my own time. It also makes you understand and appreciate the skills and knowledge one gains from volunteering!**

<sup>11</sup> In the 2017 report the figure given was £15.58 million. This was a typographic error, the figure should have been £25.58million

<sup>12</sup> BIS, (2011), Returns to Intermediate and Low-level Qualifications, BIS Research Paper No. 53, September 2011; BIS, (2013), Review of the Economic Benefits of Training and Qualifications, as shown by research based on Cross-sectional and administrative data, BIS Report No. 105, February 2013; Lynch, S., Sims, D. & Wespieser, K., (2015), A literature review of the value of vocational qualifications, National Foundation for Education Research Report, Slough.



# CyberFirst.

The training and development offered by the Cadet Forces continually evolves. In addition, new opportunities are offered as a result of specific national initiatives. The Cadets CyberFirst programme was launched in September 2018 by the Secretary of State for Defence<sup>1</sup>. The GCHQ National Cyber Security Centre's initiative is delivered by QA Ltd and CFAVs and aims to equip up to 2,000 cadets a year with the skills and expertise that will encourage them to become future leaders in the emerging cyber security sector. With funding of £1 million a year, the programme gives cadets the opportunity to learn how to protect systems connected to the internet from cyber-attacks. There are three levels of course available; the initial Adventurers, the intermediate Defenders; and the Advanced. The initiative, the first of its kind in a NATO state, recognizes the role that the Cadet Forces play in developing employable young people by equipping them with new, sought-after, skills. The scheme includes a 'train the trainer' course, which will enable CFAVs to deliver the CyberFirst programme to large numbers of cadets.

As an example of how the CyberFirst scheme works, we can review the Defenders programme run in February 2020, hosted by the Royal Signals<sup>2</sup>. This level of the initiative provides an insight into the cyber world and how common threats can be managed. The course has various elements, including looking at first-line defences such as firewalls, anti-virus software and managing the personal digital footprint. The course is highly practical, and gives cadets the opportunity to construct, configure and run the security of a typical home network, putting the skills they learnt into practice. The CyberFirst Project Officer for the Cadet CIS Training Team said,

**// this is a brilliant course - there is nothing else like it. It increases awareness of cyber security, and in developing practical skills it helps promote STEM careers for the**

**next generation. It also allows us to tackle some of the old-fashioned stereotypes surrounding a career in cyber, plus the cadets love it!**

A Cadet CSM from Durham ACF that attended the course said,

**// I had a fantastic week with the Cadet CIS Training Team, the support provided by the Royal Signals as hosts was great during my CyberFirst Defender and Cadet Signaller courses. I thoroughly enjoyed the amazing insight into the world of cyber defence and I'm really looking forward to putting my new-found signals knowledge into use during fieldcraft.**

The advent of the lockdown imposed by the Covid-19 pandemic resulted in MOD working with QA Ltd to develop CyberFirst as virtual courses. The Adventurers course was adapted to two half-day sessions, and the Defenders to 10 half-day sessions. Moving the programmes to the virtual world seems to have had no adverse effect on the programmes impact. An email from an ACF Cadet Corporal that did the online Defenders course read,

**// ...I would just like to pass on my feedback regarding this course. It was incredible and I am hugely grateful to have been given the opportunity to attend this course. It really solidified my desire to venture into the field of cybersecurity in the future. As this is my last summer within the ACF, I was devastated when the annual camp was cancelled but this really reminded me why I was a member of the ACF - the incredible opportunities that being a cadet presented. I feel that this course should be taken up by every single cadet even if they don't wish to pursue this field in the future as the knowledge is useful for any field. Many thanks again for this being offered to the ACF.**

<sup>1</sup> The Rt Hon Gavin Williamson MP, on that date.

<sup>2</sup> Imaginatively, the course was combined with a Cadet Signaller course, another example of an added-value activity offered to cadets.

The parent of a Sea Cadet who undertook the Adventurers course emailed to say,

**// Just wanted to send a massive thank you to everyone that was involved in running the cyber basic course over the last 2 days and everyone involved in the organisation of it. My son had learnt so much, he was coming and telling me what he had been doing on his breaks as well as at the end of the sessions. It has got him communicating with his older brother about what he learnt and then looking online himself to see if he can develop his knowledge more. From the excitement to get back on and the enjoyment he has had from this course I really just felt the need to let you know what a wonderful thing it was to see as well as the laughter coming from his room. It has definitely expanded his knowledge and given him a different outlook at how accessible information is online. Looking forward to more spaces on the next level coming soon. A massive thank you from a very happy cadet parent, with a very happy cadet, thanks to all the efforts you all put in.**

We must stress that the research team has not carried out a formal evaluation of the CyberFirst initiative for the Cadet Forces. However, the feedback quoted above is typical of the comments we have heard as we conducted our research. We believe that the CyberFirst initiative is successful and a very good example of an added-value activity offered to the Cadet Forces.



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# Added Value Activities.

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A key element of the cadet experience is the opportunity offered for young people to go beyond the standard parade nights and camps to take part in a range of added-value activities such as the CyberFirst initiative mentioned above, bands<sup>1</sup>, advanced leadership courses<sup>2</sup> and a range of specialist activities<sup>3</sup>. Although not all cadets take advantage of these opportunities, and in some cases the activities are selective, several thousand young people take part each year. At Appendix A one of these added value activities, the Royal College of Nursing Prince of Wales Nursing Cadet Scheme is examined. It is interesting to note how the scheme builds on the core skills developed through participation in the Cadet Forces.



1 See, for example, <https://www.raf.mod.uk/aircadets/what-we-do/music/>

2 See, for example, <https://www.raf.mod.uk/aircadets/what-we-do/training-and-education/leadership-training/>

3 See, for example, <https://armycadets.com/volunteer-with-us/activities-qualifications/train-to-deliver-specialist-activities/> and <https://www.sea-cadets.org/articles/2019/09/19579-national-combined-regatta>

# Cadet Force Adult Volunteers.

Without CFAVs there are no cadet units. As a voluntary youth organisation, adult volunteers are essential to the organisation and delivery of the Cadet Forces experience. As of 1 April 2020, there were nearly 29,000 CFAVs working in community units or CCF detachments. CFAVs are trained, can get promoted, and many of them spend years (in some cases, decades) working with cadets. CFAVs are the key part of the Cadet Forces, the 'lifeblood of the cadet service' and the social impacts they derive from their service are an important area of study. This research project has, for the first time, gathered data from CFAVs in order to identify the social impact that CFAVs both give, and gain. Since the 2019 report, the research team has not gathered new data from CFAVs. Therefore, in this final report we summarise our findings from previous years.

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 '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 ILM programmes. They are deemed particularly useful for those adults with few or no qualifications and are regarded as very good for building a CV.

We conducted two surveys of CFAVs; in 2018 we surveyed 104 CFAVs and in 2019, using a different questionnaire, we surveyed 353<sup>1</sup>. The questionnaires asked for different information from respondents.

The key findings of the 2018 survey were that the overwhelming majority of CFAVs surveyed (96%) felt that volunteering had a positive impact on their

lives. The majority of CFAVs surveyed also said that volunteering had improved their mental wellbeing and leadership skills. CFAV views on the extent to which volunteering improved their physical wellbeing were more mixed. The majority of CFAVs reported that they would recommend being a CFAV. Those CFAVs who work in schools as teachers say that their work in the CCF helps build secure relationships with students, which benefits both them and their pupils back in the classroom. The findings on leadership abilities were positive with the majority of CFAVs responding that their abilities had improved because of their volunteering. Leading people and projects are valuable skills which can be rewarded in the workplace and help with career progression, for some CFAVs their volunteering has improved their self-development in this area. This finding further supports the proposition that the MOD is, in its way, demonstrating significant corporate social responsibility by enhancing the skills and competences of the staff of thousands of employing organisations.

The 2019 survey aimed to gather more factual data on the make-up of the CFAV population. The highlights of the survey are shown below:

- Gender make-up of CFAVs Male = 70%, Female = 30%<sup>2</sup>
- Percentage of CFAVs that were themselves cadets = 66%
- Percentage of CFAVs that served as Regulars or Reservists in HM Forces = 30% (of which 71% had been in the Army, 22% in the RAF, and 8% in the Royal Navy or Royal Marines)
- Percentage of CFAVs that had served in HM Forces and had been cadets = 95%
- Percentage of CFAVs that were employed = 91%
- Percentage of CFAVs whose employers know of their role = 81%
- Percentage of employers that actively support CFAV role (by providing paid leave, time off, or use of facilities to support role) = 67%

1 The Qualtrics sample size calculator was used to identify the ideal sample size for the CFAV population. It showed that the minimum sample size for both surveys would be between 65 – 75 responses. Therefore, we are confident that our sample sizes are sufficient to give a 90% confidence level for the results  $p < 0.1$ .

2 No other descriptions of gender were used by the CFAVs. The MOD produced CFAV statistics reveal a very similar gender balance.

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## Cadet Force Adult Volunteers cont.

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- Percentage of CFAVs with CVQO qualifications = 30% (participation varies widely between area)
- Percentage of CFAVs that are teachers, social workers or in the police and believe that participation in the Cadet Forces is particularly beneficial for disadvantaged youngsters = 97%
- Average number of hours a week that a CFAV spends on Cadet Force activities =  $10^3$  (x 40 weeks). Therefore, the typical CFAV spends c. 400 hours a year on the role. Given that there are c. 29,000 CFAVs the amount of time voluntarily devoted to the Cadet Forces is c. 11.6 million hours p.a.

We then looked at calculating the value of the time and effort that CFAVs devote to the Cadet Forces. There is no single accepted way of calculating the value of volunteering time in the UK. Different methodologies have been proposed by organisations either seeking to use volunteering hours as match funding for funding applications, or by those striving to prove their value to society. This report will not use all available methodologies to try and put a value on Cadet Force adult volunteering, but will use two different models (one simple, one more sophisticated) to give some indication of the likely value of the time CFAVs devote to the Cadet Forces.

The Community Works organization<sup>4</sup> suggest that it is possible to work out the economic value that volunteers make to an organisation by multiplying the total volunteer hours by an hourly wage rate. This could be the national minimum wage or a median hourly wage. The minimum wage probably underestimates the value, while the median wage may overestimate it. If the national minimum wage for an adult aged 25 or more (£8.72 per hour<sup>5</sup>) is used as a base line, and assuming that the sample of CFAVs covered by the survey is representative, then the value of CFAV volunteering is nearly £101 million p.a. (28,920 CFAVs x 400 hours p.a. x £8.72).

In 2013 Fujiwara, Orovemi and McKinnon<sup>6</sup> use data on

life satisfaction and volunteering status shown in the British Household Panel Survey. Analysing four waves of data, using two stage least squares regression and instrumenting for income, they estimate that the value of volunteering to frequent volunteers (the definition of which includes CFAVs) is c. £13,500 p.a. at 2011 prices. This figure equates to £16,562 at 2019 prices. As they note, this figure is not to “necessarily be seen as an amount that people would be willing to pay to partake in voluntary work; it is simply the monetary equivalent of the wellbeing benefit derived from volunteering. Also note that this is an average value which will clearly increase or decrease for different groups across society.”

Fujiwara et al. also consider the impact on life satisfaction of not being able to volunteer and conclude that the negative impact of this is similar to divorce, and about a third of the effect of being unemployed<sup>7</sup>.

If we use the life satisfaction model of valuing volunteering, then we get a very different answer from that derived from the simple, minimum wage model. The Fujiwara et al. approach gives a value of CFAV time devoted to the Cadet Forces as £479 million p.a. (28,920 CFAVs x £16,562), nearly five times the calculation gained from using the simple model. It is also nearly two and half times the annual cost of the Cadet Forces to MOD, which is a very impressive return on investment.

It is, of course, not possible to put a single authoritative figure on the financial value of CFAV volunteering; the value arrived at depends on the calculation used. However, we are confident in saying that the value of the time, energy and effort CFAVs put into the Cadet Forces is a very large number indeed, theoretically between £100 million and £500 million and probably at the higher end of this range. In considering the social impact and return on investment of expenditure on the Cadet Forces, the value produced by, and for, the CFAV is clearly very significant.

3 This figure does not include time spent on camps, so is a conservative estimate.

4 <https://www.bhcommunityworks.org.uk/voluntary-sector/volunteering/good-practice-guide/evaluating/working-out-the-economic-cost-of-volunteering/>

5 Current rate from 1 April 2020

6 Well-being and civil society: estimating the value of volunteering using subjective wellbeing data, Department for Work and Pensions, working paper 112, Daniel Fujiwara, Paul Orovemi, Ewen McKinnon. 2013

7 Source: Fujiwara (2013)



# The Importance of the Cadet Forces to the Devolved Administrations.

Following the production of the 2019 report, the research team was asked to separately identify the impacts of the operation of the Cadet Forces in Northern Ireland, Wales and Scotland and to identify how their operation supported specific policy initiatives. Sadly, due to the onset of the Covid-19 pandemic, it was not possible to visit Scotland in order to gather the required data. However, reports were produced for, and presented to, Cadet Force commanders in Northern Ireland and Wales. The key findings of these reports are shown below.

Figures supplied by the Reserve Forces' and Cadets' Association indicate that there are c. 3,800 cadets and c. 720 CFAVs in Northern Ireland and c. 5,200 cadets and c. 1,300 CFAVs in Wales<sup>1</sup>. Therefore, Northern Ireland has c. 3% of the cadets and c. 2.6% of the CFAVs, and Wales has 4.1% of the cadets and 4.6% of the CFAVs in the UK. These figures were used to estimate the quantitative value of the Cadet Forces to Northern Ireland and Wales. It was assumed that the annual cost of running the Cadet Forces in Northern Ireland is c. 3%, and in Wales c. 4%, of the annual cost of the Cadet Forces in the UK.

Based on the financial returns noted above (see page 15 and 16), the value of culture/heritage and sport activities carried out by cadets in Northern Ireland is c. £2,500,000 p.a.; the value of CFAV benefits is c. £11,671,000 p.a.; and the number of young people that the Cadet Forces in Northern Ireland need to change the life outcomes of (so they avoid becoming NEET and become employed) to cover the cost of the Cadet Forces in Northern Ireland is in the region of 14<sup>2</sup>. In Wales, the comparable figures are: the value of culture/heritage and sport activities carried out by cadets is c. £3.4 million p.a.; the value of

CFAV benefits is c. £20 million p.a.; and the number of young people that the Cadet Forces in Wales need to change the life outcomes of (so they avoid becoming NEET and become employed) to cover the cost of the Cadet Forces in Wales is in the region of 18<sup>3</sup>. To the benefits cited above, we need to add the financial savings that individual CEP schools get as a result of reduced exclusions, the very large lifetime benefits that individuals get from gaining vocational qualifications, and the qualitative benefits described previously. These benefits are, perhaps, of particular value given the levels of economic and social deprivation in Northern Ireland<sup>4</sup>, particularly to those youngsters that are eligible for free school meals.<sup>5</sup>

## Community Cohesion in Northern Ireland

In September 2012 the Northern Ireland Assembly's Committee for Education<sup>6</sup> pointed out that,

**// young people are influenced by their peers, normally in the setting of youth work and youth clubs. You learn from your peers in those youth clubs, and you carry that for the rest of your life.**

The Cadet Forces in Northern Ireland provide a number of interesting examples of how well-run uniformed youth groups can promote community cohesion and enable both children and adults to overcome their traditional prejudices. As the research team has been repeatedly told, both by CFAVs and the cadets themselves: 'Cadets Don't Have Labels'. As one cadet remarked,

**// I'm a Protestant but Cadets has taught me that religion doesn't matter. So, there's**

1 CFAV figure include Trustees, Instructors, and Unit assistants

2 Assuming that the Cadet Forces in Northern Ireland account for c. 3% of MOD expenditure.

3 Assuming that the Cadet Forces in Wales account for c. 4% of MOD expenditure.

4 The European Commission's report, 'Youth Policies in the United Kingdom (Northern Ireland), 2017, notes that around 20% of individuals in Northern Ireland live in absolute poverty; there are high levels of unemployment; 34% of school leavers do not achieve five GCSEs or equivalent at grades A\*-C and 59% of this sub-set are entitled to free school meals.

5 Over 99,000 children in grant-aided schools in Northern Ireland are entitled to free school meals, representing over 29% of all pupils.

Source: Northern Ireland Statistics and Research Agency: School Meals in Northern Ireland, 2018/19

6 Northern Ireland Assembly, Priorities for Youth: DE Briefing, 19 September 2012.

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# The Importance of the Cadet Forces to the Devolved Administrations cont.

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**some Catholics that were really good friends of mine that were in Cadets. And at the end of the day, we both did exactly the same things. It's not like they were any different, just because they believe in something different doesn't make them any different.**

Given the unique historical situation in Northern Ireland, the role of the Cadet Forces in supporting community cohesion is potentially important, albeit the numbers involved are not large<sup>7</sup>. While it is not possible to put a definitive financial value on community cohesion, the benefits resulting from participation in the Cadet Forces do support the Building a United Community Strategy (Northern Ireland Executive, 2013), the first priority of which is 'to improve attitudes amongst our young people and to build a community where they can play a full and active role in building good relations'.

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## How the Cadet Forces in Northern Ireland support policy initiatives

The Children and Young People's Plan 2019 – 2021<sup>8</sup>, developed by the Children and Young People's Strategic Partnership (CYPSP), has the development of resilience as a key priority. As noted above, the research into the social impact of the Cadet Forces has identified that cadets develop more self-confidence and resilience. Participation in the Cadet Forces also enables young people to develop behaviours and attitudes that mean they are more likely to experience acceptance and respect for who they are ('Cadets Don't Have Labels') and develop positive connections in the community; both of which are underlying principles of the Children and Young People's Plan.

The Cadet Forces in Northern Ireland provide a wide range of experiences that develop the young people physically, mentally and instil values and behaviours that have a strong synergy with the eight parameters

set out in the Children's Services Co-operation Act<sup>9</sup>:

- Physical and mental health
- The enjoyment of play and leisure
- Learning and achievement
- Living in safety and with stability
- Economic and environmental well-being
- Making a positive contribution to society
- Living in a society which respects their rights
- Living in a society in which equality of opportunity and good relations are promoted between persons who share a relevant characteristic and persons who do not share the characteristic.

It was concluded that the cadets and CFAVs in Northern Ireland gain personal benefits and provide positive outcomes for the Province. Moreover, the operation of the Cadet Forces in Northern Ireland directly supports key policy initiatives relevant to young people and the future wellbeing and prosperity of Northern Ireland.

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## How the Cadet Forces in Wales support policy initiatives

The Welsh Government's Youth Work Strategy for Wales<sup>10</sup> states a desire to integrate formal education, informal education and informal learning. It seeks to develop and realise the potential of young people and is committed to equality and inclusion. The research into the social impact of the Cadet Forces clearly demonstrates that participation of young people in cadet units helps to enable them to realise their potential through the development of key skills. Moreover, the integration of formal (school-based) learning and informal (cadet-based) learning is strong, with many cadets gaining new enthusiasm for formal learning as a result of their cadet experiences. It is suggested that the research carried out by the ISII team for the MOD might contribute to a number of

7 In 2016 there were 435,567 under 18-year-olds in Northern Ireland, of which only c. 3,800 are cadets. Source: Children and Young People's Strategic Partnership, How are children and young people in NI doing? June 2018

8 <http://www.cypsp.hscni.net/download/documents/CYPSP-Action-Plan-2019-2021.pdf>

9 As described in the Regional Youth Development Plan 2017 – 2020. Source: the Education Authority

10 <https://gov.wales/sites/default/files/publications/2019-06/youth-work-strategy-for-wales.pdf>



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# The Importance of the Cadet Forces to the Devolved Administrations cont.

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elements of the Implementation of the Youth Work Strategy for Wales<sup>11</sup>, including the mapping and evidence collection, the delivery of evidence related to the Cadet Forces, and the provision of examples of ways of working.

Participation in the Cadet Forces is not a guarantee of educational progress or improvement. However, the evidence gathered by the ISII research team on the value of being a cadet on the educational outcomes of many young people, particularly the more disadvantaged, suggests that the activities and outcomes of the Cadet Forces in Wales strongly support the four purposes of the Curriculum for Wales 2022<sup>12</sup>.

In addition, Cadet units support their participants to become ethical, informed citizens of Wales and the World through a range of experiences, including opportunities to:

- make positive choices, and to learn how these affect their own and others' health and well-being
- interact with others within different social situations
- engage with different social influences and to appreciate the importance of respecting others
- consider the social and ethical issues that impact on the health and well-being of others

Cadet units are thus directly supporting the Health and Wellbeing strategy<sup>13</sup> that supports the Curriculum for Wales.

It was concluded that cadets and CFAVs in Wales gain personal benefits and provide positive outcomes for the Welsh Government. Moreover, the operation of the Cadet Forces in Wales directly supports key policy initiatives relevant to young people and the future wellbeing and prosperity of Wales.

We conclude that the Cadet Forces deliver outcomes and impacts that are important to the specific contexts and political priorities in Northern Ireland

and Wales, as well as delivering the national outcomes and impacts already described.

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## Scotland

As noted above, it is unfortunate that we were prevented from carrying out a similar analysis of the impact of the Cadet Forces in Scotland. The Scottish Qualifications Authority (SQA) and Lowland RFCA have developed a suite of recognised qualifications which formalise the learning and development young people achieve as members of the Cadet Forces in Scotland and equips them with qualifications that are recognised outside the Cadet Forces. This is an exciting initiative that provides opportunities for cadets (especially those that do not do well in mainstream education) and CFAVs. It is known that further education institutions and employers value the competences covered by the SQA awards. The impact of this initiative, and of that of the Cadet Forces in Scotland merits future independent review.

11 <https://gov.wales/implementation-youth-work-strategy>

12 <https://hwb.gov.wales/draft-curriculum-for-wales-2022/a-guide-to-curriculum-for-wales-2022/>

13 <https://hwb.gov.wales/draft-curriculum-for-wales-2022/health-and-well-being>



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# What benefits do the Cadet Forces provide to Government Departments?

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The Cadet Forces are supported by the MOD. As our research has shown, the impacts of the Cadet Forces result in benefits that accrue to a number of Government Departments. Below is a summary of these benefits and, where evidence exists, examples of the financial values that have been identified.

## Ministry of Defence

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The Cadet Forces teach young people about the history and work of the Armed Forces. The Cadet Forces represent the visible element of the Armed Forces in many communities. This visibility and community engagement lead to enhanced intergenerational community cohesion.

Serving soldiers that were cadets:

- have higher self-efficacy than their non-cadet peers.
- are four times more likely to be an officer or senior NCO
- serve at least six years longer
- report that they had developed leadership and self-discipline in the cadets
- believe cadets 'positively helped' their military career

The great majority of CFAVs who complete the CVQO courses which they are able to undertake as part of their volunteering, benefit from large potential lifetime earnings increases.

## Department for Education

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Cadet Forces (both CCF and Community units) lead to improved school attendance, particularly for:

- Male students
- Older students
- eFSM students
- English as an Additional Language students
- Pupil premium students

Improved attendance is linked to improved attainment. Being a cadet is linked to improved self-discipline and effort, enhanced school cohesion, and development of role models among the student body.

Being a cadet is also linked to a reduction in school exclusions.

Gaining vocational qualifications through CVQO, and then 1-2 GCSEs, can lead to lifetime benefits worth c. £109 million for each years' intake of cadets from disadvantaged backgrounds.

## Home Office

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Adult Volunteers, who are Police Officers or Social Workers, state that the Cadet Forces provide a positive alternative model to criminal gangs and reduce vulnerability to being manipulated by terrorists or paedophiles. Being a cadet provides a 'counter-narrative': there is lots to do, life can be good, your life can be better; no matter what your background.

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# What benefits do the Cadet Forces provide to Government Departments? cont.

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## Department for Work and Pensions

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The skills, confidence and cultural capital that young people gain from being in the Cadet Forces means they are less likely to be benefit claimants than their peers and are more likely to be tax payers (in other words, they have improved social mobility). IPPR calculates that the lifetime cost of being NEET is c. £392,000. Therefore, the financial value of Cadet Forces in helping young people to gain employment is potentially huge. If the Cadet Forces enable c. 460 young people a year to change their predicted life outcomes from NEET to employed, then the annual cost of the Cadet Forces is recovered.

## Department of Health and Social Care

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Each year the young people in the Cadet Forces and CFAVs carry out activities that support and develop their physical and mental wellbeing.

The financial value of the wellbeing outcomes can be calculated (using Fujiwara's methodology) as being in the region of £562 million p.a. (based on the theoretical value of benefits gained by cadets added to those gained by CFAVs).

## HM Revenue & Customs

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Cadets aged 16 – 18 have skills, vocational and other qualifications, and behavioural attributes that are very highly valued by employers, including those seeking young apprentices. Senior cadets are very employable (and may benefit from increased social mobility).

CFAVs gain new skills that are valued by employers and may lead to promotions and enhanced earning, thus increasing their tax contributions.

## Ministry of Housing, Communities and Local Government

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98% of CFAVs said that being a member of the Cadet Forces helped young people become more responsible citizens. Community cohesion impacts across race, class and religion, including in Northern Ireland ("Cadets doesn't care about religion").

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# The Cadet Forces and Covid-19.

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The final five months of this study coincided with the initial stages of the Covid-19 pandemic. One immediate impact of the pandemic was that cadet units had to cancel parade nights, weekend events and summer camps. Fortunately, the research team had all but completed its data collection by this stage although, as noted, it was unable to gather some data in Scotland. Therefore, it is not thought that the results of the study are negatively impacted by the pandemic.

It has been interesting to note how the Cadet Forces have responded to the challenges and restrictions imposed by the pandemic. Appendix B contains a (very) few examples of the ways in which cadet detachments and individual cadets and CFAVs have responded to these challenges. The Appendix also describes how CVQO adapted to the restrictions imposed on the provision of vocational qualifications to adults and young people in the Cadet Forces.



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# Conclusions.

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The extensive qualitative and quantitative data gathered and analysed provides consistent evidence that participation in the Cadet Forces results in significant impacts for both cadets and adult volunteers, and consequently for society. These impacts range from positive outcomes in education, health and wellbeing, employability, lifetime earning potential, community relations, and benefits for the MOD. It is not possible to definitively calculate the exact value of these impacts and the return on investment produced by the Cadet Forces. There is no single figure that can be said to identify the return on investment. However, where calculations of financial return can be carried out based on models produced by HM Government, their sum is vastly more than the annual cost of the Cadet Forces. Spending c. £180 million a year on the Cadet Forces is an excellent use of taxpayers' money.

The Cadet Forces are uniformed volunteer youth movements that benefit nearly all their participants, both young people and adults. For those participants that are classed as disadvantaged, being a cadet can be life-enhancing. The MOD's funding and support

for the Cadet Forces is an excellent example of how a Government Department can deliver corporate social responsibility. The value of the Cadet Forces should be recognised by other Government Departments, especially those that directly benefit from its outcomes and impacts.

It might be tempting for policy makers to conclude, given the positive social impact and return on investment of the Cadet Forces highlighted in this report, that there should be more places in the Cadet Forces for young people, particularly those living in areas of economic and social disadvantage. However, it is clear to the research team that the excellent experiences that the Cadet Forces offer depend, not only on CFAVs, but on the capacity of the Regular Forces to provide sufficient expert support such as Cadet Training Teams, CFAV training courses, camp and range facilities, armouries and ammunition etc. Sadly, given the existing pressure and constraints on the Regular and Reserve Forces, it is difficult to envisage a significant increase in cadet numbers beyond current expansion plans.



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# Limitations of this research.

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All social science research projects have limitations. We have gathered data from a range of stakeholders from across the UK but have not necessarily got representative samples from all organisations. Relatively few of our respondents have been Sea Cadets and we have not obtained as much data as we would have wanted from CEP schools. As we noted in our 2019 report, there do not seem to be requirements placed on schools by the DfE in respect of a methodology to be used to identify the impact of the CEP.

Furthermore, we are not claiming our calculations of the value of social impact, the return on investment, are definitive. We are stating that they are indicative, but that they give an indication of the value of the social impacts resulting from the participation of c. 130,000 young people and c. 29,000 adults in the Cadet Forces.

Despite these limitations we remain confident that our findings are valid and reliable. Our sample size is larger than most studies of this type, and it includes respondents from nearly all socio-economic, geographic, and ethnic populations in the UK.

We are very conscious that we do not compare our cadet or CFAV samples with a matched data set, thus we have not been able to definitely account for alternative attribution of impacts. Nor do we study the long-term impacts of participation in the Cadet Forces. Given the diversity of both cadets and CFAVs, and the project budget, detailed comparisons were not possible. Therefore, we compare our findings with national data. Given the size and diversity of our data set, this is a reasonable compromise.

Research has suggested that other youth movements have a social impact<sup>1</sup>. However, our terms of reference did not include comparing the Cadet Forces with other uniformed, or non-uniformed, youth groups and we have not attempted to produce a 'league table' of impact or return on investment.

We were unable to draw authoritative conclusions about whether participation in the Cadet Forces has any impact on the likelihood of a young person getting into trouble with the police. We spoke with a number of police forces and none of them record whether a young person they arrest, or caution was, or had been, in the Cadets. This lack of objective data means that we cannot say for certain whether the Cadet Forces represent a lever for reducing crime and safeguarding streets and neighbourhoods. CFAVs that are police officers, social workers, or who work in prisons tell us that they are 'sure' being a cadet reduces the likelihood of becoming a law-breaker, but we cannot substantiate these claims.

<sup>1</sup> See for example, [www.scoutorg/Scouting-impact-report2](http://www.scoutorg/Scouting-impact-report2)



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# Glossary.

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ACE – Adverse Childhood Experiences – stressful events occurring in childhood

ACF – Army Cadet Force

ASD – Autistic Spectrum Disorder

ATC – Air Training Corps

BADER – Management Information System for the RAF Air Cadets

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

DCLG – Department for Communities and Local Government

DfE – Department for Education

EAL – English as an Additional Language

eFSM – Eligible for Free School Meals

FE – Further Education

GCSE – General Certificate of Secondary Education

GECES - Groupe d'Experts de la Commission sur l'Entrepreneuriat Social – Social Impact Expert Sub-group

GMACF – Greater Manchester Army Cadet Force

HE – Higher Education

HMRC – Her Majesty's Revenue and Customs

ILM – Institute of Leadership and Management

IPPR - Institute for Public Policy Research (UK think tank)

ISII – Institute for Social Innovation and Impact

MOD – Ministry of Defence

NEET – Not in employment, education or training

NHS – National Health Service

Ofsted – Office for Standards in Education, Children's Services and Skills

ONS – Office for National Statistics

PP - Pupil Premium

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

Westminster - Management Information System for the Army Cadet Force and the Sea Cadets.



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## Appendix A.

# Royal College of Nursing Prince of Wales Nursing Cadet Scheme

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An interesting added value activity developed and trialled in Wales is the Prince of Wales Nursing Cadet Scheme, developed by the Royal College of Nursing (RCN). The Scheme is designed to enable cadets, whatever their background, to develop skills for life and employment in nursing. Piloted successfully<sup>1</sup> in Wales, it offers a blended learning opportunity for members of the Cadet Forces (both young people and CFAVs) aged 16 – 25 years old, that combines classroom-based learning with clinical placements. Cadets in Wales, who successfully complete the scheme, are guaranteed an interview for a post as a 'bank' health support worker. The scheme has a well-defined outcomes framework, consisting of Experience, Intermediate Outcomes, and Long-Term Benefits. This framework was used by the research team to carry out an interim evaluation of the cohort that started the Scheme in April 2020<sup>2</sup>.

The interim evaluation was based on the Outcomes Framework published in 2020. A questionnaire was used to gather demographic data and measure cadet progress in terms of the Experience, Intermediate Outcomes and Long-Term benefits that the scheme aims to deliver. The questionnaire also measures the extent to which cadets engaged with and benefited from the methodologies employed by the scheme. In addition, the questionnaire included items to measure the self-efficacy of the cadets as they progress through the scheme. The cadets complete the questionnaire at the start, the middle and the end of the Scheme to enable their progress to be measured.

Measuring self-efficacy helps to identify the extent to which the Nursing Cadet Scheme is achieving its aim of "engaging and empowering young people to make a valuable contribution to society through clinical and academic exposure and contribute to the health and well-being within their local communities and beyond". Achieving this ambition demands that cadets have, or develop through participation in the scheme, high levels of self-efficacy.

To gather qualitative, and rich data, interviews were held with cadets at the start and mid-point of the Scheme. Interviews are used to identify the motivations and ambitions of the cadets, as well as their personal concerns and triumphs. In addition, interviews allowed for more detail to be gathered about the background and personal circumstances of the cadets. As at 31 July 2020 eight cadets had been interviewed. Quantitative data gathered via the questionnaires was analysed using relevant statistical techniques. Qualitative data gathered via the interviews was analysed using critical realist techniques. Participant statements are coded and 'clustered', and themes are identified. These themes were combined with the quantitative data analysis to report on the social impact of the scheme.

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### Results of Interim Evaluation

As of 7 August 2020, all cadets on the Scheme had completed two iterations of the questionnaire and, as noted above, eight had been interviewed.

An analysis of the questionnaire data shows that the majority (n=14) of the cadets on the Scheme had higher levels of self-efficacy than when they started the programme. Interestingly, the remaining delegates all have the same level of self-efficacy as when they started, and this level is high. Although the numbers of cadets on the cohort are not sufficient to enable valid statistical comparisons to be made, the following points are valid:

- All delegates are members of the Cadet Forces and have been cadets for an average of just under four years. Our 2019 report<sup>3</sup> showed that membership of the Cadet Forces is associated with strong levels of self-efficacy. The fact that 71% of the learners have increased their self-efficacy during the scheme is surprising (perhaps especially surprising during the coronavirus pandemic).
- Although it is not possible to state definitively

1 The scheme was launched in July 2019 and feedback from the cohorts that have completed the scheme, and the health care providers they have worked with, has been positive.

2 This cohort had 14 members, aged between 15 and 18-years-old. It is too small to be statistically representative.

3 [https://pure.northampton.ac.uk/ws/portalfiles/portal/8770638/What\\_is\\_the\\_social\\_impact\\_and\\_return\\_on\\_investment\\_resulting\\_from\\_the\\_expenditure\\_100320.pdf](https://pure.northampton.ac.uk/ws/portalfiles/portal/8770638/What_is_the_social_impact_and_return_on_investment_resulting_from_the_expenditure_100320.pdf)

that the only factor that has led to this increase in self-efficacy is the Nursing Cadet Scheme, it is very likely that it has had an impact.

An analysis of interview data shows that the cadets believe the Scheme meets their expectations. It is regarded as interesting and very relevant to future careers, whether in the NHS or elsewhere. Cadets were complimentary about the way the RCN had rapidly introduced online learning methods to enable the Scheme to be delivered during the pandemic.

An analysis of career aspirations, gathered by the questionnaire at the start and mid-point of the programmes, shows that three of the cadets hope to join the NHS as an apprentice or similar; four want to go onto Further or Higher Education, of which three hope to study a course related to medicine or healthcare; and eight want to join the Armed Forces, of which six want to be a paramedic.

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### Interim Conclusions

Based on the partial data gathered from the small number of cadets on the current cohort of the Nursing Cadet Scheme, the following interim conclusions were drawn:

- Aiming the Scheme at members, or ex-members of the Cadet Forces results in a cohort of focused, ambitious learners;
- The Scheme is enabling young people in Wales to develop their self-efficacy further. This result is strongly associated with positive life-outcomes;
- The Scheme is developing work-ready and further study-ready young people with clear ambitions and goals;
- The Scheme is increasing the numbers of young people in Wales intending to work with medicine and healthcare, both in the NHS and beyond.

The Nursing Cadet Scheme is an interesting example of both an added-value activity, and a programme that recognizes the key attributes that young people develop during their time in the Cadet Forces.

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## Appendix B.

# The Cadet Forces during Covid-19

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The final part of this research project was curtailed by the coronavirus pandemic and the subsequent restrictions on group activities that were imposed. Therefore, the research team decided to note the response of the Cadet Forces to the lockdown by monitoring relevant social media and newsletters. In this endeavour, we received excellent support from the cadet team in the Army's Regional Headquarters in Aldershot and the Youth and Cadets Team in MOD. We did not attempt to gather data in a consistent or structured way, but sought to get impressionistic 'snapshots' of what cadets and their units were doing. The following text outlines some examples of the activities that individuals and units did between March and August 2020 during the pandemic:

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### Army Cadet Force

- A cadet from West Lowland Battalion ACF completed the bronze volunteering section of his Duke of Edinburgh Award by volunteering to deliver food parcels to those most in need in his local area.
- A Cadet Lance Corporal from Northumbria ACF spent lockdown creating Little Bags of Hope for keyworkers in the local area. At the start of his project he envisaged making 50; by the end of it he had created and gifted 600 bags. He delivered his Little Bags of Hope to keyworkers at the local hospital, fire station, police station, RNLI station, local nursing homes, Post Offices, the Royal Mail delivery office, Coastguard base and to funeral homes. He also sent one to Hon Colonel Sir Tom Moore and to the Prime Minister.
- Fusilier cadets from 135 Detachment, Southwest London ACF, continued to parade during the lockdown every Thursday evening via Zoom. Their Company HQ, number 13, set weekly tasks including camouflage and concealment, navigation, best turnout of kit, section attack models, Armed Forces Day 2020 support, and VE Day celebrations. 13 Company also continued

running the cadet promotion scheme enabling six youngsters to become Cadet Non-Commissioned Officers.

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### Sea Cadets

- A Sea Cadet from North Wales has maintained the voice of cadets through lockdown keeping in touch with his area, through cadet forums, virtual quiz nights etc. He also thought it was important to unite cadets from all areas to join together to say thank you to all NHS staff and key workers on the frontline, and also thank the dedicated volunteers of the Sea Cadets so they produced a 'thank you' video in order to do so. He has also sent out messages of support to cadets and volunteers.
- A Sea Cadet from London supported other cadets at their unit (with weekly phone calls), elderly relatives (weekly shopping and phone calls), members of the Royal Naval Association and also venerable members of the local community - through the Brentwood Covid-19 Mutual Aid support group. Recently, she has also been helping making and delivering 'meals on wheels' thanks to her Sea Cadet Advanced Catering training.
- In addition, some interesting regional initiatives were launched such as the Sea Cadet Virtual Leadership Academy (<https://en-gb.facebook.com/NWASCC/posts/1499378516907108:0>)

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### Royal Air Force Air Cadets

- Two Air Cadets from 2070 Glenfield Squadron worked in the Leicester Community Hub to support the elderly/vulnerable to get household and food supplies that they needed during the lockdown. They also supported them in picking up prescription medication. The cadets took phone calls from those in need to find out how they needed support, including dietary requirements, how many people they needed to feed and if they had pets, to know if pet food needed to be included, and disinfecting the food before packing

it for delivery.

- An Air Cadet from London worked with the NHS as a 'ward host' providing food services to patients.

We know that other youth organisations used social media to remain in contact during the pandemic, and we are not suggesting that the Cadet Forces did more or offered more important activities than other uniformed youth organisations. However, we were impressed by the creativity, determination and drive that individual cadets and CFAVs demonstrated during a time of national crisis.

### CVQO and Covid-19

The CVQO delivery model has been designed around regionally based staff working with the Cadet Forces during their parade days, summer camps, and weekend events to both recruit learners and support them in gaining vocational qualifications. The Covid-19 pandemic, and the subsequent restrictions imposed, meant that this delivery model was suddenly redundant.

Before the lockdown started, CVQO staff were issued with laptops (that were loaned by the organisation's IT provider) to enable them to work from their homes. Communication with the Cadet Forces and provision for learner support was provided remotely using video conferencing software (e.g. Microsoft Teams, Zoom), and a virtual learning environment was set up with learning material available online. As CVQO staff were no longer able to visit cadet units, a policy of contacting all learners individually to provide one-to-one coaching and online learning and teaching was implemented. This approach was shown to be particularly successful in those areas where the Cadet Forces had set up virtual parade nights. Interestingly, each of the Cadet Forces had slightly different safeguarding rules, which were considered by CVQO (for example, the ACF tended to use Zoom, whereas the ATC only allowed Microsoft Teams).

Safeguarding was taken seriously by CVQO and a policy was instituted whereby there were always at

least two CVQO staff involved in an online activity, with one staff member being responsible for monitoring and regulating behaviour. It was pleasing to note that as CVQO does not have a single, formal results day (it has rolling registrations throughout the year), it was not directly affected by the chaos that afflicted the A level and GCSE results in August. Despite the pandemic and the cessation of cadet parades from March 2020, the numbers of cadet learners enrolling on CVQO's large-scale programmes increased in 2019 – 2020<sup>1</sup> compared with 2018 – 2019. The BTEC level 1 programme increased enrolments from 2,244 to 2,381 and the BTEC level 2 increased enrolments from 3,658 to 3,995. Finally, the research team was interested to learn that the employability skills workshops that CVQO successfully piloted in 2019 will be delivered via webinars in autumn 2020.

<sup>1</sup> Learner data gathered on 8 July 2020



**01604 735500**

**[northampton.ac.uk](http://northampton.ac.uk)**

**The Institute for Social Innovation and Impact (ISII)  
University of Northampton Innovation Centre,  
Green St,  
Northampton,  
NN1 1SY**

