



National Audit Office

## **MINISTRY OF DEFENCE**

# Leaving the Services

REPORT BY THE COMPTROLLER AND AUDITOR GENERAL | HC 618 Session 2006-2007 | 27 July 2007

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National Audit Office

**MINISTRY OF DEFENCE**  
Leaving the Services

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**24 June 2007**

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# SUMMARY

**1** The Ministry of Defence (the Department) needs to recruit around 20,000 men and women each year to the Armed Forces. The Department draws its workforce from a broad section of society including from areas of high unemployment and people with few qualifications. Recruits are required to adapt to military life and ethos and, where it is essential, give up a few of the freedoms they enjoyed as civilians. In order to equip personnel with the necessary skills and attitudes for the full spectrum of military operations including war fighting, the Services instil a culture of discipline; reliance on others; and acceptance of orders. Although Armed Forces personnel can have a long, fulfilling career, the majority of them will leave the Armed Forces at least 25 years before the current national retirement age and will need and wish to pursue a full second career.

**2** The Department believes that “a robust and effective system of resettlement provision is a fundamental pillar of personnel support and a tangible manifestation of the Armed Forces’ commitment to be an employer of first choice”. Such provision should allow military personnel to serve secure in the knowledge that they will receive assistance to prepare them for life and future employment when they leave the Services. Of course, much of the ultimate responsibility for a successful return to civilian life rests with the individual Service Leaver who needs to exploit the opportunities offered by the Department’s resettlement provision.

**3** The resettlement provision is tri-Service with a central Ministry of Defence directorate determining policy and administering the third tier of support which is mainly contracted out to a career consultancy, Right Management, and is called the Career Transition Partnership. The first two tiers of support are provided by the individual Services – the Royal Navy, Army and Royal Air Force. We looked at the arrangements for resettlement in other nations' Armed Forces and found that the Department's overall arrangements compared very favourably to those of other nations.

**4** Some 24,600 personnel left the Armed Forces in 2006-07. Most had served for many years whilst others left before completing initial training. All Service Leavers have access to some assistance in returning to civilian life. The level of resettlement support is determined by the length of military service and is not dependent on the rank of the Service Leaver. Those Service personnel discharged for medical reasons are entitled to the highest level of support regardless of how long they have served. For the majority of Service Leavers, the resettlement assistance consists of the following elements:

- Support and advice on resettlement from staff in the Royal Navy, Army, or Royal Air Force;
- Coaching in CV writing and job interview techniques;
- Support from a career consultant before discharge and for two years afterwards;
- Access to internal and external vocational and management training and a contribution of up to £534 towards its costs plus the cost of associated travel and accommodation;
- Up to 35 working days of Graduated Resettlement Time to undertake training or other preparation for their return to civilian life; and
- Briefings on housing and on financial awareness.

**5** Early Service Leavers<sup>1</sup> are not entitled to all of the above support but, since April 2004, they get a resettlement brief, which signposts assistance available from ex-Services welfare organisations and other Government Departments; information on preserved pension rights; and access to housing information. There is also a mandatory one-to-one interview which, amongst other aspects, is used to assess an individual's vulnerability to social exclusion and design a plan of action based upon the individual's needs. Individuals assessed as vulnerable are offered additional resettlement help.

**6** The Department is always looking to improve resettlement provision within existing resources. Within its contract for the Career Transition Partnership, it has set financially-incentivised targets for improvement in in-house training take up rates and in employment and service satisfaction levels which have generally been met. The Department has improved the support for Early Service Leavers and is working to increase the Individual Resettlement Training Costs grant on a cost-neutral basis by reducing related travel and subsistence costs. It has identified issues with the take up by medically discharged Service Leavers and has resolved them. The Department is working closely with ex-Service charities to integrate some of their capabilities into resettlement provision.

**7** Nearly three-quarters of Service Leavers reported that they found the return to civilian life as expected or easier. Surprisingly, it was those who had served a shorter time who found the transition most difficult. A small minority of Service Leavers do experience more severe difficulties such as homelessness.

**8** Two-thirds of the Service Leavers we surveyed said that being in the Services had helped them in gaining employment. The Department finds in its surveys of Service Leavers that 94 per cent of those seeking work who used the Career Transition Partnership resettlement services are employed within six months of leaving the Services. Our survey showed similar results with only six per cent of all Service Leavers unemployed and seeking work.

**9** Those Service Leavers eligible for the full resettlement package are generally satisfied. In particular, they value the support in writing CVs (86 per cent) and in interview techniques (79 per cent) given in the Career Transition Workshops and the time allowed for resettlement activities (88 per cent). Service Leavers reported that some aspects could be improved, in particular, the bureaucracy. Some nine per cent of entitled Service Leavers do not exploit the use of the Career Transition Partnership resettlement package. Many did so from choice either in exchange for a reduced notice period or because they did not feel it relevant to their needs. Others did so because of pressure of work or lack of awareness. The number of Service Leavers who stated that they were denied resettlement by pressure of work and operations is very small but it can have a very marked impact on the individual. In addition, other Service Leavers can have their resettlement disrupted by pressure of work.

<sup>1</sup> Early Service Leavers are those who have served less than four years or have been compulsorily discharged.

**10** The Department has been improving the provision of resettlement support for those Service Leavers who serve less than four years or are compulsorily discharged. This is in recognition that these Service Leavers include individuals potentially more vulnerable to unemployment and homelessness. For example, 16 per cent of Early Service Leavers in our survey were unemployed and seeking work. Inconsistencies in the quality of support offered to these Service Leavers at Unit level undermine the overall provision made by the Department.

**11** Most Service Leavers find suitable accommodation on leaving the Services and, indeed, many of them have this organised before they leave. The Department is increasingly encouraging Service personnel to buy a home either for current use or for when they leave the Services and this is one of the issues being considered in the Strategic Remuneration Review. The Department provides a reasonable level of support to those Service Leavers seeking accommodation including a contract with a housing organisation to assist single Service Leavers with finding accommodation. It could, however, improve awareness of the support available. Some Service Leavers who are unable to find accommodation and apply to a local authority for social housing may experience difficulties because their application attracts lower priority than other applicants. Some may be entitled to assistance under the homelessness legislation but face difficulties because a small number of local authorities may not accept them as homeless until an order for possession has been granted by the courts in respect of the property. The Department is actively working with Department for Communities and Local Government to improve eligible Service Leavers' ability to access to social housing.

**12** Those Service Leavers who are medically discharged receive the Career Transition Partnership Full Resettlement Programme regardless of their length of service. This entitlement can be transferred to spouses and civil partners if the Service Leaver is unable to take it up. In addition, those with serious injuries or with mental health problems are given additional support. The Department has made some progress in providing a more co-ordinated support network to those Service Leavers with more severe injuries or illnesses.

**13** The Army has to contend with particular challenges in resettlement compared to the Royal Navy and the Royal Air Force. The Army draws a large number of recruits from educationally and socially disadvantaged backgrounds who, in many cases, also join with weak basic skills. This is compounded by the nature of the operational exposure of soldiers, particularly in recent years, which places additional demands on both commanders

and soldiers and by the impact of a greater need for individuals to be mobile in their location. Together, and notwithstanding the lengths to which the Department goes to provide basic skills training, these lead to some significant differences in the nature and scope of issues to be addressed by the Army compared with the Royal Navy and Royal Air Force.

## Overall Value for Money

**14** The Department has sound management information on many aspects of its resettlement provision and outcomes and, in particular, on the performance of its Career Transition Partnership contractor. The Department collates little information about the support provided at single Service level, in particular, that at Army unit level although the Army has plans to introduce a quality assurance process.

**15** The Department does not collate comprehensive cost data on the provision of resettlement services. In the absence of such data, it is difficult to quantify the cost effectiveness of the Department's resettlement support. We estimate the cost of resettlement in 2006-07 was nearly £115 million comprising some £36 million in direct costs and the remainder for Service Leavers' time in undertaking resettlement. The extent to which resettlement services impact on both recruitment and retention is difficult to assess and there are additional complications in determining where Department-sponsored life-long learning, which is of direct benefit to the Armed Forces as well as the individual, stops and resettlement begins. It is also difficult to separate out the impact of resettlement from that of other conditions and benefits of employment.

**16** In 2006, around 1,600 (10 per cent) of personnel who had begun the Career Transition Partnership resettlement programme decided to remain in the Armed Forces for a longer period of service. The Department therefore saves at least £40 million a year in recruitment and initial training costs. It is difficult to attribute the relative influence of the advice given by the Career Transition Partnership. Nonetheless, the Department specifically tasks the Career Transition Partnership with advising Service Leavers of the benefits of re-engaging and for each person that is persuaded to serve for longer there is a clear financial benefit to the Department. The Department believes there is a net financial benefit to the United Kingdom attributable to resettlement provision arising from tax revenue generated from post-discharge employment by Service Leavers and the avoidance of public-funded benefits although it would be difficult to quantify this.



**17** The cost of resettlement support needs to be seen against the Department's commitment to provide such services as part of its overall remuneration package for Service personnel. The Department offers a good range of resettlement support, using an appropriate combination of providers. Most Service Leavers gain employment and have an otherwise smooth transition to civilian life, and the majority are happy with the quality of resettlement services. In seeking to make further improvements, the Department needs to ensure better and more consistent implementation of support at first line and identification of those at risk of social exclusion. The Department also needs to continue to work with other parts of the public sector to ensure effective cross-government provision of social housing and temporary accommodation to those Service Leavers who are eligible.

## Recommendations

**Recommendation 1:** The Department should review its requirement for management information on all aspects of resettlement. In particular, it should:

- conduct an exercise to identify the full costs of resettlement including the costs of the support provided at the individual Service level and then determine what cost information it needs to collate on a regular basis;
- examine how it can demonstrate the impact of providing a good resettlement package on recruitment and retention beyond its effect on re-engagement; and
- extend its existing arrangements for seeking feedback on the support offered, and employment and housing outcomes, to include Early Service Leavers.

**Recommendation 2:** The existing provision of a career consultant for each Service Leaver during resettlement and for two years after leaving is an important one. The Department should ask Right Management to develop its quality assurance process for the career consultants and share best practice.

**Recommendation 3:** The Department should monitor carefully its funding of the support of external training for Service Leavers. In particular, it should:

- complete its work in asking its preferred suppliers of external training to provide the costs of their courses with and without accommodation and exclude from its list any training provider company that does not comply; and
- examine the scope for combining the existing funds for academic and vocational training (Standard and Enhanced Learning Credits) with the Individual Resettlement Training Costs grant to fund external training provided such training met the vocational requirements of those credits.

**Recommendation 4:** The Department should identify the scale of disruption to individual resettlement preparation arising from the high operational tempo, including those Service Leavers unable to attend resettlement activities or those forced to do so late in the process. Whilst recognising the priority Units necessarily give to current workload and operations, the Department should investigate whether an appropriate balance between that work and individual Service Leavers' entitlement to resettlement is being achieved. This should provide a better service to Service Leavers and reduce any adverse impact on the reputation of the Department and on recruitment and retention.

**Recommendation 5:** The Department should revise and integrate, where practicable and appropriate, the administrative processes underpinning resettlement with the new Armed Forces' personnel system, the Joint Personnel Administration system. In particular, it should ensure that the processes are Service Leaver focused; reliable and timely; electronic, where possible; and as simple as possible. Approvals should be minimised to the level necessary for financial control and the information needs of the various parties should be met without creating undue delay in access to resettlement services.

**Recommendation 6:** The Department should improve the quality of the first line support in the Army. In particular, it should:

- decide how best to deliver the support without incurring unsustainable additional resource costs by considering the many options such as first line staff having longer postings and more appropriate job combinations; or making some jobs dedicated to resettlement but covering more than one unit; employing civilians; or moving some aspects of support to the second line;
- ensure the timely, mandatory training of all first line staff to a common benchmark standard, including those Officers who interview Early Service Leavers to ensure that they are competent and equipped to identify Service Leavers vulnerable to social exclusion;
- implement the new quality assurance manual; and
- increase the oversight of resettlement support independent of the chain of command.

**Recommendation 7:** The Department should further strengthen resettlement support for Early Service Leavers. In particular, it should:

- monitor the resettlement outcomes of Early Service Leavers; and
- ensure that all single Service Leavers are briefed on the additional support provided by SPACES and, where individuals consider their post-discharge plans are unsatisfactory, particularly where they put them at risk of homelessness or social exclusion, are offered referral to the organisation.

**Recommendation 8:** The Department should identify which Service Leavers do not take up elements of resettlement support due to lack of awareness and take any necessary action to enhance the way it communicates the availability of such resettlement support.

**Recommendation 9:** The Department should continue to monitor the impact of the current and planned schemes introduced to increase home ownership amongst serving personnel and, in particular, assess the impact on the accommodation needs of Service Leavers. It should use this information to inform its Strategic Review of Remuneration.

**Recommendation 10:** The Department should continue its dialogue with the Department for Communities and Local Government to improve the process through which the small proportion of Service Leavers who meet the appropriate statutory criteria can secure assistance under the homelessness legislation at the end of their Service. In particular, agreement should be reached on how to minimise those cases, where, a small number of local authorities may require possession proceedings to be instituted before they will accept Service Leavers as being homeless and owed a duty to secure accommodation. The Department should also seek to obtain better data on the scale of the problem. This homelessness legislation provides a safety net for people who fall within a priority need group (for example, families with children) and become unintentionally homeless. The Department should continue to explain to Service Leavers that few will be eligible for this type of support.

**Recommendation 11:** The Department should examine the scope to extend the range of financial briefings to include practical advice on household budgeting and debt.

**Recommendation 12:** The Department should build on its current arrangements to ensure that all Service Leavers who are medically discharged get an assessment to identify any additional resettlement support they may need. In particular, the Army should use its new Sickness Absence Management system to identify such personnel early in the process. The Department should also consider whether there is a need for a single co-ordination point for resettlement provision to those Service Leavers who are medically discharged, drawing on the approach taken by the Defence Medical Rehabilitation Centre.

# PART ONE

## The Department offers a greater range of resettlement services than other employers

The Armed Forces require a large number of young people to fulfil difficult and demanding roles but cannot offer the majority a career to normal retirement age

**1.1** The Ministry of Defence (the Department) needs to recruit around 20,000 men and women to the Armed Forces each year. The Department's Diversity Vision is "a workforce that is drawn from the breadth of the society we defend" and this is manifested in its policies to recruit from a broad section of society including from areas of high unemployment and people with few qualifications. The Army, in particular, draws a higher percentage of its recruits from disadvantaged backgrounds compared to the Royal Navy and the Royal Air Force; many of the recruits have weak basic skills. Recruits are required to adapt to military life and ethos and, where it is essential, to give up a few of the freedoms they enjoyed as civilians. In order to equip personnel with the necessary skills for the full spectrum of military operations including war fighting, the Services instil a culture of discipline; reliance on others; and acceptance of orders. Whilst the Department is beginning to encourage greater self reliance, the Armed Forces ethos may lead to a culture of dependence for some. Although Armed Forces personnel can have a long, fulfilling career, the majority will leave the Armed Forces at least 25 years before the current national retirement age and will need and wish to pursue a full second career.

The Department provides a significant resettlement package to facilitate the return to civilian life

**1.2** The Department believes that "a robust and effective system of resettlement provision is a fundamental pillar of personnel support and a tangible manifestation of the Armed Forces' commitment to be an employer of first choice". As part of the military covenant between the

Ministry of Defence and its personnel, the provision of resettlement support allows serving personnel to serve secure in the knowledge that they will receive assistance to prepare them for life and future employment when they leave the Services.

**1.3** The resettlement provision is tri-Service with a central directorate determining policy and administering the third tier of support which is mainly contracted out to a career consultancy and is called the Career Transition Partnership. The first two tiers of support are provided by the individual Services – the Royal Navy, Army and Royal Air Force. The Department is always looking to improve the resettlement provision within existing resources.

**1.4** Like the Department, many other United Kingdom employers provide advice to employees when they leave, especially if they are retiring or have been made redundant. However, the scale and depth of the advice and support provided by the Department to military personnel, the fact that it is combined with wide-ranging practical assistance, and that it is offered on an ongoing basis to individuals whose personal circumstances have little direct civilian equivalent, mean that it is hard to make a meaningful comparison with any other employer. To gain some comparative understanding, we contacted United Kingdom Defence Attachés in six countries – Australia, Canada, France, Germany, New Zealand and the United States of America – to find out about the assistance given to Service Leavers from their Armed Forces. The responses showed that, in many respects, the United Kingdom is at the forefront of offering tailored, professional help to military personnel as they leave. A number of countries, including some of our comparators, have approached the Department for advice on replicating the Career Transition Partnership arrangements. A summary of the findings is at Appendix 2.

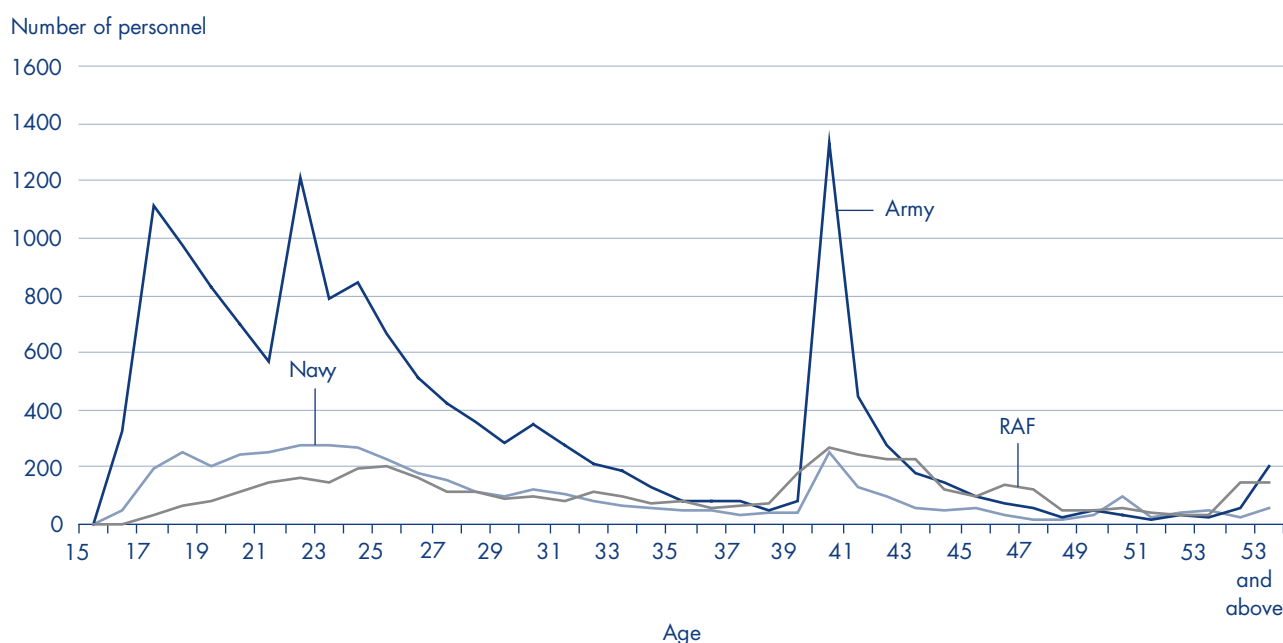
**1.5** Personnel leave the Services after differing lengths of service (**Figure 1**) and at various stages of their career (**Figure 2**). They may require differing levels of support. Our recent report on recruitment and retention<sup>2</sup> identified the many different factors that influence Service personnel in whether to stay or leave the Services.

**1.6** Since the introduction of an initiative to give support to Early Service Leavers in April 2004, all Service personnel leaving the Armed Forces have access to some assistance in making their transition from military to civilian life. The level of resettlement support provided to Service Leavers is generally determined by their length of military service to aid retention and is not dependent on the rank of the Service Leaver. Service personnel who are medically discharged are entitled to the highest level of support regardless of how long they have served.

**1.7** For the majority of Service Leavers, resettlement support is delivered at three tiers as follows:

- First line – information and administrative support provided by Resettlement Information staff in the Royal Navy, Army or Royal Air Force.
- Second line - advice and guidance provided by Resettlement Advisers in the Royal Navy, Army or Royal Air Force. In the Army, the same adviser is also responsible for individual education. All Service personnel may ask for resettlement advice from their Resettlement Advisers at any time in their career.
- Third line – access to the services provided centrally by the Career Transition Partnership which is contracted out to Right Management. This support is provided at one of two levels:
  - The Employment Support Programme, which comprises an interview with a career consultant or one day workshop, and thereafter a job finding service with access to an employment consultant; or
  - The Full Resettlement Programme which enhances the Employment Support Programme through providing access to resettlement training, coaching in job interview technique and CV writing, and dedicated career consultancy support.

## 1 Outflow from the Armed Forces by age in 2005-06



Source: Ministry of Defence

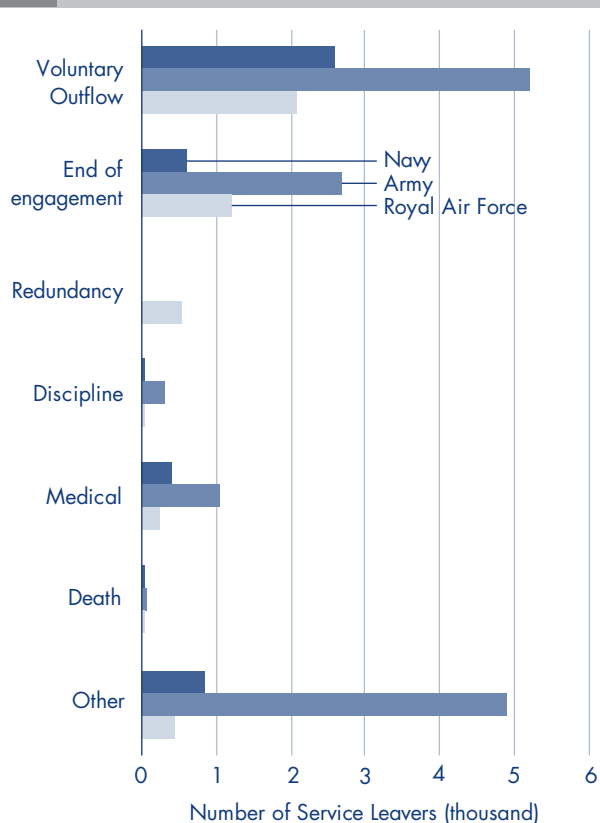
### NOTE

The peaks in the graph relate to key decision points in an individual's career and exit points which are dependent on length of engagement. The three significant peaks are those failing basic training, those who leave after their initial engagement period of four years, and those other ranks who serve a full career of 22 years.

<sup>2</sup> Report by the Comptroller and Auditor General, Ministry of Defence: Recruitment and Retention in the Armed Forces HC 1633 2005-06.



## 2 Outflow from the Armed Forces by form of discharge in 2005-06



Source: Ministry of Defence

### NOTE

Most of the 'Other' category consists of 3,200 personnel discharged before the completion of basic training and the rest were discharged on compassionate grounds.

**1.8** Figure 3 overleaf sets out the criteria for which level of resettlement support a Service Leaver is entitled. Figure 4 on page 13 shows the breakdown of numbers of personnel discharged from the Armed Forces in 2005-06, and the level of resettlement support to which they were entitled. Because of the impact of the phased introduction of a new military pay and personnel system, the Joint Personnel Administration, during the study, the Department is currently unable to provide accurate statistics on the numbers of Service Leavers in 2006-07.

**1.9** In addition, Service Leavers eligible for the Full Resettlement Programme are entitled to up to 35 days paid Graduated Resettlement Time, depending on their length of service to undertake resettlement activities such as attending training courses and individual preparation

for the return to civilian life such as applying for jobs and finding accommodation. Service Leavers who have served five or more years are given a grant of £534 towards the cost of any training courses they wish to attend. In addition, these Service Leavers are also provided with funding to cover their travel, accommodation and food costs whilst on training courses. A summary of the resettlement support available is at Appendix 3.

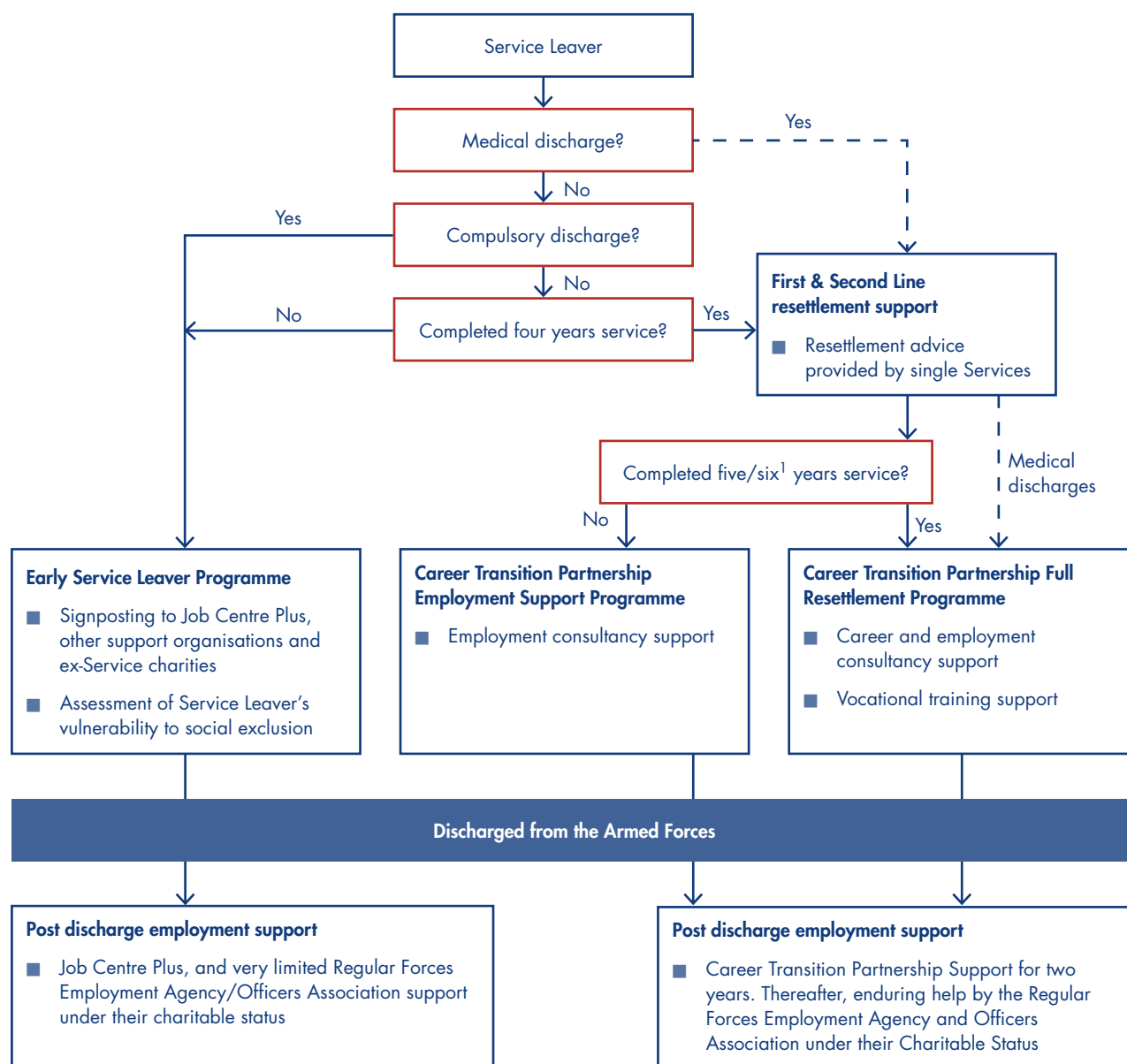
**1.10** As set out in Figure 3, there are separate resettlement arrangements for those who are classified as Early Service Leavers. These arrangements include a resettlement brief, which signposts assistance available from other Government Departments and ex-Services welfare organisations, information on preserved pension rights, and access to housing information. Since April 2004, there is also a mandatory one-to-one interview which, amongst other aspects, is used to assess an individual's vulnerability to social exclusion and design a plan of action based upon the individual's needs. Individuals assessed as vulnerable can be offered additional resettlement help including limited access to some Career Transition Partnership services.

**1.11** All Service Leavers have access to briefings on housing and financial aspects of resettlement. Service personnel can attend a housing brief at any stage during their military service as can their spouses or civil partners. Service Leavers are also given a leavers information pack.

**1.12** On 1 August 2005, the Secretary of State announced that as a result of the security normalisation process in Northern Ireland the three Royal Irish (Home Service) battalions were to be disbanded, resulting in over 3,000 serving personnel being made redundant or, in the case of part time soldiers, have their military service terminated, in a phased programme from August 2006 to March 2008. The Department recognised the importance of providing resettlement support tailored to the unique circumstances of the Northern Ireland employment environment to ease the transition to civilian life of this significant section of the Province's population. It responded by establishing additional resettlement services at the Regional Resettlement Centre at Royal Air Force Aldergrove, near Belfast, and a cost-effective, locally delivered training programme (Appendix 4).

**1.13** Foreign and Commonwealth Service Leavers are entitled to the same resettlement provision as other Service Leavers. Any enhancement to such provision is set out in Appendix 5.

### 3 Resettlement Support for those leaving the Services



Source: National Audit Office analysis

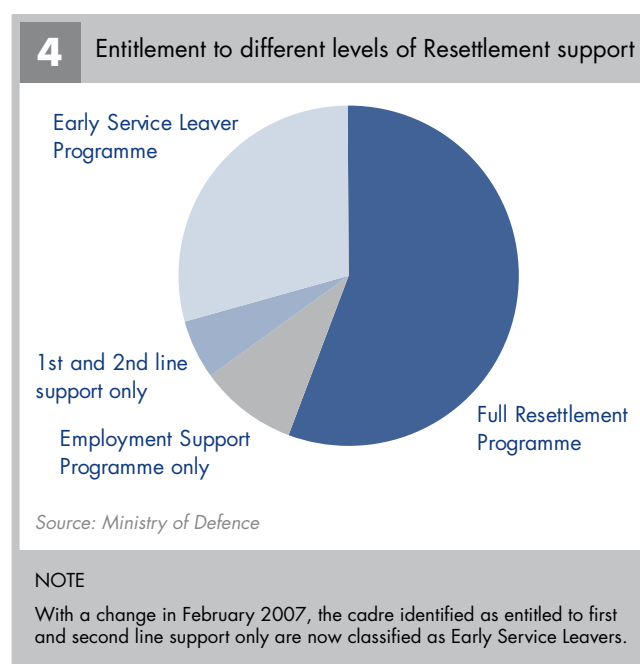
#### NOTES

- 1 Five years if enlisted before 1 September 2002, or six years if enlisted on or after 1 September 2002.
- 2 All Service Leavers may attend Housing and Financial briefings.
- 3 1st and 2nd line support includes signposting to the Joint Service Housing Advice Office.

## The Department holds sound management information on most aspects of performance and partial cost data on resettlement

**1.14** The Department has sound management information on many aspects of its resettlement provision and outcomes and, in particular, on the performance of its Career Transition Partnership contractor. It measures service take up rates, satisfaction levels and subsequent employment rates for those Service Leavers who have received the Full Resettlement Programme. It also measures attendance and satisfaction levels at its housing and financial advice briefings. The Department is provided with information on the throughput and outcomes of the accommodation advice service offered to single Service Leavers. The Department is also working with the Department for Work and Pensions to assess employment levels amongst Early Service Leavers. However, the Department collates little information about the performance of resettlement support provided at single Service level, in particular, that at Army Unit level, although the Army has plans to introduce a quality assurance process.

**1.15** The Department does not hold comprehensive cost data detailing the full cost of providing resettlement services. The Department holds comprehensive information on the costs associated with the provision of third line services by the Career Transition Partnership, the cost of external courses attended by Service Leavers, the costs of travel and subsistence associated with attending courses and interviews. However, it does not collate the costs of single Service policy staff and staff at first and second line, nor those of the Service Leavers' time spent engaged on resettlement activities. We estimate that the cost to the Department of the time allocated to Service Leavers to undertake resettlement activities using Graduated Resettlement Time is over £78 million a year. **Figure 5 overleaf** draws together the data that was available about the costs of resettlement in 2005-06 and 2006-07. We have calculated that the cost of resettlement in 2006-07 was nearly £115 million. Given the shortcomings discussed above, the information should be treated with an element of caution. Figure 5 does however show the broad order of costs involved in Resettlement and the scale of investment made by the Department.



**1.16** In 2006, around 1,600 (10 per cent) of personnel who had begun the Career Transition Partnership resettlement programme decided to remain in the Armed Forces for a longer period of service. The Department told us that, on the whole, it is other ranks that decide to do so. In our previous report on recruitment and retention in the Armed Forces<sup>3</sup> we estimated that the average cost of recruiting and providing initial training<sup>4</sup> to be around £25,000 for other ranks. On this basis the Department saves at least £40 million a year in recruitment and initial training costs for those attending the Career Transition Partnership who decide to sign back on for a further period of service. In reality, the true costs of achieving equivalent replacement personnel would be significantly greater since individuals who leave have received higher levels of training and investment than those recruited to the basic standard of capability on which we have based our calculation.

<sup>3</sup> Report by the Comptroller and Auditor General, *Ministry of Defence: Recruitment and Retention in the Armed Forces* (HC 1633-I Session 2005-06).

<sup>4</sup> The initial training in basic military skills required by all personnel is known as Phase 1 training. Recruits will need to have completed specialist training in their chosen trade or discipline (Phase 2 training) before they are considered to have joined the trained strength.

## 5 The costs of resettlement in 2005-06 and 2006-07

<b>Resettlement Costs</b>	<b>2005-06 £ (000s)</b>	<b>2006-07 £ (000s)</b>
<b>Resettlement Activity at First and Second Line</b>		
Royal Navy	1,758	1,721
Army	7,220	7,446
Royal Air Force	1,069	978
<b>Tri-Service costs</b>		
Career Transition Partnership	8,559	9,180
Ministry of Defence Centre – Directorate of Resettlement	626	639
<b>Costs of Service personnel undertaking resettlement activity</b>		
Graduated Resettlement Time	77,138	78,467
Individual Resettlement and Training Costs grant <sup>1</sup>	5,677	5,760
Subsistence	9,375	9,511
<b>Other<sup>2</sup></b>	<b>344</b>	<b>1,145</b>
<b>Total</b>	<b>111,766</b>	<b>114,847</b>

Source: National Audit Office

### NOTES

1 This does not include other Departmental sources of funding for training.

2 Other comprises cost associated with the Royal Irish Regiment resettlement, and payments made by the Department to Service charities providing resettlement services.

**1.17** It is difficult to attribute the relative influence of the advice given by the Career Transition Partnership to those considering a further period of service against other factors including, perhaps: the dawning realisation of what they would miss about the Services if they return to civilian life; concerns about how they might fare in civilian life and employment; and persuasion by other Service personnel or friends. Nonetheless, the Department specifically tasks the Career Transition Partnership with advising Service Leavers of the benefits of re-engaging and for each person that is persuaded to serve for longer there is a clear financial benefit to the Department.



## PART TWO

The Department provides good services that assist Service Leavers in obtaining civilian employment but some do not benefit from them

**2.1** In 1998, the Department contracted out the provision of career transition services to the majority of Service Leavers to Right Management, a leading civilian outplacement group. This part of the Report looks at this support package called the Career Transition Partnership and other measures to assist Service Leavers in gaining civilian employment. We found that the Department provides good services that facilitate civilian employment but some Service Leavers do not benefit from them. Most Service Leavers make a successful transition to civilian employment and many find that their career in the military helps them gain employment or get into further education.

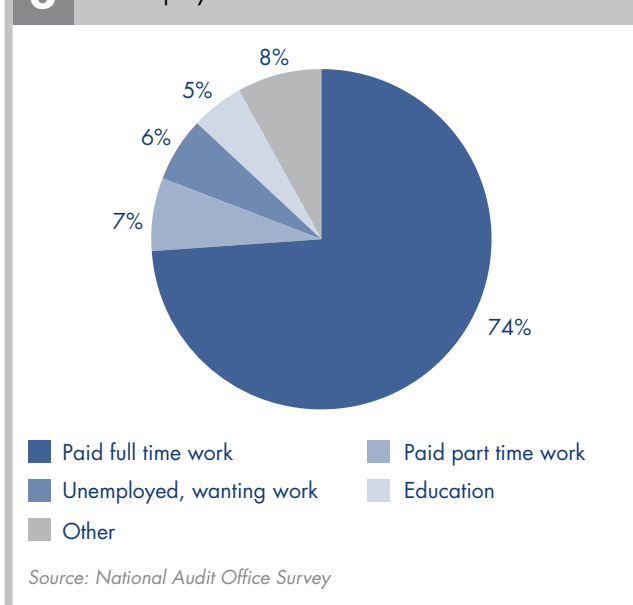
### Most Service Leavers gain satisfactory civilian employment

**2.2** We conducted a survey of all those who had left the Armed Forces in the two years prior to October 2006 to explore their satisfaction with the resettlement services offered by the Department and their subsequent experience of civilian life. The key findings from our survey of Service Leavers are given at Appendix 6. In particular, we asked survey respondents to indicate their current employment status. Of those responding, 74 per cent were in paid full time work, seven per cent in paid part time work, six per cent were unemployed and seeking work, five per cent were in education, and three per cent were retired<sup>5</sup> (Figure 6). The Department also surveys those Service Leavers who have received the full resettlement package six months after their discharge. The Department's statistics show that in 2005-06, 94 per cent of these Service Leavers who have been through the Career Transition Partnership and had been seeking work were in paid employment. The results of both surveys are consistent in that some six per cent of Service Leavers

were unemployed and seeking work. These are in broad agreement with national statistics for the population as a whole with 74 per cent of people in employment and 5.5 per cent unemployed and seeking work.

**2.3** In response to our survey, two-thirds of Service Leavers said that being in the Services had helped them in gaining employment and a further 16 per cent said that it had had no effect. Of those currently employed or in education, 42 per cent had found it easier than expected to get a job or a student place whereas 21 per cent found it harder than expected. Around half of Service Leavers had a job to go to on discharge with the majority securing employment within six months (Figure 7 overleaf).

**6** The Employment Status of Services Leavers



<sup>5</sup> The remaining seven per cent included maternity leave, long term sick, waiting to start a job already offered, unpaid part time work, unpaid full time work (including volunteering, childcare).

**2.4** A third of Service Leavers had had two or more jobs since leaving the Services. The majority of them had made a choice to change jobs for reasons such as to gain additional responsibility or an increase in pay. Only seven per cent had been made redundant or dismissed. A third of Service Leavers reported that their current income package was better than that they were receiving before they left the Services and 45 per cent thought it worse. This finding is not unexpected. Service pay includes an additional “x factor” to reflect the hazardous nature of the employment and, for many Service Leavers who change career direction after leaving, starting salaries reflect entry or near-entry levels in their new chosen fields.

**2.5** We asked survey respondents whether their first job on leaving the Services utilised the skills they had acquired during the time in the Services. Unsurprisingly, of those responding, it was those who had served longest who felt that their first job on leaving the Services utilised their skills gained in the military. Officers and Senior Ranks were more likely to say that they were using their military skills than junior ranks, and those aged under 25 were least likely to be using their skills. There were no marked differences between the responses of those answering the same question about their current career.

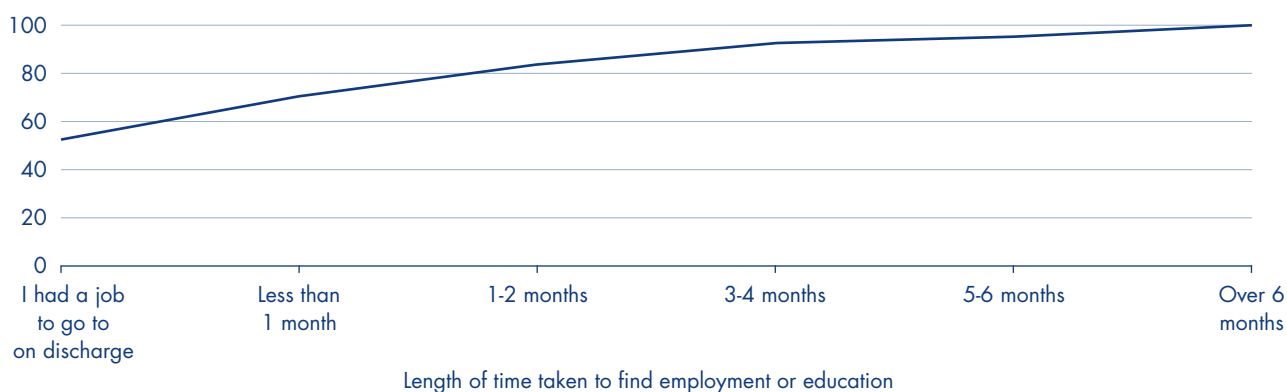
**2.6** The Department has made progress in the introduction of life-long learning initiatives. It has introduced civilian accreditation in a number of trade groups in recognition of the skills gained in the military. This is in the early stages but is seen by Service Leavers as a positive step which should ease the transition to civilian employment for those going through resettlement in the future.

**Those Service Leavers eligible for the full resettlement package are generally satisfied with it but some aspects could be improved**

**2.7** Since the introduction of the Career Transition Partnership in 1998, the Department has achieved considerable success in increasing the take up of the services offered. The take-up rate of those who are eligible has increased from 56 per cent in 1999-2000 to 91 per cent in 2005-06. Within its contract for the Career Transition Partnership, the Department has set payment-incentivised performance targets for improvement in training take up rates and in employment and service satisfaction levels which have generally been met (Appendix 7).

## 7 Length of time taken by Service Leavers to find employment

Percentage of survey respondents in employment or education (%)



Source: National Audit Office Survey

### NOTE

This only includes the Service Leavers who found employment or entered education.

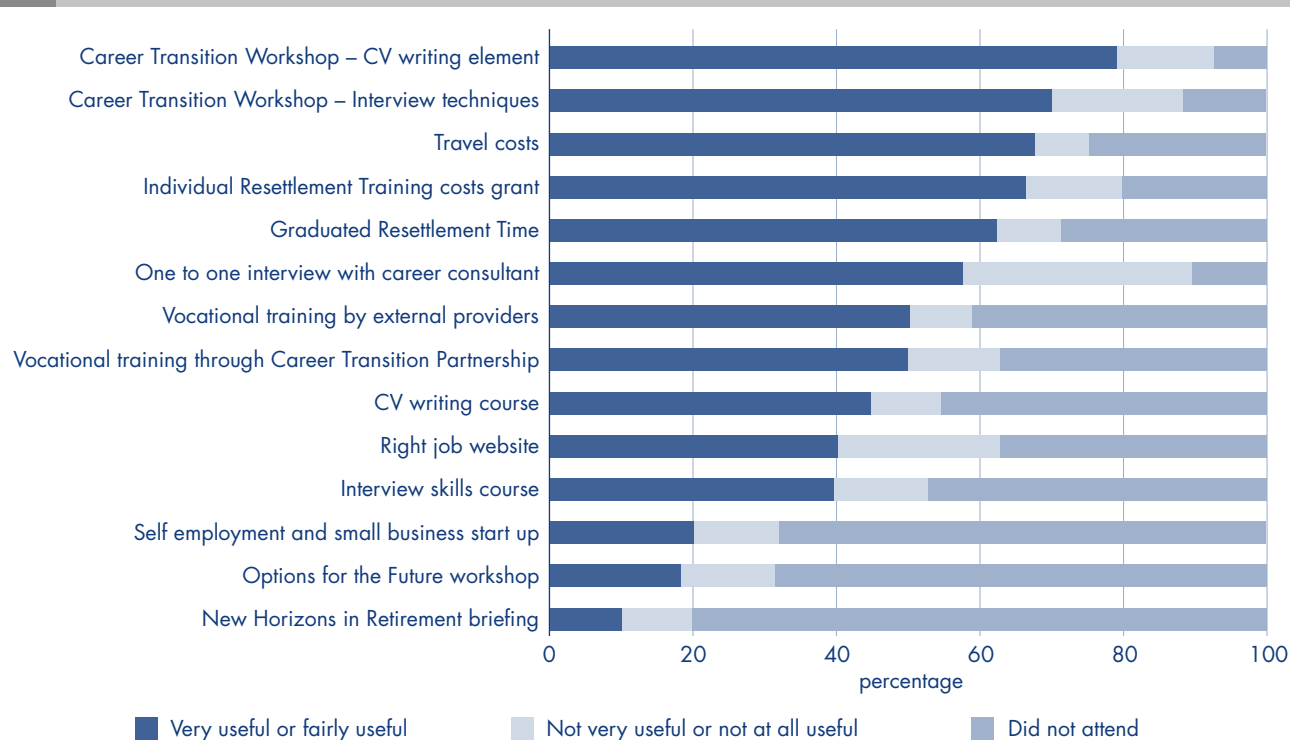
**2.8** In our survey, we asked Service Leavers to rate the usefulness of a number of elements of the employment support offered through the Career Transition Partnership and of the other facilities offered in the full resettlement package. Survey respondents were broadly satisfied with the services provided by the Career Transition Partnership and with the other facilities offered by the Department (Figure 8).

**2.9** The vast majority of Service Leavers who are eligible for the Full Resettlement Programme attend a three day Career Transition Workshop which covers career assessment, writing CVs and application forms, approaching the market, interview techniques and information about support available post discharge. Of those who attended the three day workshop, the most useful element of the workshop was the CV writing

element which was rated as useful or very useful by 86 per cent of respondents. Interview techniques were also highly regarded with 79 per cent of respondents rating it as useful. These results were similar across the different ranks although our survey does indicate that certain aspects of the Career Transition Partnership workshops were more useful for particular ranks:

- More of the junior ranks choose to attend the additional CV writing than did officers, 73 per cent and 41 per cent respectively, though those attending expressed similar levels of satisfaction with the course, over 80 per cent of both groups finding it useful.
- 82 per cent of officers who attended the 'Self employment awareness and small business start up' workshop found it useful in comparison with 48 per cent of junior ranks who attended.

## 8 Satisfaction with types of employment support



Source: National Audit Office Survey

**2.10** Service Leavers eligible for the Full Resettlement Programme can also attend vocational and management training courses to help towards future civilian employment. Service Leavers can choose to attend either internal courses or alternatively training run by external providers. Internal training is delivered primarily at the Resettlement Training Centre in Aldershot which is provided under the terms of the Career Transition Partnership contract between the Department and Right Management, a private company, although some classroom-based training is provided through the network of Regional Resettlement Centres. Appendix 8 gives the details of the training courses provided by Career Transition Partnership. Service Leavers can also choose to attend courses run by external training providers. Whilst the Career Transition Partnership has an accredited preferred supplier list of companies who have been quality-assessed and deemed reliable, there is no compulsion on Service Leavers to use only these providers. Internal training courses were rated as useful by 79 per cent of respondents and external training courses by 86 per cent, figures which are consistent with the Career Transition Partnership satisfaction statistics of above 70 per cent and 84 per cent respectively.

**2.11** All Service Leavers who attend the Career Transition Partnership have access to the job-matching Right Job facility where Service Leavers can search for jobs and employers can look for suitable employees. Part of this service is provided by a consortium of the Regular Forces Employment Association and the Officers Association under contract to Right Management and includes employment consultancy and job opportunities for those attending the Career Transition Partnership. Service Leavers may continue to draw on this support after the end of two year period of support allowed under the Career Transition Partnership arrangements, under the charitable status of both bodies.

**2.12** Whilst 65 per cent of respondents agreed that the website was useful, only three per cent found their first employment through the Right Job website. This can partly be explained in that the Career Transition Partnership aims to facilitate other routes to employment. Indeed the most popular routes to employment were through newspaper/internet/magazine and through a friend or colleague. Right Management has, however, identified a number of issues regarding accessibility to the Right Job website and is planning a suite of improvements to make it more accessible to both Service Leavers and employers.

**2.13** Service Leavers entitled to use the Career Transition Partnership Full Resettlement Programme are given unlimited access to an individual career consultant whose role is to give career advice and assistance to the individual on a one-to-one basis during resettlement and up to two years post discharge. The career consultants report that a key part of their job is to encourage and support Service Leavers in gaining employment but also to ensure that Service Leavers have a realistic appreciation of the job market. Over 60 per cent of Service Leavers who responded to our survey found their consultants helpful but 36 per cent stated that they did not value their support. These results are similar to those found by the Department when measuring satisfaction level at the point of discharge. In focus groups, some Service personnel going through resettlement told us what a crucial role their consultant was playing in their preparations for getting a job. It appeared from these responses that although some consultants are very highly regarded, the quality is variable. There is, therefore, a need better to share good practice between consultants to ensure that all Service Leavers get the most from their consultants.

**2.14** A further element of support that was valued highly by survey respondents is the provision of Graduated Resettlement Time, a provision of up to 35 working days, dependent on length of career, to attend workshops and training courses, and conduct individual resettlement preparation (researching the job market, applying for jobs, searching for housing). Eighty-eight per cent of respondents valued this time, and many chose to spend it attending training courses provided both internally (through the Career Transition Partnership) and through external suppliers.

**2.15** Service Leavers can choose to spend a proportion of their Graduated Resettlement Time completing a civilian work attachment to gain experience and to demonstrate their skills. A fifth of those using Career Transition Partnership support completed such a work attachment. Of these, 47 per cent were offered, and accepted, a job on completion of their work placement, and a further 16 per cent were offered a job but chose not to accept it.



**2.16** Whilst 83 per cent of survey respondents found the Individual Resettlement Training Costs grant of £534 useful, written comments on survey responses and discussions in focus groups suggested that there was significant dissatisfaction with the level of the grant and, therefore, with the amount of training that could be purchased. The Individual Resettlement Training Costs grant has remained the same since it was first introduced in 1993 and is now worth 33 per cent less in real terms. Service Leavers are also provided with funding to cover accommodation, food, travel, subsistence and incidentals whilst on their training courses at an estimated average cost of some £880.

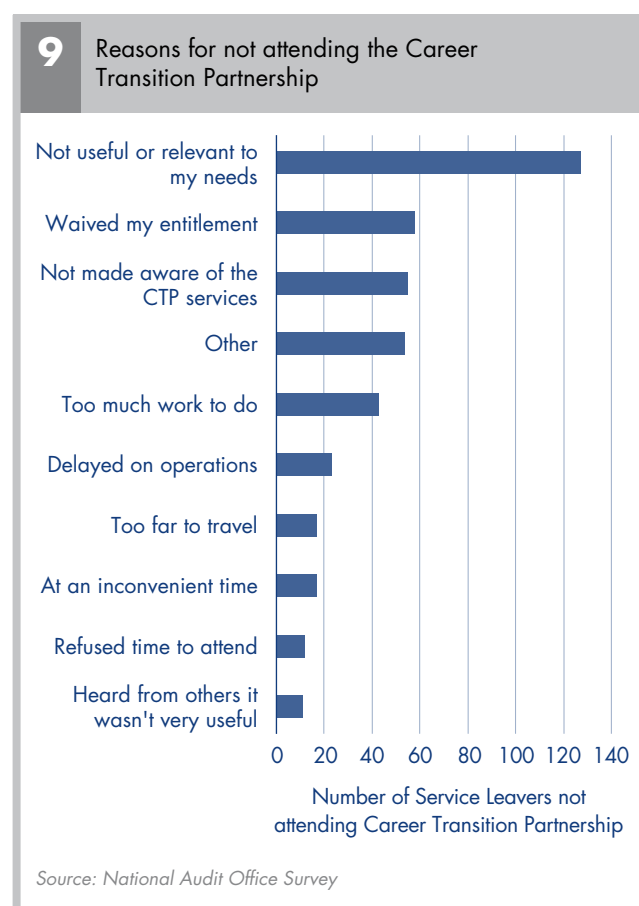
**2.17** The Department has set itself a challenging target to raise the Individual Resettlement Training Costs grant to £1,018 from April 2008 provided this can be achieved on a 'cost neutral' basis. It aims to do so by increasing the amount of training delivered locally with a consequent reduction in travel and subsistence costs.

**2.18** In addition to the grant, Service personnel including Service Leavers can claim a maximum of £175 per year in Standard Learning Credits and up to £1,000 per year (for a maximum of three years) in Enhanced Learning Credits, dependent on time served. These learning credits provide financial funding for recognised vocational and academic training throughout a Service person's career and beyond. There are strict rules governing which courses can be funded through Standard Learning Credits and Enhanced Learning Credits and these funding streams cannot be mixed with the Individual Resettlement Training Costs grant.

**2.19** The current funding system has resulted in a situation whereby some external training providers set their charges for training courses at the maximum grant level plus the full amount Service Leavers can draw in accommodation costs, and thus recoup some of the training costs from the accommodation charges. Service Leavers reported attending residential courses that were not delivered locally where the full costs of the courses were structured around funding available for accommodation and travel and subsistence. The Department does not know how many of the suppliers are pricing in this way although it always takes action against individual providers on receipt of complaints from Service Leavers. It is addressing the issue systemically for accredited training providers on the Preferred Suppliers list by asking them to give details of course costs both with and without accommodation. This is crucial if Service Leavers are to make informed choices as to which training provider to use.

## Some entitled Service Leavers do not take up the Career Transition Partnership services

**2.20** About nine per cent of Service Leavers eligible for the Career Transition Partnership did not attend in 2005-06. Our survey respondents cited many reasons including lack of awareness, work pressures and bureaucratic processes or out of choice (**Figure 9**). Service Leavers may waive their entitlement to resettlement services to be given an earlier discharge date. This is often utilised when a Service Leaver has been offered a job and either cannot or does not want to give their new employer a lengthy notice period before they can take up employment. Other Service Leavers decide simply that they do not want to utilise the Career Transition Partnership and would prefer to use their Graduated Resettlement Time for individual resettlement preparation.



**2.21** A small minority of Service Leavers cited pressure of work which prevented them from attending. Our earlier report on recruitment and retention in the Armed Forces found that since 2001, the Armed Forces have consistently operated at or above the most demanding combination of operations envisaged by the Defence Planning Assumptions.<sup>6</sup> The Department expects that this will continue to be the case for some time. Manning requirements have not been adjusted to reflect the current levels of activity. This has led to increased demands on personnel in terms of increased time away from home and also in heavier work pressures when serving in Units when not deployed on operations.<sup>7</sup>

**2.22** We conducted a number of focus groups with personnel going through the resettlement process, and feedback from these and our survey suggest that a small number of Service Leavers are struggling to fit in their resettlement time due to operational pressures. The Department has a guideline that all Service Leavers must be in the United Kingdom during their last six months of service to complete their resettlement. Whilst the majority of personnel are in the United Kingdom, for some their workload is restricting their ability to fit in resettlement. Getting time off military duties for resettlement activities is dependent on the Commanding Officer, and feedback suggested that there may be variable treatment across the Services, dependent on the Service Leaver's relationship with their Unit, their rank and also the priority to which the Unit gives resettlement. This may be one explanation of why junior ranks were less satisfied with their resettlement. In reply to our survey, Service Leavers entitled to Career Transition Partnership provision rated their overall satisfaction as follows; 46 per cent of junior ranks rated the resettlement support as very or fairly good compared to 67 per cent of officers. In response to concerns that some Service personnel might be disadvantaged in their access to resettlement provision, the Department took action in March 2006 to convert eligibilities for resettlement provision to explicit entitlements. The experience of a significant proportion of those junior ranks surveyed will have reflected practice before this strengthening of rules governing access to provision. But evidence from our focus groups is that some problems persist.

**2.23** Where Service Leavers cannot fit in their Graduated Resettlement Time they are normally offered an extension of service in order to complete it. A number of Service Leavers complained, however, that whilst they had been given time off for resettlement, it was often backloaded to the last few months of service, causing difficulties booking on courses, and having less time than they needed mentally to prepare for the transition.

### The processes to obtain resettlement could be simplified

**2.24** Some Service Leavers thought that the processes could be simplified. Service Leavers and resettlement staff highlighted that there were many forms involved in the process: an individual may need to complete up to 11 different forms during resettlement, although this would be exceptional. Individual forms require a number of different people to authorise attendance (Appendix 9 and Appendix 10) because the responsibility and competence for authorising different aspects of resettlement such as absence from work, the appropriateness of the chosen training and funding reside with different people and organisations. Given the diversity and, in some cases, complexity of the forms, some Service Leavers struggle to complete the necessary paperwork and many require help from their first and second line staff. There have been problems where forms have been misplaced, especially on returning from operational theatres, and Service Leavers have had difficulties attending workshops as a result. Feedback from second line staff was there were too many different forms, some of which were too complex.

**2.25** The resettlement process requires Service Leavers to complete their own paperwork with the aim that they should take personal ownership of some aspects of their own resettlement, although individuals can seek help from single Service resettlement staff if they have difficulties. Some personnel, particularly in the Army, struggle with this task given that for the duration of their Service careers they have been heavily reliant on administrative clerks to help complete necessary paperwork. The Department recognises that for some personnel there exists a culture of dependence on others. The Department is introducing progressively the Joint Personnel Administration system,

<sup>6</sup> Defence Planning Assumptions are the basis for planning and funding of future activity, the most demanding combination is currently considered to be two enduring deployments (one medium scale and one small) and a small scale one-off operation.

<sup>7</sup> Report by the Comptroller and Auditor General, *Ministry of Defence: Recruitment and Retention in the Armed Forces* (HC 1633-I Session 2005-2006).

which will administer many aspects of military personnel including pay. It requires serving personnel to be responsible for the authenticity of the information on it. It is hoped that one of the benefits of the new system is that serving personnel will become more self reliant and less dependent on administrative clerks. The Joint Personnel Administration system, once fully implemented, should enable the Department to introduce simpler, electronic resettlement forms with the aim of streamlining the administrative process to make it simpler and quicker to complete paperwork and reducing the occurrence of paperwork being misplaced in the system.

**2.26** Unfortunately, the user requirements of the Joint Personnel Administration system for resettlement support and administration purposes were excluded from the project initial capability in order to reduce costs. Resettlement policy staff within the Department identified a number of important problems which need to be addressed but it is likely to take some time to resolve these.

## Improvements are needed in the provision of first line services, particularly in the Army

**2.27** Our survey showed that around one in ten Service Leavers who were eligible for the full resettlement package did not attend any Career Transition Partnership course. 1.7 per cent of eligible Service Leavers said they were not aware of the services. Within Service Leavers from the Army, the proportion unaware was higher – 2.4 per cent overall. From all junior ranks it was 4.6 per cent.

**2.28** For the majority of Service Leavers, first line staff direct them to second and third line staff. However, first line staff have a crucial role in dealing with Early Service Leavers. First line resettlement posts are filled by either serving personnel or by civil servants who tend to stay in post at least four years. The provision of first line staff is different in each of the Services. At static bases in the Royal Navy and at main Royal Air Force stations, first line resettlement services are provided by full time civilian staff. However, in the Army and in mobile units such as Royal Navy ships, first line resettlement services are provided by non-specialist military personnel with resettlement duties only a small part of their job, typically between 10 and 20 per cent. The Army has some 550 first line Unit Resettlement Officers in post.

**2.29** Military staff tend to move between appointments frequently leading to a high turnover of first line staff in these units. Resettlement is often seen as lower priority compared with operational tasks. First line staff are also deployable and there may therefore be periods where Service Leavers find that paperwork relating to resettlement is not processed in a timely manner. Sixty-five per cent of second line resettlement staff we spoke to felt that paperwork was regularly subject to unwarranted delays at first line and 45 per cent reported that paperwork was regularly lost at first line. We received mixed feedback from Service Leavers about their first line resettlement staff; Royal Air Force first line staff were generally very well thought of, whereas those in the Army were on the whole not well regarded.

**2.30** Second line Service Resettlement Advisers are required to provide induction for all first line staff and brief them about resettlement activities although there is no mandatory single Service formal training schedule for first line staff. There is an absence of quality assurance regarding first line support across the Services. The Army has identified this as a risk and has developed a Quality Assurance Manual which aims to clarify roles and responsibilities of resettlement staff at both first and second line with the overarching aim to improve the quality and consistency of resettlement support. The Quality Assurance Manual has not yet been implemented and it is therefore too early to say what improvements it may make to the resettlement process. The Royal Air Force already has a comprehensive guide in place for first line resettlement staff.

## Early Service Leavers receive an inconsistent service

**2.31** Early Service Leavers comprise those personnel leaving the Armed Forces who have served less than four years, and those who are compulsory discharged. Early Service Leavers include the potentially more vulnerable groups who have failed to complete the minimum engagement period. They tend to leave at short notice before completing their basic military training, often just a few months after joining the Armed Forces and, therefore, return to civilian life with few acquired skills and qualifications compared to longer serving colleagues. Early Service Leavers are only eligible in exceptional circumstances for limited access to the

services provided by the Career Transition Partnership. Inconsistencies in first line support increase the risk that those vulnerable to social exclusion are not given the support they require. Not surprisingly, our survey showed that 16 per cent of Early Service Leavers were unemployed and looking for work, a significantly higher proportion than the six per cent of all Service Leavers. Indeed, almost a third of those who reported being unemployed in our survey were Early Service Leavers.

**2.32** The Department has made progress in understanding what happens to Early Service Leavers when they leave the Services and there is some sharing of information with the Department for Work and Pensions. The post-discharge employment statistics for the cohort of Early Service Leavers who were discharged between 1 April 2006 to 30 September 2006 show that of the 1,530 Early Service Leavers surveyed (some 40 per cent of all Early Service Leavers), 61 per cent registered with the Department for Work and Pensions and 34 per cent claimed Job Seekers allowance. Of all Early Service Leavers in the survey, 61 per cent were confirmed as in work within six months of discharge. The remainder includes Service Leavers who return to full time education although it is not possible to quantify the proportion.

**2.33** The Early Service Leavers resettlement briefing and interview are performed by first line Resettlement Officers, or in the case of the Royal Air Force, by second line Regional Resettlement Officers. As noted at paragraph 2.28 above there are inconsistencies in the quality of support offered at first line. There is a risk that Early Service Leavers will be unwilling to highlight risk factors which may make them more vulnerable to social exclusion to a military resettlement officer of more senior rank. Furthermore, first line staff may not have the skills or the training to establish if the individual is more at risk. Vulnerable Early Service Leavers can be referred on to second line resettlement advisors or the Career Transition Partnership. However, there have been very few who receive any other support than that given at first line.

**2.34** We asked Early Service Leavers how they rated the briefing and interview. Of those responding, only 63 per cent had received a briefing and interview, and just over half (55 per cent) said that they were useful. Only 47 per cent felt the briefing covered all the areas they wanted, and only 41 per cent felt it was targeted to their needs. The information Early Service Leavers used most after leaving the Services was information about finding a job, and registering with a doctor and a dentist.

**2.35** We found that there were some local arrangements in place where Early Service Leavers did receive an enhanced support package. Due to the specific circumstances of the infantry and the special vulnerability of its trainees, an enhanced service is offered at the Army Infantry Training Centre, Catterick Garrison. A three-day programme is provided, which, in addition to the standard resettlement briefing, includes a housing briefing from the Single Persons Accommodation Centre for the Ex Services (paragraph 3.15), a brief on finding a job, a day at Darlington College covering further education opportunities, and an opportunity to write a CV.

**2.36** The Veteran's Policy Unit within the Department have designed a Mentoring Scheme for some Early Service Leavers. The scheme aims to identify those with vulnerability to social exclusion and put them in contact with someone who can help. Participants in the mentored group will have access on demand to advice and support that may assist, or at least reassure, them in meeting the practical challenges of the transition to civilian life. This advice will include accommodation, finance, health, employment or other resettlement problems. In most cases the mentor will be a civilian from the Veterans Agency War Pensioners Welfare Service. Where an ex-Service mentor is requested, or capacity is insufficient, a volunteer mentor with appropriate experience may be drawn from the charity Soldiers Sailors Airmen Families Association (SSAFA). The scheme is being trialled at Catterick after which a decision will be made about wider roll-out.



# PART THREE

The Department provides reasonable support to Service Leavers seeking accommodation, but some experience difficulties

**3.1** The Department recognises that it has an obligation to assist personnel in seeking civilian accommodation when they leave the Services. This part of the Report looks at the support provided by the Department to assist those seeking civilian housing. We found that the Department provides a reasonable level of support to Service Leavers but it could do more to identify those who are more likely to be at risk of homelessness and to signpost them to the necessary support.

## Most Service Leavers find suitable accommodation

**3.2** We asked Service Leavers how satisfied they were with their current living accommodation. We recognise that, by the nature of a postal survey, the results are likely to be skewed towards those Service Leavers who have stable accommodation and should be read in that light. The majority (87 per cent) of survey respondents were satisfied with their current living accommodation, including 68 per cent who were very satisfied. Of the 13 per cent who were not satisfied the top three reasons stated were ‘too small’ (39 per cent), ‘undesirable area’ (22 per cent) or ‘too expensive’ (20 per cent). We also asked Service Leavers if being in the Services had affected their ability to obtain suitable housing, 16 per cent said it had helped, 15 per cent felt it had hindered them and the remainder said it had had no effect.

## A significant proportion of Service Leavers do not require housing support on leaving the Services

**3.3** The Department provides serving personnel and their families with low cost rental accommodation for the duration of their Armed Forces career. This is largely to embed a Service culture, and also in recognition that serving personnel will be required to change jobs frequently, often necessitating relocation to a new area. Many personnel choose to purchase a home, whilst serving, in order to give their families or partners increased stability. Many also do so in preparation for when they leave the Armed Forces, to ensure they have a home and connections within a civilian community, from which they can begin their new careers, or enjoy retirement.

**3.4** The Department collects information on the number of serving personnel who own their own property through its Continuous Attitude Surveys (**Figure 10**). As can be seen, serving personnel in the Army are less likely to own accommodation than those in other Services. This is largely due to the requirement on the Army personnel to move more frequently. This requirement is likely to change with the future introduction of supergarrisons.

### 10 Serving personnel and home ownership

Do you currently own your own home?	Royal Navy and Marines		Army		Royal Air Force		All	
	Officer	Rating	Officer	Soldier	Officer	Airman	Officer	Other ranks
Home ownership (percentage)	84	70	67	30	72	44	73	45

Source: Ministry of Defence Continuous Attitude Surveys

**3.5** Of our survey respondents, 89 per cent of officers owned their own home prior to leaving the Services as did 83 per cent of senior ranks, and 25 per cent of junior ranks (making an average of 61 per cent for all other ranks). As might be expected, this showed that those personnel nearing the end of their military career were more likely to own their own homes than other personnel.

## The Department has measures to support home ownership for serving personnel

**3.6** The Department recognises in its accommodation strategy that there must be a balance between embedding a Service culture and supporting the transition to civilian life. The Department has made progress in extending the opportunities for house purchase schemes whilst personnel are in Service and has worked with Department for Communities and Local Government to raise the profile of Armed Forces personnel both in terms of access to social housing and in wider government schemes to help personnel get a first step on the property ladder.

**3.7** The Department's Long Service Advance of Pay scheme is a tri-Service scheme which enables serving personnel with a minimum of four years' service to an advance of £8,500 towards the cost of a property, repayable, interest free, over 10 years. Personnel are only eligible for the loan if they are purchasing their only property, and they are planning to occupy it. It cannot therefore be utilised with the intention of purchasing a property to rent out from the outset of ownership. From 1 August 1996 to 31 December 2006, over 22,800 individuals have taken advantage of the scheme. Sixty-eight per cent of survey respondents stated that they owned a house prior to leaving the Services and of these 93 per cent had utilised Long Service Advance of Pay. Feedback on the Long Service Advance of Pay was largely positive.

**3.8** There have been a number of wider developments to increase home ownership amongst serving personnel. Service personnel looking to buy their own home can benefit from the Department of Communities and Local Government's HomeBuy scheme launched in October 2006 to enable social tenants, key workers and other first time buyers to buy a share of a home and get a first step on the ladder. The Department has also worked with private sector organisations offering shared equity schemes to help them develop products that cater for the specific needs of Forces personnel.

**3.9** In September 2006, the Department for Communities and Local Government agreed to the Department's request to extend the definition of Key Workers to include certain Armed Forces personnel. This means that eligible personnel can now access new build products through Key Worker Living, a key element of the Department for Communities and Local Government Homebuy programme originally launched in March 2004 to address recruitment and retention problems by helping Key Workers in London, the South East and East of England to buy a home, upgrade to a family home or rent a home at an affordable price. Key Worker status also gives eligible personnel priority access to a new Homebuy product called the First Time Buyers Initiative. This is a national programme delivered through English Partnerships.

## The Department provides reasonable support to Service Leavers seeking accommodation but could increase awareness of the support available

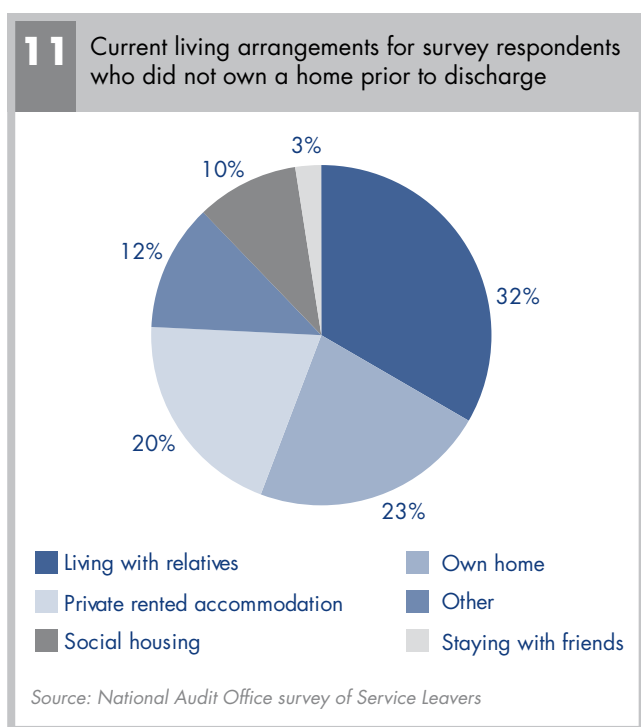
**3.10** The Department recognises that a significant number of personnel will not have purchased a property during their Service career and will therefore require advice about civilian accommodation. In 1992, the Department established the Joint Service Housing Advice Office to provide Service personnel and their families with information and advice on the range of housing options open to them when they are about to return to civilian life and whilst they are serving.

**3.11** Staff from the Joint Service Housing Advice Office run housing briefings to serving personnel and their spouses which covers Local Authority and Housing Association housing opportunities, low cost home ownership schemes, house purchase, private rental, and guidance on homelessness. They also produce a useful monthly magazine "Housing Matters" covering information on renting and buying houses, it also lists the locations and times of future housing briefings. It is distributed widely within the Services and the Department.

**3.12** The majority of survey respondents who attended the housing briefing found it useful or very useful (62 per cent); thought it was delivered in a convenient location (77 per cent); and covered all the areas they wanted (58 per cent). However, only 12 per cent of survey respondents attended a briefing. Of the Service Leavers who did not attend a briefing 65 per cent already owned their own property<sup>8</sup>, 18 per cent had already organised accommodation and a further 18 per cent were not aware of the briefings.

8 74 per cent Royal Navy, 60 per cent Royal Marines, 56 per cent Army, 78 per cent Royal Air Force.

**3.13** Most Service Leavers who do not already own their home will either purchase a home when they leave, go in to private rental accommodation, seek social housing or return to live with their parents. **Figure 11** shows the current accommodation of the 32 per cent of Service Leavers who did not own a property prior to discharge. A third of these Service Leavers are now living with relatives; as might be expected many of these are young Early Service Leavers. Almost a quarter of Service Leavers have purchased their own home since leaving the Services and a fifth obtained private rented accommodation.



**3.14** The Department recognises the difficulty experienced by some Service Leavers in obtaining suitable rented accommodation. It provides additional one-to-one advice for families and single Service Leavers through the Joint Service Housing Advice Office. In addition, the Department set up the Single Persons Accommodation Centre for the Ex Services (SPACES) with staff based in Catterick Garrison, home of the Infantry Training Centre, and at the Colchester Military Corrective Training Centre.

**3.15** Single Persons Accommodation Centre for the Ex Services (SPACES) is designed to help single Service Leavers find appropriate accommodation when they leave the Services. Its aim is to reduce the likelihood of ex-Service personnel becoming homeless or sleeping rough after discharge. Once registered with SPACES, an individual can access the services at any point in the future. It is managed by a housing association, the English Churches Housing Group, working with the Joint Service Housing Advice Office and has been in place since

2000 at a cost of £130,000 a year to the Department. In 2006-07, the Centre gave advice and support to some 690 single people leaving the Armed Forces, and successfully liaised with local authorities and private rental landlords to house over 260 people.

**3.16** Since the introduction of the Early Service Leaver initiative in 2004, all Early Service Leavers must have a one-to-one resettlement interview, at which the first line resettlement officers (or second line in the Royal Air Force) must interview the individual and assess their vulnerability to social exclusion. Where vulnerabilities are identified, the interviewing officer should signpost the individual to relevant support and, where appropriate, should offer to initiate contact on the Service Leaver's behalf. There has been no noticeable increase in the numbers referred to SPACES since the introduction of the Early Service Leaver initiative, and there are concerns that not everyone who would benefit from the services is being signposted to them. Of those single survey respondents who did not own a house prior to discharge, only 13 per cent stated that they were put in contact with, or made aware of assistance provided by SPACES. This would indicate that more robust probing of Service Leavers' future accommodation plans and better signposting of services would be beneficial.

**3.17** The Department also administers a nomination scheme through the Joint Service Housing Advice Office. The Department previously had agreements with a number of local authorities that, in return for the sale of surplus Ministry of Defence properties to housing associations, the local authorities and registered social landlords would allow the Department to nominate for housing fixed numbers of Service Leavers who would otherwise be homeless. These formal agreements have all now expired but the Department has maintained good links with the local authorities and registered social landlords and successfully nominates some 100 Service Leavers each year who are subsequently housed by registered social landlords. These individuals are prioritised in order of need and might otherwise have been at risk of homelessness.

## A small number of Service Leavers may experience difficulties seeking homelessness assistance on leaving the Services

**3.18** Under the homelessness legislation (set out in the Housing Act 1996), local housing authorities in England and Wales must secure suitable accommodation for housing applicants who are eligible for assistance, homeless through no fault of their own and who fall

within a priority need group (the main homelessness duty). The priority need groups include people who have dependent children and people who are vulnerable (for example, because they have mental or physical problems). From July 2002, priority need was extended specifically to include people who are vulnerable as a result of having served in the Armed Forces. The homelessness legislation provides a safety net for people, including Service Leavers, in priority need who become unintentionally homeless. The Department makes it clear to Service Leavers during its housing briefings that few are likely to be entitled to the main homelessness duty.

**3.19** Local authorities are only obliged to secure accommodation for someone, including a Service Leaver, where the person is unintentionally homeless and in priority need. They are not, however, required to offer social housing. The authority may also take account of whether the person has a local connection with their district. If they do not, but may have one somewhere else in England, Scotland or Wales, the authority may refer the case to the local authority in the area where there is a local connection (although they must secure accommodation until the referral is agreed). This means that where a Service Leaver seeks homelessness assistance immediately following discharge from the Services and applies for help in the area where they were last stationed, they may encounter a barrier to being provided with homelessness assistance in that particular area until they establish a local connection (for example, through taking up employment or through a further period of six months residence). Currently, the 1996 Housing Act provides that a person who is a serving member of the Armed Forces (or someone who normally lives with such a person) does not establish a local connection with a district through residence or employment while serving there in the Armed Forces.

**3.20** Under the Housing Act 1996, local authorities allocate social housing in accordance with the priorities set out in their published allocation scheme. In making such an allocation, local authorities can also take account of local connection when considering the level of priority to give applications for social housing from people on the housing waiting list.<sup>9</sup> Taking account of local connection in this way can adversely impact on serving members who apply for social housing before they leave the Service. However, on 21 June 2007, the Government announced that it had decided to change the housing legislation, at the earliest opportunity, to ensure that Service personnel are put on an equal footing with other people applying for social housing.

**3.21** There are concerns that a small number of local authorities may be seeking to delay accepting a main homelessness duty towards Service Leavers and their families who meet the statutory homelessness criteria, and are requiring them to remain in their Service accommodation beyond their last day of service. In these cases, there is a risk that Service Leavers who move out of accommodation on the last day of service will be considered by the local authority to have made themselves 'intentionally homeless' and, therefore, would not be owed the main homelessness duty. The Department issues a "cessation to occupy" certificate six months ahead of discharge which provides long notice to Local Authorities of the family's impending loss of entitlement to Service accommodation. Nevertheless, recognising the need to extend protection to some families beyond their last day of service, the Department sometimes allows Service Leavers in Service Family Accommodation to remain in occupation for a limited time to assist them while their application to the local authority for housing assistance is being considered. There are additional concerns that a small number of local authorities are delaying acceptance of the main homelessness duty until the courts grant an order for possession to Defence Estates although this does not appear to be widespread. Not only would the Service Leaver have to pay court fees and increased rent for the period of irregular occupancy, this period of irregular occupancy could cause unnecessary anxiety and stress, especially for the small number of Service Leavers leaving on mental health grounds.

**3.22** The Department's figures on irregular occupancy show that for the calendar year commencing January 2006 there were 1,367 irregular occupants although there is no data on how many of these involved delayed acceptance of a homelessness duty. The irregular occupancy statistics include Service Leavers, estranged spouses, bereaved families and Service personnel but the numbers are not identified separately. The Department does not hold robust data on the number of irregular occupants who are issued court orders nor on the cost of dealing with them but believes that approximately a thousand irregular occupants have been issued court orders over the last five years. When we asked survey respondents if they had occupied Service accommodation beyond their final day of Service, five per cent said they had. Of these 19 per cent were irregular occupants for less than one month, 43 per cent stayed between two and six months, and 38 per cent stayed longer than six months in Service accommodation.

<sup>9</sup> This is a separate process from consideration of whether a person is owed a duty under the homelessness legislation.

The Department has been working with other agencies to address homelessness among ex-Service personnel

**3.23** The Department has been working with the Department for Communities and Local Government and its predecessor since 1999 to address homelessness among ex-Service personnel. At that time, it was thought that ex-Service personnel made up a high proportion of those people who were “rough sleepers”, 25 per cent had been quoted by some of the homelessness charities.

**3.24** In 2003, the Department and the Office of the Deputy Prime Minister (now Department for Communities and Local Government), working with the ex-Service organisations, commissioned a feasibility study into the extent, causes, impact and costs of rough sleeping and homelessness amongst ex-Service personnel in England.<sup>10</sup> The Department is currently funding further research which is hoped to establish the extent of, and the effectiveness of interventions to prevent rough sleeping and homelessness among ex-Service personnel in London. The research team at York University currently estimate that approximately six per cent of “the single homeless population” (that is rough sleepers and hostel dwellers) in London at some time in the past served in the Armed Forces. This suggests that the problem has reduced significantly since 1999.

**3.25** The Department for Communities and Local Government produces quarterly statistics on the number of people accepted by local authorities in England as owed the main homelessness duty. Of the 76,860 reported homelessness acceptances in 2006, 0.1 per cent of them had “vulnerability due to time spent in HM Forces” as the main or secondary priority need category. This figure has remained steady for the past four years.

**3.26** Homelessness is, however, much wider than just those who are accepted as owed the main homelessness duty and includes those who are sleeping rough and those who are homeless but do not have priority need or who become homeless intentionally. The Department for Communities and Local Government does not collect detailed information on this wider homeless group and as such it is difficult to say with any accuracy the percentage of homeless people who have served in the Armed Forces.

**3.27** Our survey asked those who had left the Services in the last two years if they had been homeless (including having to stay with friends) since leaving the Services. Five per cent of respondents, mostly young and of junior rank, stated that they had experienced a period of homelessness at some stage since leaving the Services. Of these, 21 per cent stated they had been homeless for less than one month, the majority (53 per cent) stated that they had been homeless between one and six months, 14 per cent between seven and twelve months, and 12 per cent over a year.

**3.28** In recognition of the continuing albeit much reduced problem, the Department and Department for Communities and Local Government continues to work together to provide help for former Service personnel to find accommodation. For example, English Churches Housing Group runs The Galleries, a housing project in Richmond, North Yorkshire which provides temporary supported housing designed exclusively for single ex-Service personnel facing homelessness. The project provides advice and help to the residents to get back into employment and to find suitable settled accommodation. Other projects to help ex-Service exist or are in development.

<sup>10</sup> *Feasibility study on the extent, causes, impact and costs of rough sleeping and homelessness amongst ex-Service personnel in a sample of local authorities in England.* The King's Centre for Military Health Research. September 2005.



## PART FOUR

### The Department provides some briefing on financial awareness

The briefing focuses predominantly on pensions and financial investment information and does not cover more general issues of financial management

**4.1** The Department runs briefings to groups of Service Leavers called Financial Aspects of Resettlement. These briefings all provide advice about the Armed Forces Pension Schemes and the majority now include generic financial investment information with an offer of follow-up on an individual basis by an independent financial advisor. The Department understandably does not provide specific financial advice to individuals on how to invest lump sum payments received but does encourage personnel to seek independent expert financial advice. It does not give guidance on general financial management. Thirty seven per cent of survey respondents attended a briefing (**Figure 12**).

**4.2** Higher ranked Services Leavers were most likely to attend the briefings; 47 per cent of officers, 41 per cent of non-commissioned officers and only 20 per cent from other ranks. This may be because those of a higher rank are more likely to have served longer and are therefore more likely to be in receipt of a pension (or income payments) upon discharge.

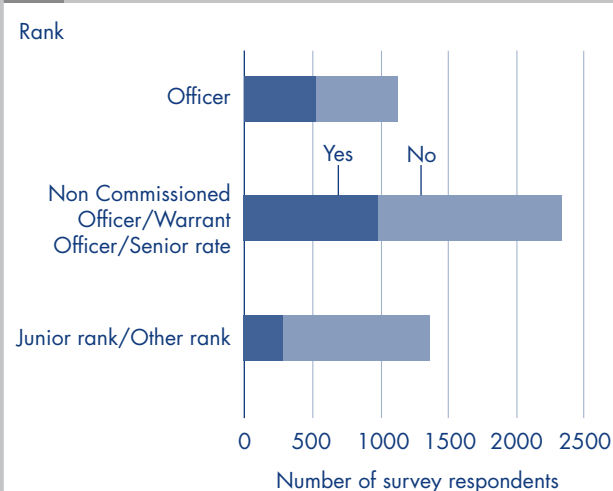
**4.3** The views of those who did attend a briefing were generally positive:

- 78 per cent found it useful;
- 79 per cent thought it was delivered in a convenient location;
- 66 per cent thought it covered the areas they wanted; and
- 51 per cent thought it was targeted towards their needs.

**4.4** Of those people who did not attend the briefing, 46 per cent were not aware of it, 19 per cent did not think it would be relevant to their circumstances and 15 per cent did not think it would be useful.

**4.5** We asked those who had left in the last two years whether they had experienced difficulty in accessing a range of financial services including mortgage, credit card and loans. Seventy-eight per cent of survey respondents stated they did not feel that being in the Services had any impact on their ability to obtain loans or finances.

**12** Attendance at Financial Aspects of Resettlement briefings



Source: National Audit Office survey of Service Leavers



**4.6** The Department does not provide courses or guidance offering more general financial management advice for those who have lived in Service accommodation for the duration of their Service careers and may, therefore, be inexperienced in budgeting for the full range of living expenses. Instead the Department provides Service Leavers with an internet accessible Life Skills booklet<sup>11</sup> produced by Right Management, which is prominently signposted on the two page information leaflet within their Service Leavers Information Pack. Feedback from focus groups suggests that there is scope for a briefing on the more general issues of financial awareness and financial management for Service Leavers during their resettlement. Such a service was offered to Royal Irish (Home Service) soldiers as part of their resettlement package but received limited take up.

## Some Service Leavers experience problems with debt on leaving the Services

**4.7** We asked those who had left in the last two years if they had experienced problems with debt, both in Service, and since leaving the Services. Eleven per cent of Leavers admitted they had problems with debt before or at the point of leaving the Services, and this rose to 13 per cent after leaving the Services. Of the 11 per cent of Leavers who admitted they had problems with debt before or at the point of leaving the Services, the average debt was £8,645. Of the 13 per cent of Leavers who admitted they have subsequently experienced problems with debt after leaving the Services, the average debt was £10,219. Subsequent debt problems were most common in those who had been compulsorily discharged where 47 per cent of them had debts; the lower ranks (28 per cent); and younger Leavers (32 per cent).

**4.8** For those who are medically discharged, a key priority is ensuring that individuals understand their financial position as early as possible. In terms of giving early indication of likely compensation payments for injuries caused by Service, this can be difficult as compensation claims under the War Pension Scheme (for injuries before 6 April 2005) can only be paid after discharge. Since 2005 there have been changes to the payments of compensation for injury, illness or death caused by Service. The Armed Forces and Reserve Forces Compensation Scheme came into force on 6 April 2005 to pay compensation for injury, illness or death caused by Service on or after that date. The Armed Forces and Reserve Forces Compensation Scheme replaces the War Pension Scheme and claims can be made whilst in Service which should make it simpler for Service Leavers to make a claim.

11 The 'Life Skills' booklet gives information on the following areas; doctor, dentist, benefits, council tax, job centre, electoral roll, credit rating, housing list, tax advice, schools/education, employment benefits/National Insurance, utilities, and other useful organisations.

## PART FIVE

Most Service Leavers find the wider aspects of returning to civilian life straightforward but some experience greater problems

### Most Service Leavers make a successful transition to civilian life, only experiencing minor problems

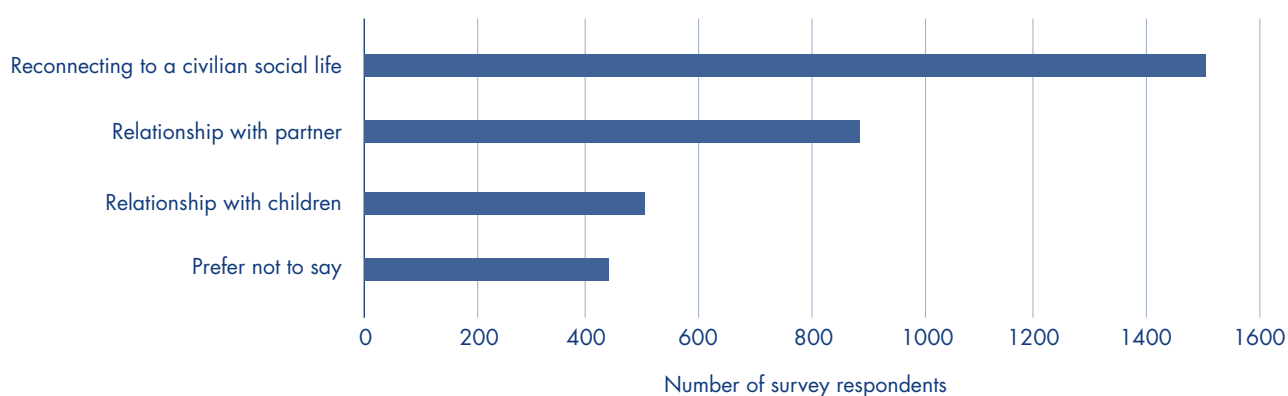
**5.1** The transition to civilian life is for many Service Leavers a time of uncertainty and emotional upheaval. For many, it is not just the added pressure of moving to a new job but also finding accommodation and moving to a new home. Both these are stressful events in themselves but Service Leavers also have to adjust to civilian life, losing the military support networks and having to build social support networks within a civilian community.

**5.2** We asked those who had left the Services in the last two years how they had found the experience of leaving the Services. The majority of them found the

transition as expected (38 per cent) or easier than expected (36 per cent). Surprisingly, of those we surveyed, it was those who had served a shorter time who found the transition more difficult, with 42 per cent of Leavers under 25 years old stating they found it more difficult than expected and 40 per cent of the more junior ranks. Those who had served much longer in the Services reported that they found the experience of leaving the Services as expected or easier than expected.

**5.3** When asked to rank the significant issues they faced in the transition to civilian life, Service Leavers said that reconnecting to a civilian social life was most difficult but a sizeable minority also reported added pressure or strain on relationships with partners and children (**Figure 13**).

#### 13 Issues faced in the transition to civilian life



Source: National Audit Office survey of Service Leavers

## A minority of Service Leavers are more vulnerable to difficulties in making the transition to civilian life

**5.4** In recognition that Early Service Leavers may be at greater risk of social exclusion than other Service Leavers, the Department introduced the Early Service Leaver initiative in 2004. However, as noted at paragraphs 2.28 and 2.31 to 2.33 above, variability in first line support may mean those with vulnerabilities are not consistently being identified and signposted to the necessary support. The Department continues to develop resettlement provision for Early Service Leavers, capitalising on the capabilities in ex-Service charities. It is currently exploring the feasibility of providing mentored access to the Royal British Legion's new CivvyStreet electronic portal, which provides a range of job searching and application support facilities and information on housing.

**5.5** Some 1,660 personnel were medically discharged from the Services in 2005-06; the nature of the illness or injury ranging from fairly minor ailments such as well controlled asthma and high blood pressure, to those with more severe injuries and illnesses including heart attacks, cancer, diabetes, muscular skeletal injuries, and burns. We looked at the requirement for additional resettlement support for those Service Leavers medically discharged but have not examined the provision of medical services generally. Most medical discharged Service Leavers do not require additional resettlement support; whilst the individual is unable to serve in the Armed Forces, they should have no difficulty gaining civilian employment and sustaining a fulfilling second career. The Department does not currently collect statistics on the severity of medical discharges and can not therefore quantify how many personnel may require additional support during resettlement. For Service Leavers with physical disabilities or mental conditions that may impact on future career paths, the Career Transition Partnership refers Service Leavers to specialist vocational assessment facilities run by Remploy and the Royal British Legion Industries.

**5.6** The responsibility for medical care transfers from the Armed Forces to the National Health Service on the day of discharge. It is, therefore, essential to get linked into the medical services provided by the National Health Service which requires that Service Leavers have a civilian address to move to on discharge. Service Leavers who have to stay in Service accommodation as irregular occupants are prevented from registering with a civilian doctor, which delays their acceptance by NHS services. It also means extra work and increased expenditure for Defence Medical Services and the Armed Forces Welfare Services who cannot transfer responsibility to the National Health Service. Seamless transition depends on early identification of where the individual would like to live post discharge, and what type of care they will require. The earlier this can be identified the better as the administrative discharge process can run in parallel to the organisation of accommodation and healthcare.

**5.7** There have in the past been problems providing a co-ordinated support network for those with more severe injuries or illnesses who may require long term medical care. The Department has made progress in designing a more co-ordinated support network to support Service Leavers with more severe injuries or illnesses through the process of medical discharge, and also provide the necessary links to the Department's resettlement support and support provided by other Government Departments including Social Services, local authority housing, Primary Care Trusts, Department of Work and Pensions.

**5.8** Personnel medically discharged with mental health problems will now all be managed by the Defence Mental Health Social Work Service, and those who have musculoskeletal, neurological injuries, polytrauma and amputees are managed through the Defence Medical Rehabilitation Centre at Headley Court. Since January 2006, Headley Court receive information on all Service personnel injured on operations, but it does not manage the rehabilitation of all operational medical cases. The three main exceptions that are not rehabilitated through Headley Court are spinal cord injuries, burns and severe brain injuries. There have been some concerns that there may be personnel who are not linked in with the resettlement services available because they are not co-ordinated by Headley Court or the Defence Mental Health Social Work Service. These concerns should be addressed by the introduction of a new Army Sickness Absence Management system which is discussed in paragraph 5.11.

**5.9** Our survey found that 17 per cent of those eligible to attend the Career Transition Partnership did not attend because they were not aware of the services. A higher proportion of these had been medically discharged. Forty per cent of medical discharges said they were not aware of Career Transition Partnership support, with a higher proportion in the Army. The Department identified the lack of take-up of Career Transition Partnership entitlement by medical discharges during 2005-06. It conducted a survey of all medical discharges during the three month period commencing 1 August 2006 and found that only 22 per cent of the 273 medical discharges were not known to Career Transition Partnership. Of these, the majority, some 51 personnel, were medically discharged from the Army after only a few months and before the completion of basic military training; only ten personnel were from the trained strength and they accounted for less than four per cent of those medically discharged. The Department has taken action to close this loophole.

**5.10** Some Service Leavers who are medically discharged may be more vulnerable to experiencing difficulties in the transition to civilian life. In recognition of this those who are medically discharged are entitled to the Full Resettlement Programme available through the Career Transition Partnership although those discharged before completing one year's service are only entitled to ten working days Graduated Resettlement Time. Funding to attend resettlement courses is not authorised until the medical discharge is approved by the medical board. Often there is a short window of time between the medical board and the date of discharge during which it may not be possible to complete all the resettlement preparation activities. Where this is the case, personnel may defer their entitlement up to two years post discharge. Staff at the Career Transition Partnership give high priority to those who are medical discharges, often going out of their way to get them on to workshops and training at short notice. Where personnel have a medical condition which restricts their access to the Career Transition Partnership services, they can choose to complete some of the workshops on-line (remotely), defer their entitlement until up to two years after discharge, or transfer the entitlement to their spouse.

**5.11** There have been problems in the past identifying those in the Army who were on long term sick and unlikely to return to work who therefore required resettlement support. The Army has introduced a new Sickness Absence Management system aimed to improve the management and care of personnel who are absent on long term sick. The system should ensure that there are procedures in place to maintain regular contact with personnel and to ensure that they are given access to resettlement provision if it is unlikely that they will return to active duty. It is too early to say how successful the new initiatives will prove in the long term.

## The charitable sector provides much of the support to veterans

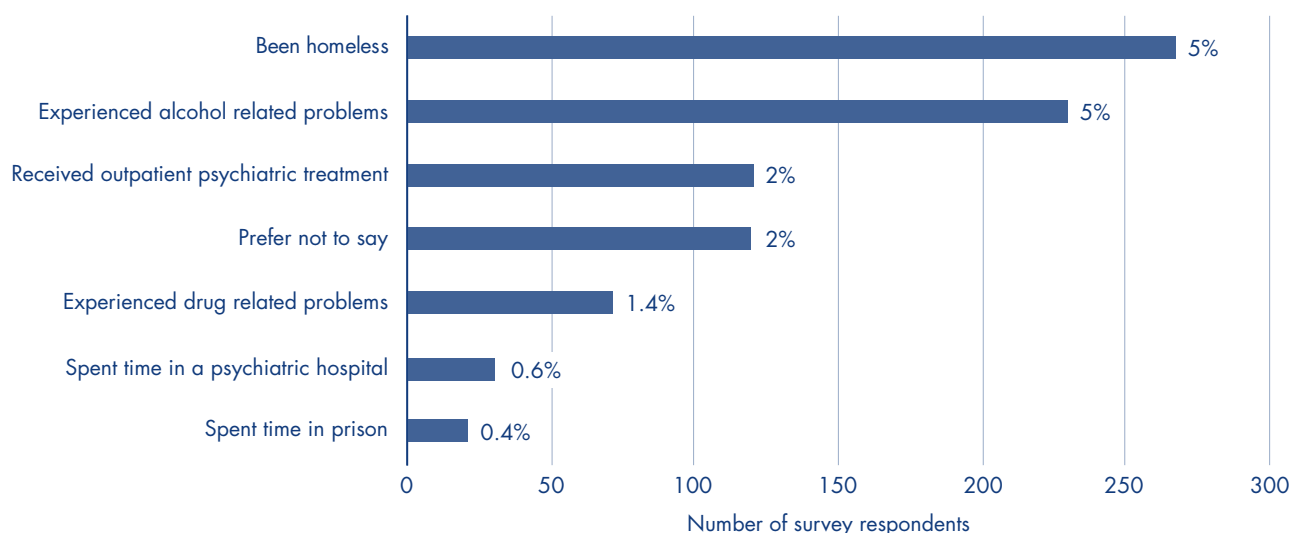
**5.12** There is a small proportion of individuals who for a variety of reasons do not experience a seamless transition to civilian life. There are others who initially make a fairly seamless transition but experience difficulties later in life, which may or may not be attributable to their Service career. The Department looks to integrate ex-Service charities in the resettlement support provided for Service Leavers. It also provides information to Service Leavers about the support available from ex-Service welfare organisations and charities. For the most vulnerable, an offer is made to make contact on their behalf. The Department has recently made it easier for Service Leavers to contact charities by setting up an arrangement with five leading charities<sup>12</sup> to act as "gatekeepers" to the wider ex-Service charities community. Using a simple proforma inserted in their information pack, Service Leavers may make contact with a gatekeeper of their choice who will send a field welfare officer to assess their needs and either offer assistance or put them in touch with an organisation better able to meet their needs.

<sup>12</sup> The Royal British Legion; Soldiers Sailors, Airmen and Families (Forces Help), the Royal Navy Benevolent Trust, the Army Benevolent Fund, and the Royal Air Force Benevolent Fund.

**5.13** We asked those who had left the Services in the last two years whether they had experienced any problems. Five per cent of respondents stated they had experienced alcohol-related problems since leaving the Services and one per cent stated problems with drugs. As noted in paragraph 3.27, five per cent stated they had experienced problems with homelessness and, in paragraph 4.7, 13 per cent cited problems of debt (**Figure 14**). There exist many ex-Service charities whose aim is to give assistance

to ex-Service personnel who are in need. The charities specialise in helping those who often have chronic, complex problems including a combination of depression, alcohol abuse, drug abuse, debt, social exclusion, broken homes and homelessness. It is difficult to provide a definitive context of broader national comparators for the incidence of homelessness, alcohol abuse and debt amongst Service Leavers.

## 14 Issues faced in the transition to civilian life



Source: National Audit Office survey of Service Leavers

# APPENDIX ONE

## Study scope and methodology

**1** This Appendix sets out the scope of our examination of the resettlement support provided by the Department to personnel leaving the Services and the methodologies we used in the course of our study.

### Scope of the Study

**2** We focused our examinations on four main issues:

- a** Whether the career transition services provided by the Department optimise the opportunity for successful re-integration of Service Leavers into civilian life.
- b** Whether the housing services provided by the Department optimise the opportunity for successful re-integration of Service Leavers into civilian life.
- c** Whether the other services, including financial briefings and services provided to those being medically discharged, provided by the Department optimise the opportunity for successful re-integration of Service Leavers into civilian life.
- d** Whether the Department coordinates its transition services and communicates the nature of these services in an effective and timely manner in order to optimise the opportunity for successful re-integration of Service Leavers into civilian life.

**3** Our study covered personnel leaving all three Services – the Royal Navy, Army and the Royal Air Force.

### Methodology

#### Survey of Service Leavers in the last two years

**4** We devised a questionnaire for personnel who left the Services in the two years prior to October 2006, asking their views on the process of leaving the Services and their experiences since leaving. We commissioned IFF Research Limited to dispatch them and collate the responses. Postal surveys were sent to all personnel who

left with the exception of those living in Northern Ireland, those for whom no addresses were held or those who were known to have died since leaving the Services. We recognise that Service Leavers may have moved home since leaving the Services and that addresses held by the Department may be out of date. In total, the survey was sent to 38,153 Service Leavers and 4,997 responses were received by the deadline; a response rate of over 13 per cent. Further information about the response rates for our survey and a detailed breakdown of the survey results is at Appendix 6.

#### Meetings and Interviews with Key Personnel

**5** During the fieldwork for this study, we carried out semi-structured interviews, consulting key individuals and organisations within the Department involved with the delivery of resettlement support to Service Leavers. We also interviewed staff involved in the provision of the Career Transition Partnership, and interviewed a number of charities and other third parties with an interest in the support provided to personnel leaving the Armed Forces.

**6** We visited a number of units in the three Services (**Figure 15**) to understand better how resettlement services are being delivered in practice and to gain an insight into the key issues that they face. We also met with a number of second line resettlement staff and sent a short questionnaire to all second line resettlement officers in the three Services asking for their views on some of the key issues arising from our study.

**7** To provide a deeper understanding of Service Leavers' views we held a series of focus groups, each involving between 10 and 15 Service Leavers, at the units visited and at Career Transition Partnership centres. The focus groups included Service Leavers of varying age, rank, gender and ethnicity from the Royal Navy, Army and Royal Air Force. Each group was asked to address a series of questions based around the main issues covered by our study. In addition we also attended some resettlement courses, workshops and briefings provided to Service Leavers.



## 15 First and Second Line Visits

### Royal Navy

Naval Resettlement Information Officers in Portsmouth<sup>1</sup>, Plymouth<sup>1</sup> and Medical<sup>1</sup>

Education and Resettlement Officer, HMS Bulwark

### Royal Marines

Naval Resettlement Information Officer for Royal Marines<sup>1</sup>

### Army

Individual Education and Resettlement Officers in Northern Ireland<sup>1</sup>, Bordon<sup>1</sup>, Chepstow<sup>1</sup> and Catterick<sup>1</sup>

Hook Company, Infantry Training Centre

1 Rifles, Catterick

5 Regiment, Royal Artillery, Catterick

Royal Irish Regiment (Home Service)

### Royal Air Force

Regional Resettlement Advisor RAF Lyneham<sup>1</sup>

Resettlement and Education Clerks RAF Lyneham

*Source: National Audit Office*

### NOTE

<sup>1</sup> Denotes second line staff.

**8** During fieldwork we consulted a large number of key individuals and organisations (**Figure 16 overleaf**) both within and outside of the Department who are responsible for issues affecting Service Leavers.

## Financial and Statistical Analysis

**9** We collected a range of financial and non-financial data from the Department, on the costs involved at each tier of the resettlement process, outflow rates from the Armed Forces, Career Transition Partnership take-up rates, satisfaction rates, and subsequent employment statistics. Non-financial information was obtained from a number of sources including data maintained by the Department and the single Services, data collected by Right Management and data collected by the Defence Analytical Services Agency and from answers to Parliamentary Questions.

**10** We calculated the costs to the Department of resettlement activities for 2005-06 and 2006-07. The Department provided information on the costs association with the Career Transition Partnership contract and the central costs of the Directorate of Resettlement, as well as the costs of the training and resettlement grants and travel and subsistence for Service Leavers attending courses and training. In addition, we calculated the costs of resettlement activity at the first and second line, as the Department does not collect this information. The basis of this calculation was the time spent by staff on resettlement at both the first and second line, and the costs to the Department of Service Leavers attending interviews. We also calculated the overall costs to the Department of the time allocated to Service Leavers to undertake resettlement activity (known as Graduated Resettlement Time). In both cases, the cost of staff time was valued at their salary costs, plus an element of additional overheads.

## Review of Departmental Papers

**11** We undertook a review of the Department's documentation. This included policy and planning papers related to resettlement services and accommodation, performance reports on the Career Transition Partnership, minutes of various resettlement conferences, and other information produced by the Department and by the three Services, such as detailed guidance manuals and promotional literature. We also examined the results of Continuous Attitude Surveys conducted by the Department.

## International Comparisons

**12** As part of our fieldwork we contacted United Kingdom Defence Attachés in Australia, Canada, France, Germany, New Zealand and the United States of America asking a series of questions designed to understand how other countries provide resettlement services to those leaving their Armed Forces. Our work to understand the assistance provided in the United States of America benefited from the assistance of SCS Ltd, which had compiled detailed information as part of its *Sustaining the Veteran* research project for the United Kingdom Defence Academy.

## 16 Key Individuals and Organisations

### Ministry of Defence Central Staffs

Director of Resettlement

Service Personnel Policy Pensions

Veterans Policy Unit

Director of Healthcare

Director General Service Personnel Policy Medical Advisor

Service Conditions

Accommodation, Families, Welfare

Defence Internal Audit

### Royal Navy/Royal Marines

Directorate of Naval Training and Education

Naval Personal and Family Service and Royal Marines Welfare

### Army

Headquarters DETS(A), Upavon

Army Welfare Service

### Royal Air Force

Headquarters Strike Command, RAF High Wycombe

### Other MoD Organisations

Armed Forces Pay and Administration Agency

Defence Analytical Services Agency

Career Transition Partnership

Defence Medical Rehabilitation Centre at Headley Court

Joint Services Housing Advice Office

Veterans Agency

Mental Health Social Work team

### Other Organisations

Brain Injury Rehabilitation Trust

Combat Stress

Royal British Legion

Soldiers, Sailors, Airmen and Families Association

King's Centre for Military Health Research, King's College

Department for Communities and Local Government

Salisbury Council

Rushmoor Council

*Source: National Audit Office*

# APPENDIX TWO

## International comparators

**1** The United Kingdom is not the only country to offer advice and assistance to its Armed Forces personnel at the point when they leave the Services. We contacted United Kingdom Defence Attachés in six countries – Australia, Canada, France, Germany, New Zealand and the United States of America – to find out about the assistance given

to Service Leavers from their Armed Forces. The responses showed the wide variety of different packages of assistance that are offered. It also indicated that, in many respects, the United Kingdom is at the forefront of providing tailored, professional help to military personnel as they leave.

Country	Annual leavers	Standard assistance given to all leavers	Additional assistance to those who have completed a minimum period of service	Assistance available to special categories of leavers
Australia	<p>Typically, around ten per cent of the total force leaves the Australian Defence Force annually. In 2005-06, the forces numbered some 50,000 personnel. During the year, more than 5,000 personnel left the Services. Of these:</p> <ul style="list-style-type: none"> <li>■ some 3,700 were voluntary leavers;</li> <li>■ over 900 were involuntary leavers, most of whom were medically discharged; and</li> <li>■ over 900 were cadets and trainees.</li> </ul>	<ul style="list-style-type: none"> <li>■ Australian Defence Force leavers are provided with help through the Career Transition Assistance Scheme. Irrespective of the length of their service, all leavers are entitled to take up to five days of approved absence to look for employment or attend job interviews.</li> <li>■ All leavers may also attend a Transition Seminar.</li> <li>■ They can also use online resources, such as a CV building programme and job finding databases.</li> <li>■ All entitlements are automatically preserved for one year after the termination of a leaver's service.</li> </ul>	<p>In addition to the assistance made available to all leavers, personnel who have served for longer than 12 years receive the following benefits:</p> <ul style="list-style-type: none"> <li>■ Career Transition Training up to a maximum cost of AU\$1,100 (approximately £470) or Career Transition Management Coaching, as the individual leaver decides.<sup>1</sup></li> <li>■ Professional CV coaching.</li> <li>■ Five extra days of approved absence for career transition activities.</li> </ul> <p>Service personnel leaving after 18 years in the Australian Defence Force receive an enhanced package of assistance:</p> <ul style="list-style-type: none"> <li>■ Career Transition Training up to a maximum cost of AU\$4,400 (approximately £1,900) or Career Transition Management Coaching, as the individual leaver decides.</li> <li>■ 23 days of approved absence for career transition activities.</li> </ul>	<p>Personnel who leave the Australian Defence Force as medical discharges or who have been declared redundant receive access to the full Career Transition Assistance Scheme, like personnel who have served for a minimum of 18 years, and in addition are given professional financial counselling. Unlike other personnel, they are entitled to take both Career Transition Training and Career Transition Management Coaching.</p>

Country	Annual leavers	Standard assistance given to all leavers	Additional assistance to those who have completed a minimum period of service	Assistance available to special categories of leavers
Canada	In 2006, close to seven per cent of the members of the Canadian Forces left to enter civilian life, representing some 4,000 people. This is higher than at any time in recent years: in 2001, the rate at which personnel left was 5.9 per cent.	<ul style="list-style-type: none"> <li>■ Since 2006, the assistance provided to former military personnel is governed by the New Veterans Charter.</li> <li>■ Help is provided to Service personnel to assist them in starting a second career, under the Second Career Assistance Network (SCAN). This can include transition seminars and specialist assistance to evaluate their skills strengths and interests. CV writing courses and job-finding help, including access to a vacancies database, are also provided.</li> <li>■ In principle, these forms of assistance are open to all members of the Canadian Forces throughout their military careers. However, when numbers are limited those who are closer to their leaving date are given priority.</li> <li>■ All Service personnel can also receive an assessment of the level of their military skills in equivalent or similar civilian professions.</li> <li>■ Personnel are entitled to financial assistance with moving themselves, their families and their belongings to their intended permanent place of residence after leaving. The level of entitlement increases for those who have 10 or 20 years of service, but is substantial for all personnel.</li> </ul>	<ul style="list-style-type: none"> <li>■ For Canadian Forces personnel who have served at least 10 years, CAN\$5,000 (approximately £2,300) is available to pay for tuition or examinations to receive civilian accreditation for skills acquired, or partially acquired, in the military. The scheme is known as the Skills Completion Program.</li> <li>■ In order to make use of the funds, Service leavers must submit and have agreed a study plan at least 30 days before their leaving date. They can choose from a limited list of courses, recognised by the Canadian Defence Academy and listed on its website.</li> <li>■ Currently, amendments to the legislation underpinning this have been submitted to increase the amount of money available to each person and to extend the period when it may be claimed up to one year after the conclusion of service.</li> <li>■ As well as receiving assistance with moving to an intended permanent place of residence, personnel with more than 10 years of service are reimbursed for the cost of a house-hunting trip and for some of the costs of buying a property (up to CAN\$17,000; approximately £7,900).</li> <li>■ Ex-Service personnel with at least 10 years service are also entitled to access the Department of Veterans Affairs, Canada's Job Placement Program, for up to two years after leaving.</li> </ul>	<ul style="list-style-type: none"> <li>■ Shortly after a member of the Canadian Forces receives notification that they are to be discharged, they should have an interview with a transition counsellor from Veterans Affairs Canada to appraise them of their rights and entitlements, as laid out in the New Veterans Charter of 2006.</li> <li>■ Medically discharged personnel are entitled to the maximum assistance with moving themselves, their families and their belongings to an intended place of residence, irrespective of how many years of service they have completed.</li> <li>■ Canadian Forces personnel who are discharged for medical reasons are now entitled to priority placement in Federal civil or public service jobs.</li> </ul>

Country	Annual leavers	Standard assistance given to all leavers	Additional assistance to those who have completed a minimum period of service	Assistance available to special categories of leavers
Canada <i>continued</i>		<ul style="list-style-type: none"> <li>These benefits are in addition to the financial assistance provided to any member of the Canadian Forces who, having achieved the basic military qualification, wants to undertake part-time study. All of the costs of such courses can be reimbursed if there is deemed to be a benefit to the Canadian Forces from them.</li> </ul>	<ul style="list-style-type: none"> <li>Veterans Affairs Canada is now also creating a programme to offer financial assistance to Service leavers who wish to return to full-time education. The eligibility criteria are still being worked out.</li> </ul>	
France	Typically, around 28,000 members of the French Armed Forces leave each year. Of these, around 60 per cent, or 17,000 have served for four years or more and are therefore entitled to enhanced assistance with their transition to civilian life.	<ul style="list-style-type: none"> <li>Very little assistance is currently provided to leavers who have not completed the minimum four years of service.</li> </ul>	<ul style="list-style-type: none"> <li>Service personnel who are planning to leave after having served for a minimum of four years receive assistance in forming realistic objectives for their future careers outside the military. In general, this is done at short (half-week or week-long) courses up to 18 months before the conclusion of service.</li> <li>They are also entitled to undertake paid vocational training or work placements with a civilian employer. Vocational retraining leave of between six months and one year is available for personnel to attend courses or placements and during this period they receive their military pay, with reductions being made for any additional remuneration they receive from their temporary civilian employer.</li> <li>The proportion of personnel using these entitlements, which are relatively new following the end of conscription, has been increasing at a fast rate in recent years.</li> </ul>	

Country	Annual leavers	Standard assistance given to all leavers	Additional assistance to those who have completed a minimum period of service	Assistance available to special categories of leavers
Germany	<p>At the end of 2005, the German Armed Forces numbered some 246,000 personnel. Of these, some 105,000 (43 per cent) were discharged during 2006. The vast majority of leavers – around eight out of ten – were conscripts. Additionally:</p> <ul style="list-style-type: none"> <li>■ some 17,000 were volunteers at the end of temporary-career contracts;</li> <li>■ over 2,000 had been professional personnel; and</li> <li>■ over 1,000 were medical discharges.</li> </ul>	<p>The Bundeswehr Vocational Advancement Service, comprising some 1,000 staff, gives advice to individuals about how to realise their career ambitions and how to get a job when they leave. It helps around 144,000 personnel annually.</p> <ul style="list-style-type: none"> <li>■ Courses are offered free of charge to people doing their military service, including in data processing, assistance with job applications and qualifications, such as the European Computer Driving Licence and Welder's Passport, can be attained.</li> <li>■ The Bundeswehr Housing Welfare Offices offer free advice about the housing purchase and rental markets in local areas.</li> <li>■ The Bundeswehr Welfare Service is available to leavers indefinitely and gives advice on gaining access to state benefits.</li> </ul>	<ul style="list-style-type: none"> <li>■ Transitional grants and fees are paid to temporary career volunteers when they leave, depending on how long they have been in the Armed Forces.</li> <li>■ Lump-sum grants are payable to personnel after they have served two years and typically amount to between two and six months' worth of pay.</li> <li>■ Post-Service fees of 75 per cent of final salary are payable monthly to personnel who have served a minimum of four years. Payments continue for between seven and 36 months. The amount payable is reduced if the leaver finds employment during this period.</li> <li>■ A deeper level of career development and retraining is available to temporary career volunteers. In principal, leavers choose the further education courses they would like to follow and the Bundeswehr only takes a view on the likelihood that the selected course will result in a secure livelihood. The Ministry of Defence will provide funding for between seven months and five years, depending on the length of service over four years and whether the leaver has already achieved civilian qualifications while in the Armed Forces.</li> </ul>	<ul style="list-style-type: none"> <li>■ Personnel who are obliged to leave the Armed Forces on medical grounds receive financial benefits in the form of a pension and help to integrate back into civilian life.</li> <li>■ Personnel whose health has been damaged while not on active duty, receive retraining and help with readjustment from the Bundeswehr Vocational Advancement Service.</li> <li>■ In addition to this assistance, personnel injured on active duty but still declared fit for work will soon be entitled to salaried employment as civil servants within the Federal Ministry of Defence, under new legislation currently being passed.</li> </ul>



Country	Annual leavers	Standard assistance given to all leavers	Additional assistance to those who have completed a minimum period of service	Assistance available to special categories of leavers
Germany <i>continued</i>			<ul style="list-style-type: none"> <li>■ For temporary career volunteers who have served at least six years, additional integration assistance is available, including job placements, reimbursement of costs for travel to interviews and relocation costs.</li> <li>■ Another option for these long-service temporary career volunteers is an accelerated vocational course at one of 10 Bundeswehr General Vocational Education schools.</li> </ul>	
New Zealand	Typically, around 14 per cent of New Zealand Regular forces leave each year. In 2006, there was a slight drop in the outflow rate, and of a force of 9,000, over 1,100 left.	<ul style="list-style-type: none"> <li>■ All personnel in the New Zealand Defence Force are entitled to attend resettlement seminars at any point during their careers. Service personnel are entitled to attend up to three seminars throughout their career, and are actively encouraged to do so once they have completed 16 years of service.</li> <li>■ Seminars focus on different aspects of the transition process, including how to find a job and write a CV; how to perform in an interview; and how to improve financial planning. There are more specialised seminars on setting up a franchise or small business and enrolling in higher education.</li> <li>■ Seminars are also offered to help leavers to complete all the paperwork and administration that goes along with the process of leaving.</li> </ul>	<ul style="list-style-type: none"> <li>■ Service personnel with 16 years of more full-time service may be granted paid time off duty to study or train for a new civilian career, known as Resettlement Study Assistance. After 16 years, they are entitled to 15 working days; after 17 years this rises to 30 working days; and after 18 years it rises again to 45 working days.</li> <li>■ If the leaver has served more than 20 years, they are entitled to relocation assistance for themselves, their families and their belongings. Alternatively, they may apply for a posting to their desired retirement location after 17 years of service.</li> </ul>	<ul style="list-style-type: none"> <li>■ Service personnel who are medically discharged are entitled to the full amount of Resettlement Study Assistance, irrespective of their length of service.</li> <li>■ Service personnel who are discharged due to circumstances beyond their control, for instance who are made redundant, can claim up to NZ\$1,000 (approximately £380) to reimburse the cost of courses aimed at finding a new career, even if they are not entitled to Resettlement Study Assistance.</li> </ul>

Country	Annual leavers	Standard assistance given to all leavers	Additional assistance to those who have completed a minimum period of service	Assistance available to special categories of leavers
United States <sup>2</sup>	One estimate puts the number of personnel leaving the Armed Forces each year at approximately 200,000, or some 14 per cent of the total force of 1.4 million people.	<ul style="list-style-type: none"> <li>■ The assistance and benefits available to personnel who are leaving or have left the Services are governed by the Montgomery GI Bill, which was passed in 1984 and was itself an amendment of the Servicemen's Readjustment Act, signed into law in June 1944. In distinction to many other countries, the majority of help is available after the Service person's departure date, rather than in the build-up to it.</li> <li>■ Those who have served for less than 180 days are known as Entry Level Separations. They receive no formal assistance with their transition to civilian life.</li> </ul>	<ul style="list-style-type: none"> <li>■ At the point of leaving the Armed Forces, levels of advice and assistance vary greatly. Anyone who has served for more than 180 days in peacetime following basic training is entitled to some benefits, with entitlement increasing markedly for those who have served for a number of years. However, specific eligibility criteria for most types of assistance are extremely complex.</li> <li>■ While still serving, any trained member of the Armed Forces can attend a briefing on issues they may face in civilian life as part of the Transition Assistance Program organised by the Department of Veterans Affairs.</li> <li>■ The most notable benefit provided to many, but not all, veterans is free or subsidised healthcare and medical insurance. There is a network of special hospitals for veterans and retirees, which treat them and their dependents throughout their lives.</li> <li>■ Unlike most other citizens of the United States, veterans in some states are entitled to receive weekly unemployment benefit for up to a year after leaving the Armed Forces.</li> <li>■ Veterans who wish to resume their education are entitled to have up to \$500 (approximately £250) of fees paid annually and to receive a monthly living allowance.</li> </ul>	<ul style="list-style-type: none"> <li>■ The Department of Veterans Affairs coordinates a range of services to ex-Service personnel who were disabled as a result of their service.</li> <li>■ From the point when they are discharged, these personnel are given priority medical care in the Department's 1,300 care sites.</li> <li>■ Disability Compensation is also paid monthly, up to US\$2,471 (approximately £1,200).</li> <li>■ Additional funding is available to pay for retraining for up to 12 years after discharge.</li> </ul>

Country	Annual leavers	Standard assistance given to all leavers	Additional assistance to those who have completed a minimum period of service	Assistance available to special categories of leavers
United States <sup>2</sup> <i>continued</i>			<ul style="list-style-type: none"> <li>■ Retirees can also receive loan guarantees for up to 50 per cent of the cost of purchasing or constructing a home or business property.</li> <li>■ Additionally, the link between the Armed Forces and the Service Leaver is maintained in a number of ways. For instance, any ex-Serviceman who recruits someone to the Armed Forces is eligible for a \$2,000 (approximately £1,000) bonus payment.</li> </ul>	
<p>NOTES</p> <p>1 All currency conversions were correct at 22 June 2007.</p> <p>2 Most of the information on the assistance provided to Service leavers in the United States of America was compiled by SCS Ltd during their Sustaining the Veteran research project for the Defence Academy, which is part of the Department.</p>				

# APPENDIX THREE

## Sources of resettlement support

### Application for Resettlement Services

- MOD form 1173
- MOD form 1173A (Early Service Leavers)

### Workshops

Career Transition Workshop

- MOD form 363

Options for the Future

- MOD form 363

Business Start Up

- MOD form 363

New Horizons in Retirement

- MOD form 363

Interview Techniques

- MOD form 363

Management Consultancy

- MOD form 363

Employment Fairs

- MOD form 363

Financial Awareness of Resettlement

- MOD form 363

Housing briefing

- MOD form 363

### Vocational training

Vocational training courses

- Contract funded (£26.70 per day) and ITRC grant funded courses at Regional Training Centre in Aldershot
- External training provider courses – costs of which vary.
- MOD form 363T
- MOD form 1748 (advance of fees)
- Mod form 1749 (refund of fees)

Civilian Work Attachment

- MOD form 1746 (application)
- MOD form 1747 (record of work done)

### Working time allowance

Graduated Resettlement Time

- up to 35 working days to attend workshops, vocational training and civilian work attachments.

### Funding

Individual Resettlement and Training Costs grant

- £534 towards the cost of training courses
- MOD form 1748

Standard Learning Credits

- up to £175 per year towards the cost of a course or exam
- MOD form 1950

Enhanced Learning Credits

- up to £1,000 per year towards the cost of a course
- ELC claim form 005.01

Resettlement grant

- £9,000 if individuals have 12 years reckonable service

Travel and subsistence

- Up to 49 nights subsistence
- travel warrants or reclaim of private car allowance for seven return journeys

**Record of Resettlement Provision** on MOD form 1711

## APPENDIX FOUR

### Case Study: Resettlement of the Royal Irish Regiment (Home Service)

**1** On 1 August 2005 the Department announced that the three Royal Irish (Home Service) battalions were to be disbanded by 1 August 2007. As a result, 3,050 officers and soldiers were to be made redundant or, in the case of the 1,180 part time personnel, have their military service terminated, over the period from 31 August 2006 to 31 March 2008. The Department recognised the importance of providing a programme of resettlement support to ease the transition to civilian life of this significant section of the Northern Irish population. However, the announcement provided very little time for the Department to organise resettlement services in Northern Ireland to meet the increased demand resulting from the decision. This task was made more difficult by the fragile political situation in the Province and the need to avoid prejudicing the security normalisation process. For a variety of cultural and historical reasons, the employment situation in Northern Ireland is potentially more difficult than in the rest of the United Kingdom for ex-Servicemen, particularly those locally recruited personnel who have lived and served in the Province for their entire military career. Some employers may be reluctant to recruit ex-Servicemen who operated within Northern Ireland, and soldiers may be reluctant to disclose their Service background to prospective employers for fear of workplace intimidation, prejudice or reprisals against them or their families.

#### The Department's Approach

**2** On 9 March 2006 the Minister of State (Armed Forces) announced that Royal Irish (Home Service) personnel were to receive a settlement package valued in total at £250 million. In addition to normal pension entitlements, all full time soldiers were given a lump sum tax free compensation payment of £28,000. Part time soldiers, who are not eligible for redundancy, received compensation of £14,000. Additionally all Royal Irish (Home Service) personnel serving at 31 August 2006 were offered resettlement assistance through the Career

Transition Partnership: all full time personnel were offered the Full Resettlement Programme whilst part time personnel were offered the Employment Support Programme. The Department also developed a bespoke Aftercare Service to assist personnel once they had left.

**3** Headquarters Royal Irish appointed a dedicated Employment Transition Adviser to manage the process. They also established a Steering Board to manage each of the six elements of the programme:

- maintaining operational and administrative capability;
- transfer to other regiments;
- recognition;
- resettlement and education;
- redundancy/financial package; and
- aftercare.

**4** The redundancy programme was divided into a number of tranches (**Figure 17**). Personnel were given the opportunity to select which tranche they wished to apply for.

**17** Pattern of soldiers leaving the Royal Irish Regiment (Home Service)

Tranche	Personnel Leaving	Departure Date
1	273 full time soldiers and all part time soldiers	31 March 2007
2a	229 full time soldiers	30 April 2007
2b	229 full time soldiers	31 May 2007
2c	336 full time soldiers	30 June 2007
2d	1798 full time soldiers	31 July 2007
3a	145 full time soldiers	31 December 2007
3b	Final 40 full time soldiers	31 March 2008

Source: Ministry of Defence



**5** Figure 17 shows that the bulk of personnel, 2,865 soldiers, left over the five months from 31 March 2007 to 31 July 2007. This created a significant increase in demand for resettlement services in Northern Ireland. The Career Transition Partnership Regional Resettlement Centre at RAF Aldergrove near Belfast was operating at full capacity prior to the decision to disband the Royal Irish (Home Service) battalions and thus additional capacity was required to meet the surge in demand. The Department carried out an Investment Appraisal considering six options (Figure 18).

**6** Following the Investment Appraisal, option 5 below was selected. This resulted in extra facilities being provided at Regional Resettlement Centre Aldergrove and the provision of suites of 20 internet-connected IT work stations at each of the three Royal Irish (Home Service) bases. This permitted Service Leavers to undertake resettlement from their home base locations and also allowed courses to be tailored to the special needs of the Northern Ireland employment market.

**7** Staff at the Career Transition Partnership were involved in discussions about the requirements from an early date in the process. Facilities at Regional Resettlement Centre Aldergrove were increased and new staff recruited. Historically, Career Transition Partnership had run one Career Transition Workshop course per week at Aldergrove: from November 2005 this was increased to five Career Transition Workshop courses per week. By November 2006, 98 per cent of Royal Irish (Home Service) Leavers had attended the Career Transition Workshop.

**8** A programme of around 30 vocational and management courses, tailored to the needs of the Royal Irish (Home Service), was also provided by Career Transition Partnership and access arranged to other courses available through local training providers. A cross Government approach was pursued through the active engagement of the Department for Employment and Learning Northern Ireland and Invest Northern Ireland in the development and delivery of employment support, notably in supporting entrepreneurial Service Leavers who wished to start up small businesses.

## 18 Options considered as part of the Royal Irish Investment Appraisal

Option	Description	Analysis
1	Do Nothing	Would result in failure to complete resettlement within necessary timelines. Option therefore discounted.
2	Provide additional resettlement facilities at Regional Resettlement Centre Aldergrove alone.	Lack of sufficient space to develop sufficient facilities and problems with allowing out of hours access to facilities.
3	Provide all additional resettlement facilities and training at other Service Establishments in Northern Ireland.	High capital costs and lack of synergy with extant local Career Transition Partnership resources made this undesirable. Option not costed.
4	Provide additional resettlement facilities at a location other than Service Establishments in Northern Ireland.	Option not considered because the service could not be delivered in a safe security environment. Would also incur property lease costs. Option discounted due to cost and security.
5	Provide a mix of additional Regional Resettlement Centre facilities at Aldergrove and at the three Royal Irish (Home Service) battalion Headquarters, and bespoke selection of locally delivered resettlement training tailored to the Northern Ireland labour market, allied where possible with civilian work attachments.	Makes use of enhanced facilities at Aldergrove. Cost of installing extra Information Technology and other facilities at the three Royal Irish battalion Headquarters would be £47,000 each. Inclusion of targeted locally delivered training in the programme offered significant net cost reduction over United Kingdom mainland commercially provided training from avoidance of subsistence costs. Option would lead to reduction in travel and subsistence costs – about £5 million net cost reduction over option 6.
6	Provide all resettlement services, including resettlement training, to Royal Irish (Home Service) Service Leavers on the United Kingdom Mainland.	Would incur substantial travel and subsistence costs, estimated at over £6.5 million. United Kingdom mainland Career Transition Partnership Resettlement Centres operating at near capacity already.

Source: Ministry of Defence

**9** The Right Management Regional Employment Training Manager appointed on 3 September 2005 carried out a Training Needs Analysis project with local employers and organised a number of employment fairs. A presentation team was selected to visit employers and highlight the skills and attributes of former Royal Irish (Home Service) soldiers.

**10** At second line level, the Army have an Individual Education and Resettlement Officer based in Northern Ireland and a Service Leavers Support Team. At first line level, each Royal Irish (Home Service) battalion appointed a dedicated Regimental Career Management Officer whose time, unlike first line staff in the majority of Army units, was wholly committed to resettlement activities. This enabled the Regimental Career Management Officers to be aware of what resettlement training was being undertaken by personnel in their units.

**11** The Department developed an Aftercare Service designed to provide welfare, vocational and medical support after personnel had left. The vocational element is scheduled to run for five years and will be formally reviewed after four years in 2011.

**12** In developing the resettlement programme, the Department consulted widely with various organisations in Northern Ireland, including the Department for Employment and Learning, Invest Northern Ireland, the Equality Commission for Northern Ireland, Employers Organisations, various employers and recruitment agencies. Some Royal Irish (Home Service) staff were based within recruitment agencies to assist their Service Leavers in finding employment.

**13** The Army provided a general education programme covering numeracy, literacy and IT skills for Service personnel. These courses have proved very popular and have provided qualifications to assist Service Leavers in civilian life. It also offered a bespoke basic personal financial management skills course that was less well patronised.

**14** We sought the views of a focus group of Royal Irish (Home Service) Leavers. Overall the Service Leavers were very happy with the redundancy package provided and with the level of support available through Career Transition Partnership. They appreciated the fact that resettlement training was provided in Northern Ireland and felt that having a dedicated Resettlement Officer at unit level was very beneficial. These findings echo the Northern Ireland Attitude Survey of Service personnel conducted in March 2007 which recorded exceptionally high levels of satisfaction with resettlement support. The main complaints of the focus group about the system were similar to those of the focus groups we conducted in England; namely

- that the Individual Training and Resettlement Costs grant was too low;
- that Service Leavers found it difficult to pay course fees up front before being reimbursed;
- problems caused by the bureaucracy and number of forms involved in applying for resettlement courses; and
- the lack of advice in the financial briefings about how to invest the lump sums received as part of the redundancy package.

**15** On the latter point, it is important to recognise that legally the Department is unable to give detailed financial advice although generic financial advice was provided in the Financial Aspects of Resettlement briefings. Indeed, the Department also offered additional financial briefings and opportunities to have a free individual consultation with an independent adviser which few Royal Irish (Home Service) Leavers chose to take up.

## APPENDIX FIVE

### Resettlement Provision for Foreign and Commonwealth Service Leavers

**1** The only specific resettlement provision for non United Kingdom nationals is that provided for Gurkha Service Leavers, who receive a special reorientation programme, including Gurkha-unique Career Transition Workshops and a pre-discharge course held at Headquarters British Gurkhas in Nepal to facilitate their return to civilian life in Nepal. Until April 2007, under international agreement all Gurkhas were required to return to Nepal upon discharge. In recognition of the desire of the overwhelming majority of Gurkha Service leavers to return to the United Kingdom to work after discharge, the Career Transition Partnership provided a locally based career consultant and internet-linked IT suites in two locations in Nepal to facilitate job searching and continuity in career transition before ex-Gurkhas were granted permission to return to the United Kingdom. Following changes in the Gurkha Terms and Conditions of Service in March 2007 and subsequent amendment of Immigration Rules giving discharging Gurkha soldiers immediate right to enter and remain in the United Kingdom, increasing number of Gurkha Service Leavers are now discharging directly in the United Kingdom. The Directorate of Resettlement and Headquarters Brigade of Gurkhas are currently developing a revised programme to reflect changing Gurkha resettlement patterns.

**2** Many Gurkha Service Leavers are electing to attend mainstream Career Transition Workshops and have been increasingly successful in subsequently securing employment in a widening range of trades and professions. The Department anticipates that this trend of fuller integration into mainstream Career Transition Partnership provision will continue, not least because of the improving fluency in English of succeeding generations of Gurkha Service Leavers.

**3** The numbers of other Foreign and Commonwealth Service Leavers is currently small but will grow as the 6,000 personnel who are not United Kingdom nationals eventually reach their discharge dates. Because they serve under the same Terms and Conditions of Service as British soldiers, they currently receive the same resettlement provision. Whilst the Career Transition Partnership's job matching data base is mainly orientated to the United Kingdom employment market, it does include a global dimension. In recognition that some Foreign and Commonwealth Service Leavers will face particular challenges, such as no automatic qualification for British residency or citizenship, the Department has set work in hand to identify specific requirements and provide appropriate supplementary provision, such as an Immigration and Nationality Information Package.

# APPENDIX SIX

## Survey results

**1** This Appendix sets out the key findings of our survey of Service Leavers. Many of the findings from the survey are already included in the main body of the report. This appendix provides detailed survey results with supplementary graphics.

**2** In designing our survey, we recognised that, by the nature of a postal survey, the response rate was dependent on the contact details held by the Department having been kept up to date by Service Leavers. In recognition of this problem and in order to maximise response rates we opted for a census of all personnel leaving the Services during the two years prior to October 2006. We received details of a total 46,871 Service Leavers from the Department. We received advice from the Department to exclude former military personnel residing in Northern Ireland for reasons of personal security. After excluding those whose addresses were unknown (8,219) and those Service Leavers whose addresses were in Northern Ireland (499), IFF Research, on our behalf, sent the surveys to 38,153 Service Leavers. The response rates to our surveys are given in **Figure 19**, and **Figure 20 overleaf**.

**3** We recognise that the response rates from the differing cohorts of the survey population vary and do not necessarily accurately reflect the full cohort of Leavers. We recognise also that there may be a degree of response bias as those favourably disposed towards the resettlement services or doing well after discharge may be more likely to respond to the survey, as indeed those who are not doing well after discharge who may wish to respond critically. We did not weight the data to remove known biases such as gender, rank, Service and ethnicity as we could not weight the data to allow for equally strong but unknown biases such as homelessness, literacy levels and educational achievements. We have, therefore, not attempted to extrapolate the results of the survey across the population. We have used the results to illustrate differences within individual cohorts if they are statistically relevant and have not said that the responses are representative of the whole population except where there are no differences across the cohort considered.

### 19 Overall survey response rates

	Total surveys sent	Responses received	Response rate
Royal Navy			
Officers	982	286	29%
Ratings	5,666	681	12%
Total	6,648	971	15%
Army			
Officers	1,988	546	27%
Soldiers	23,470	2,298	10%
Total	25,458	2,877	11%
Royal Air Force			
Officers	1,203	315	26%
Airmen	4,844	827	17%
Total	6,047	1,149	19%
<b>Total</b>	<b>38,153</b>	<b>4,997</b>	<b>13%</b>

Source: National Audit Office survey

#### NOTE

The total of the replies received for the rank sub groups is less than the total of the replies from all respondents in each Service, as some respondents did not state which rank they belong to.

## 20 Survey response rates by type of Service Leaver

Service Leavers	Royal Navy	Army	Royal Air Force	All
Total replies received	971	2877	1149	4997
<b>Rank</b>				
Officer	30%	19%	28%	23%
NCO/Warrant Officer/Senior Rate	41%	48%	54%	48%
Other rank/Junior Rate	29%	32%	18%	29%
<b>Length of service</b>				
4 years and under	13%	24%	9%	19%
5–9 years	17%	17%	9%	15%
10–19 years	10%	10%	11%	10%
20–29 years	34%	40%	42%	39%
30 years or more	25%	9%	28%	17%
<b>Gender</b>				
Male	89%	91%	91%	90%
Female	11%	9%	9%	10%
<b>Age</b>				
25 or under	11%	25%	6%	18%
26–35	23%	20%	14%	19%
36–45	32%	41%	39%	39%
46 and over	34%	14%	41%	24%
<b>Reason for leaving</b>				
End of engagement	46%	50%	42%	47%
Premature voluntary release	31%	21%	35%	26%
Voluntary redundancy	2%	3%	13%	5%
Compulsory redundancy	0%	1%	0%	0%
Medical discharge	8%	8%	4%	7%
Compassionate	1%	1%	0%	1%
Pregnancy	1%	1%	1%	1%
Compulsory/administrative discharge	1%	4%	0%	2%
Other	10%	11%	4%	9%

Source: National Audit Office survey

### NOTE

Percentages may not add up to 100 per cent due to rounding, and a small number who did not give an answer.

## Employment support and experiences of finding civilian employment

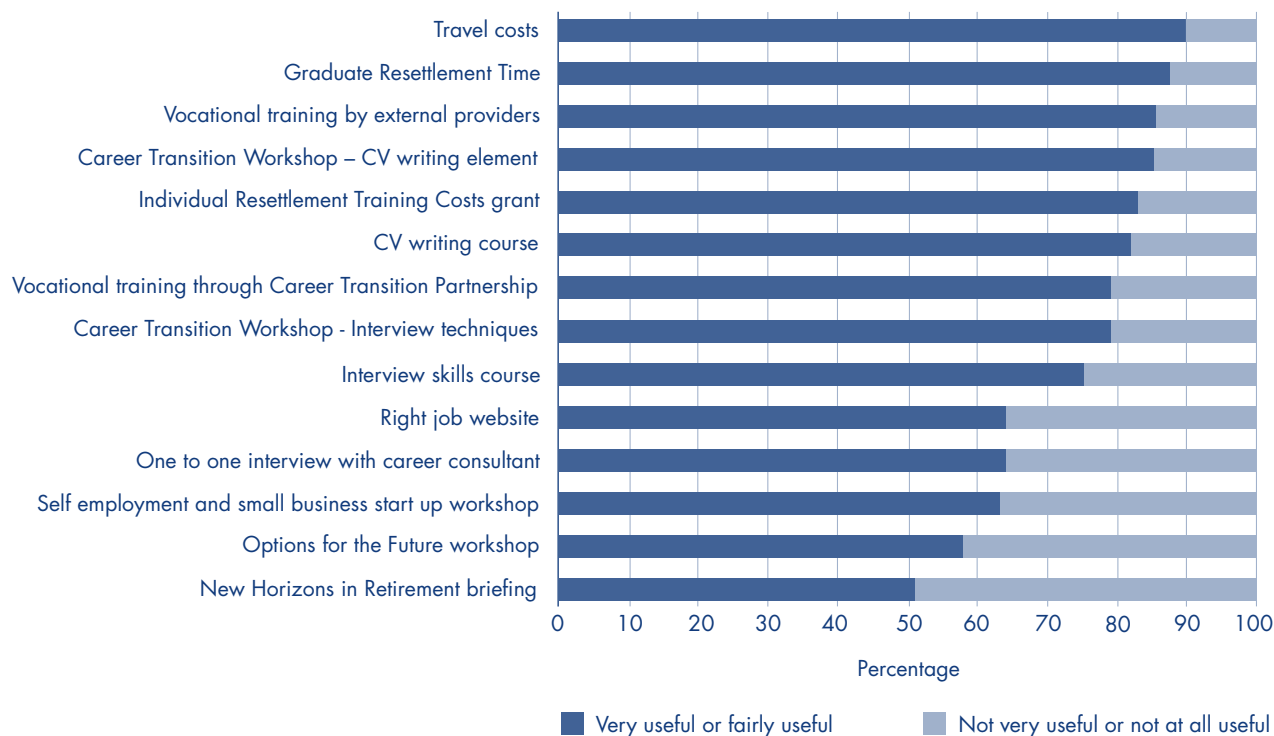
**4** We asked Service Leavers to rate the usefulness of a number of elements of the employment support offered through the Career Transition Partnership and of the other facilities offered in the full resettlement package. Survey respondents were broadly satisfied with the services provided by the Career Transition Partnership and with the other facilities offered by the Department (**Figure 21**).

**5** Service Leavers are entitled to Graduated Resettlement Time, a provision of up to 35 days, dependent on length of career, to attend workshops and training courses, and conduct individual resettlement preparation. The average number of days Graduated Resettlement Time to which Service Leavers were entitled was 19.4 days, and on average Service Leavers utilised 16.9 days or 91 per cent.

**6** Service Leavers eligible to use the Career Transition Partnership do not always do so. In total, 316 eligible survey respondents stated that they did not attend the Career Transition Partnership. Survey respondents cited many reasons including choice, lack of awareness, and work pressures (**Figure 22**).

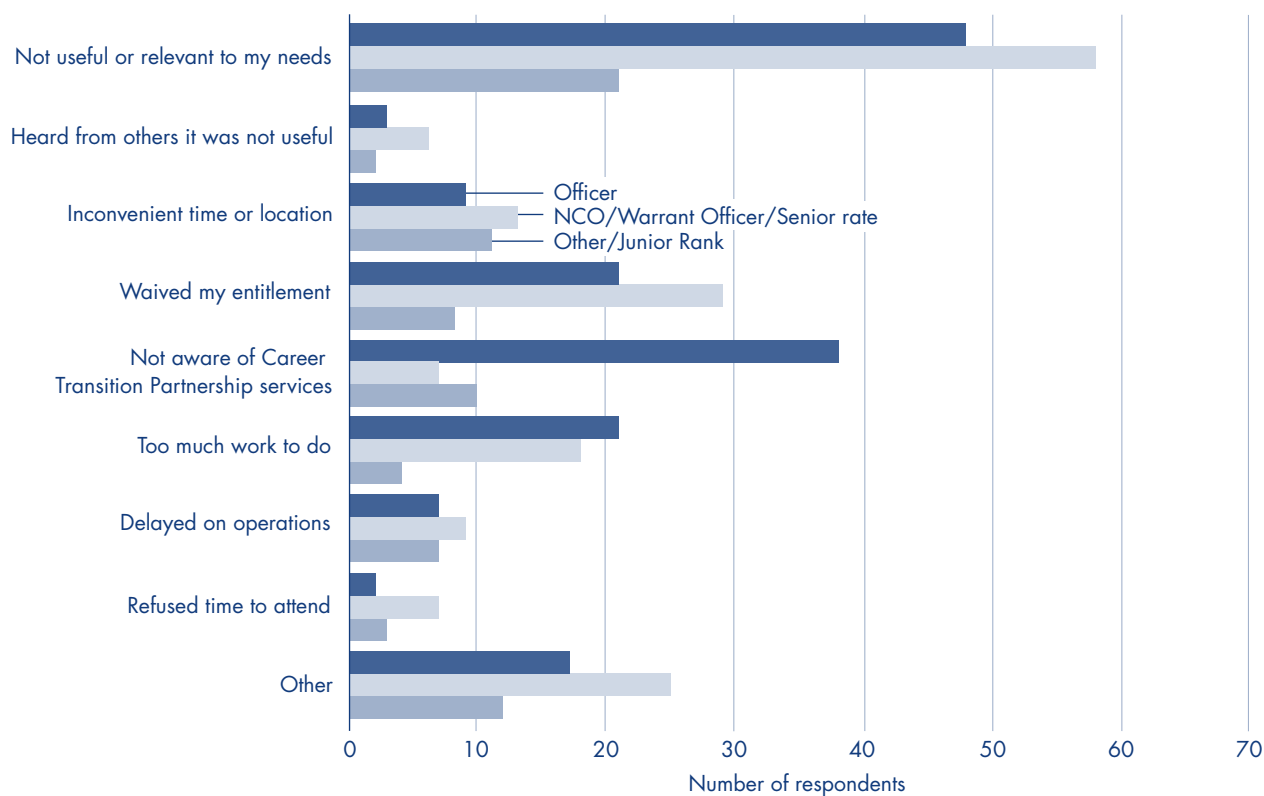
**7** The majority of Service Leavers found their first job on leaving the Services through traditional methods including newspapers, internet, and magazines (**Figure 23 on page 52**). A significant number stated they got their first job through a friend or colleague. Over 50 per cent had a job to go to on discharge (**Figure 24 on page 52**).

## 21 Satisfaction rates of those who attended Career Transition Partnership



Source: National Audit Office survey

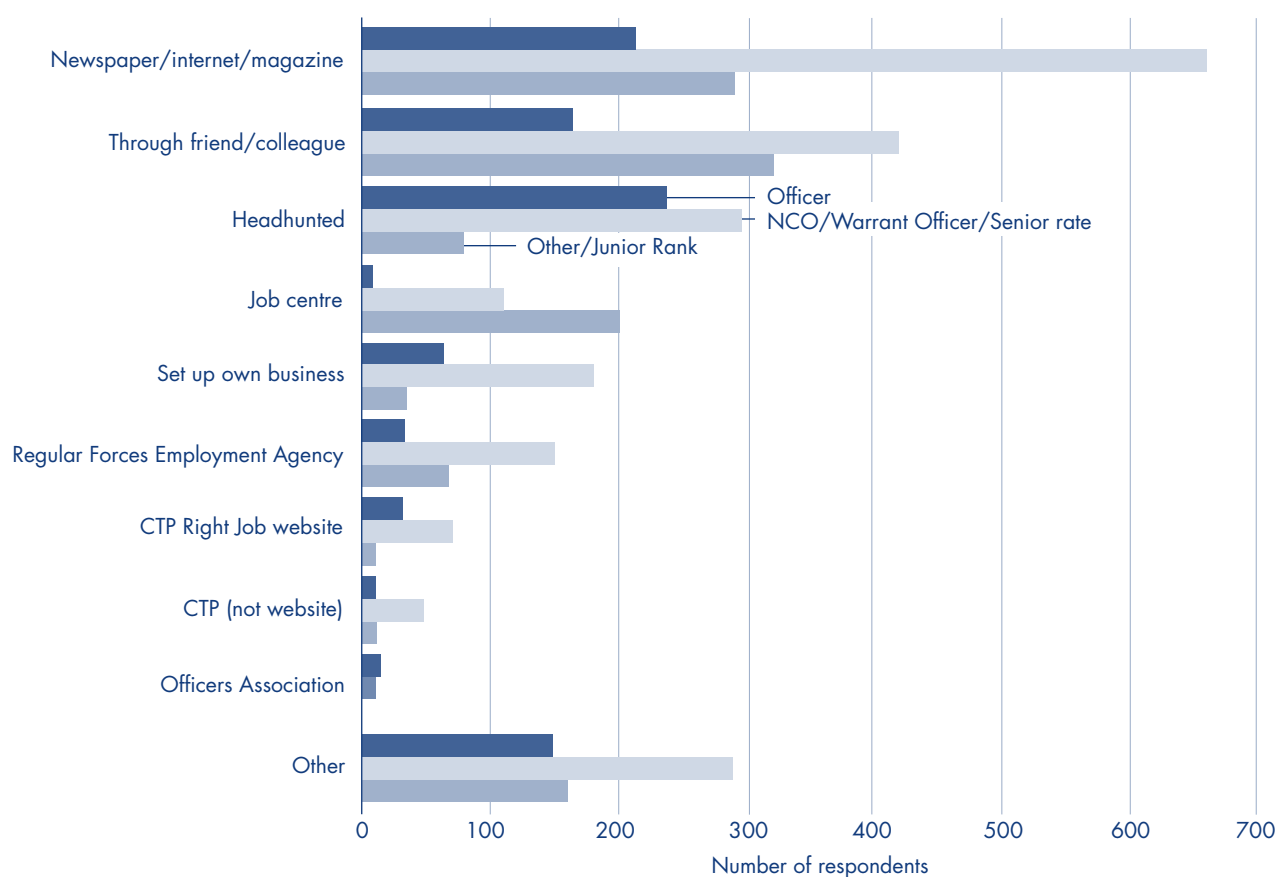
## 22 Reasons for not attending Career Transition Partnership



Source: National Audit Office survey

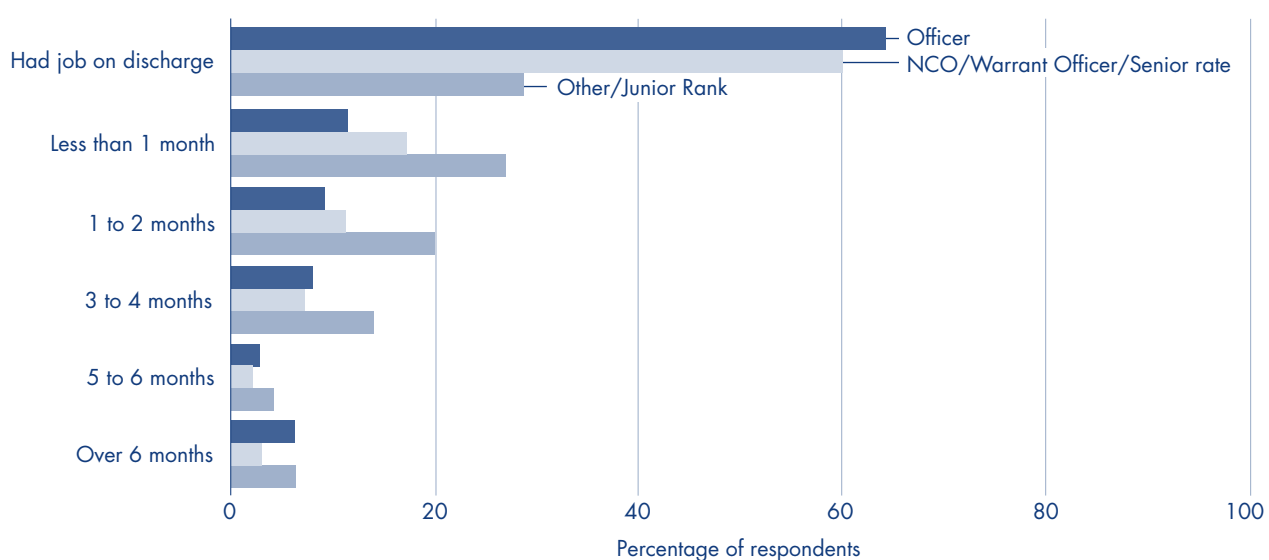


## 23 Methods of finding employment



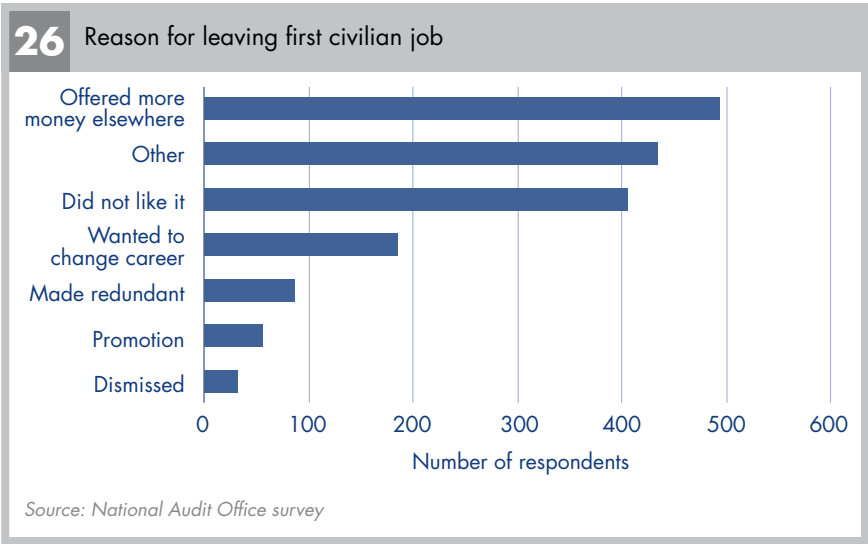
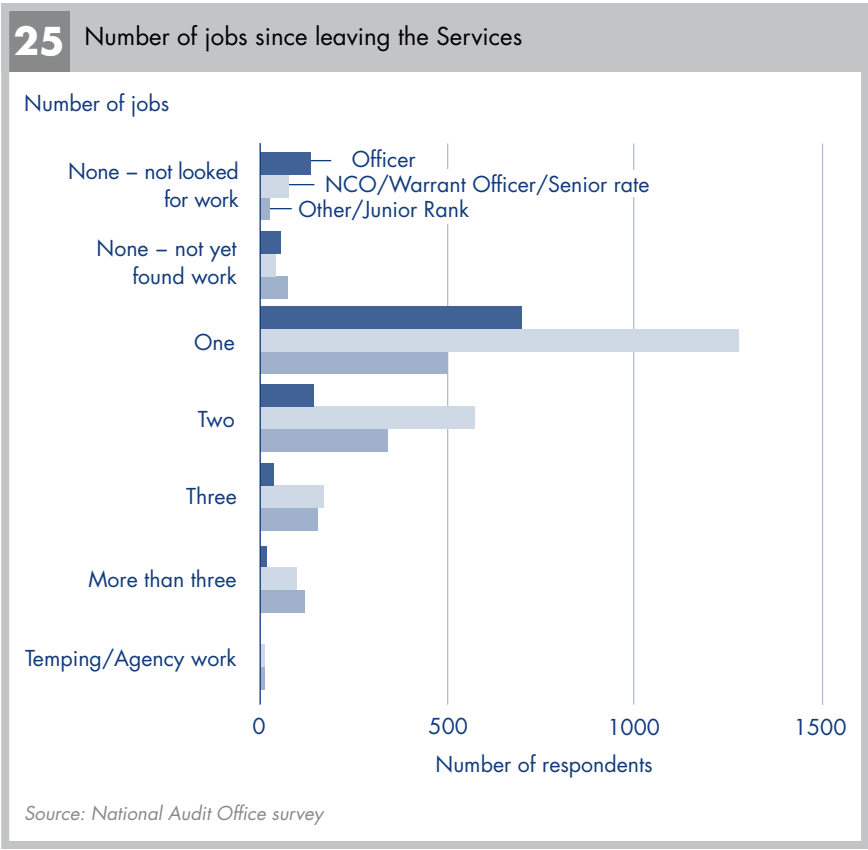
Source: National Audit Office survey

## 24 Length of time to find employment



Source: National Audit Office survey

**8** A third of Service Leavers had had two or more jobs since leaving the Services (**Figure 25**). The majority of them had made a choice to change jobs for reasons such as to gain additional responsibility or an increase in pay (**Figure 26**). Only seven per cent had been made redundant or dismissed.

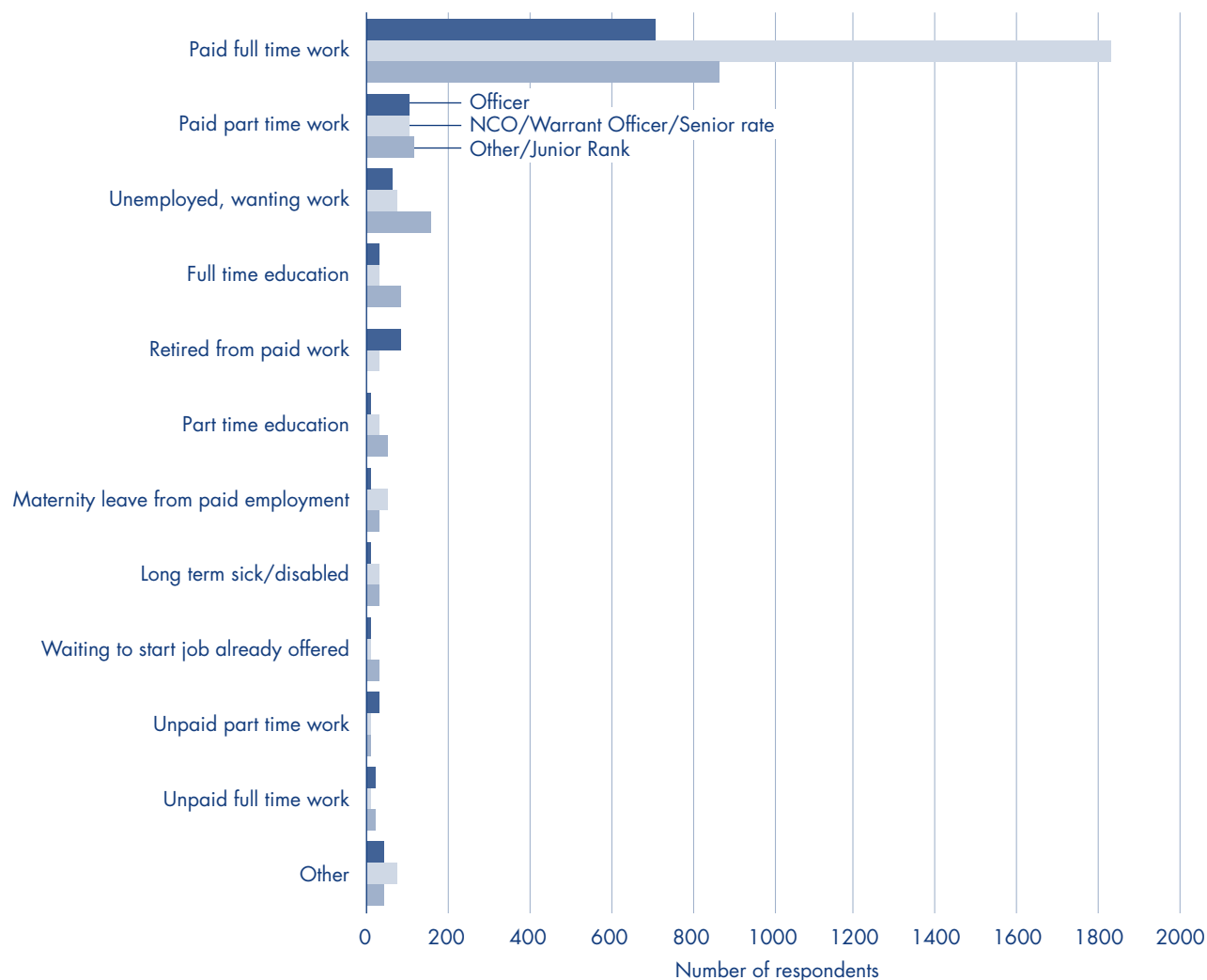


**9** We asked survey respondents to indicate their current employment status (**Figure 27**). Of those responding, the majority were in paid full time work, with only six per cent unemployed and seeking work.

**10** The majority of Early Service Leavers (62 per cent) were in full time paid work but a higher proportion (16 per cent) than those Service Leavers who had had access to Career Transition Partnership programmes were unemployed and seeking work (**Figures 28, 29 and 30 on pages 55-56**).

## 27 Current employment status of all survey respondents

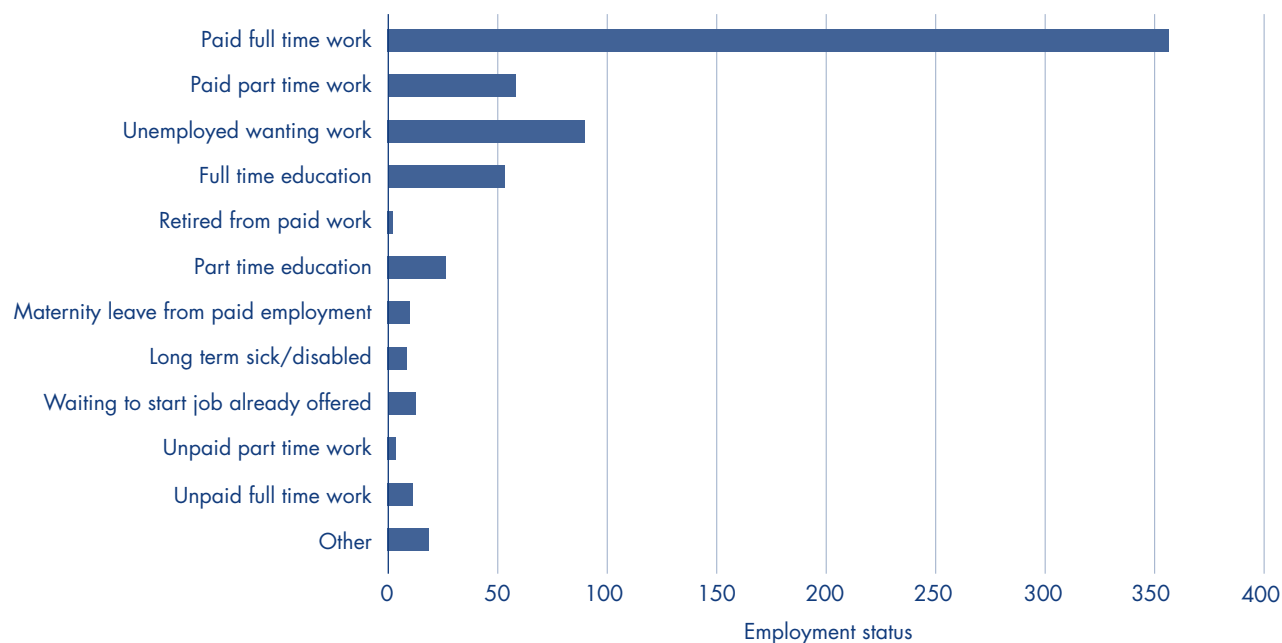
### Employment status



Source: National Audit Office survey

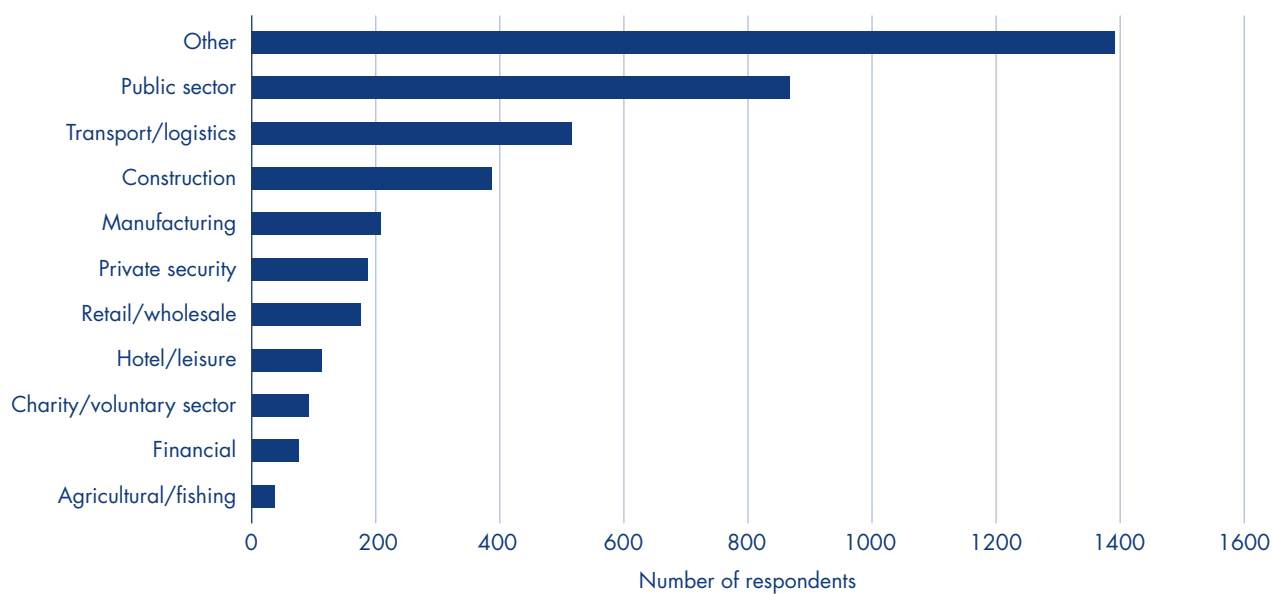
## 28 Current employment status of Early Service Leavers

Number of Early Service Leavers



Source: National Audit Office survey

## 29 Current area of employment for all Service Leavers

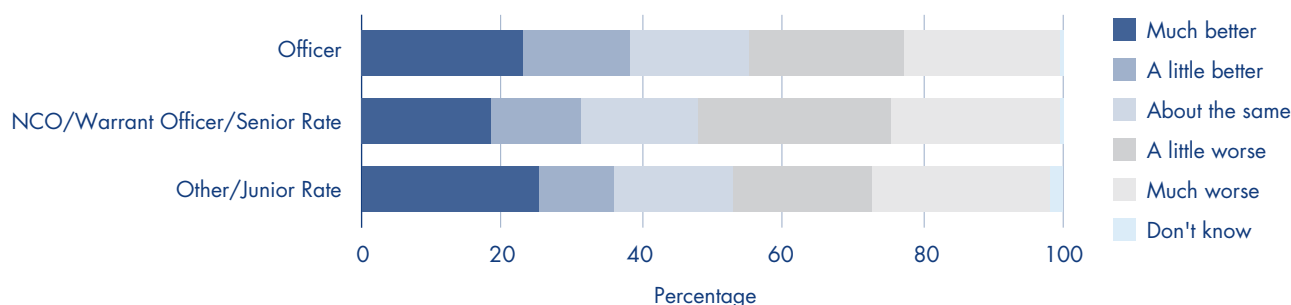


Source: National Audit Office survey

### 30 Current area of employment for all Service Leavers

How does your current income package compare with what you were receiving before you left the Services?

Rank



Source: National Audit Office survey

## Housing

**11** We asked Service Leavers whether they owned a property prior to leaving the Services in order to understand the number of Service Leavers who might require additional assistance from the Department (**Figure 31**).

**12** We asked Service Leavers about their current living arrangements (**Figure 32**). The majority of officers and Senior Ratings were living in their own home, whereas the majority of junior/other ranks were living with relatives (**Figure 33**).

### 31 Home owner in the Services

Did you own a house prior to leaving the Services either outright or on a mortgage?

Rank	Officer	NCO/WO/ Senior Rate	Other/Junior Rank
Yes	1,017 (89%)	1,969 (83%)	346 (25%)
No	121 (11%)	406 (17%)	1,040 (75%)
<b>Total</b>	<b>1,138</b>	<b>2,375</b>	<b>1,386</b>

Source: National Audit Office survey

### 32 Current Living arrangements of Service Leavers

Accommodation type	Marital status						Total
	Married/living with partner	In a relationship (not living together)	Single	Separated	Divorced	Widowed	
Own home	3,031	73	207	45	102	16	3474
Private rented accommodation	232	44	101	15	18	0	410
Local authority/council housing	80	20	33	5	6	0	144
Other social housing	13	2	4	0	3	0	22
Hostel	0	1	2	1	0	0	4
B&B	1	1	3	0	0	0	5
Student accommodation	3	3	16	0	0	0	22
Living with relatives	42	187	315	13	9	0	566
Staying with friends	14	14	18	2	2	0	50
Sleeping rough	2	0	8	0	1	0	11
Other	103	12	19	1	2	0	137
<b>Total</b>	<b>3,521</b>	<b>357</b>	<b>726</b>	<b>82</b>	<b>143</b>	<b>16</b>	<b>4845</b>

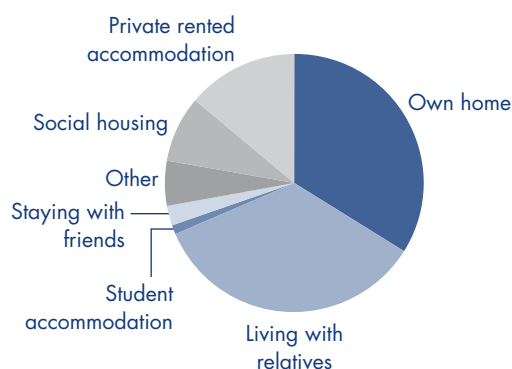
Source: National Audit Office survey

#### NOTE

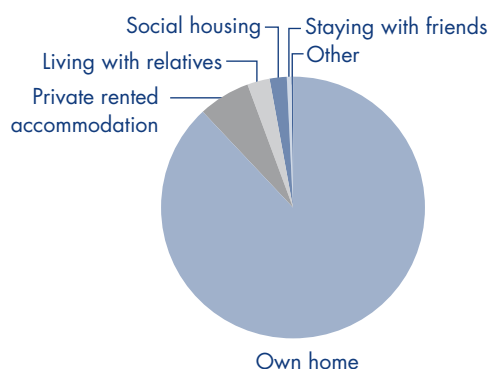
A small number of survey respondents did not give an answer.

### 33 Current Living Arrangements

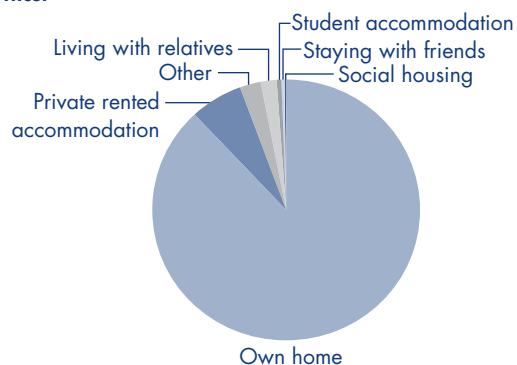
#### Other ranks/Junior rate



#### NCO/Warrant Officer/Senior rate



#### Officer



Source: National Audit Office survey

**13** Five per cent of survey respondents stated that they had occupied Service accommodation after their final day of service (**Figure 34 overleaf**).

### Finances

**14** We asked Service Leavers whether they had experienced problems with debt prior to, and since leaving the Services. Eleven per cent of respondents considered they had a problem with debt prior to leaving the Services, and 13 per cent of respondents stated they had experienced problems with debt since leaving the Services (**Figure 35 overleaf**).

**15** We asked Service Leavers whether they had experienced problems in obtaining a range of financial services (**Figure 36 on page 59**).

### Registering with civilian medical practitioners

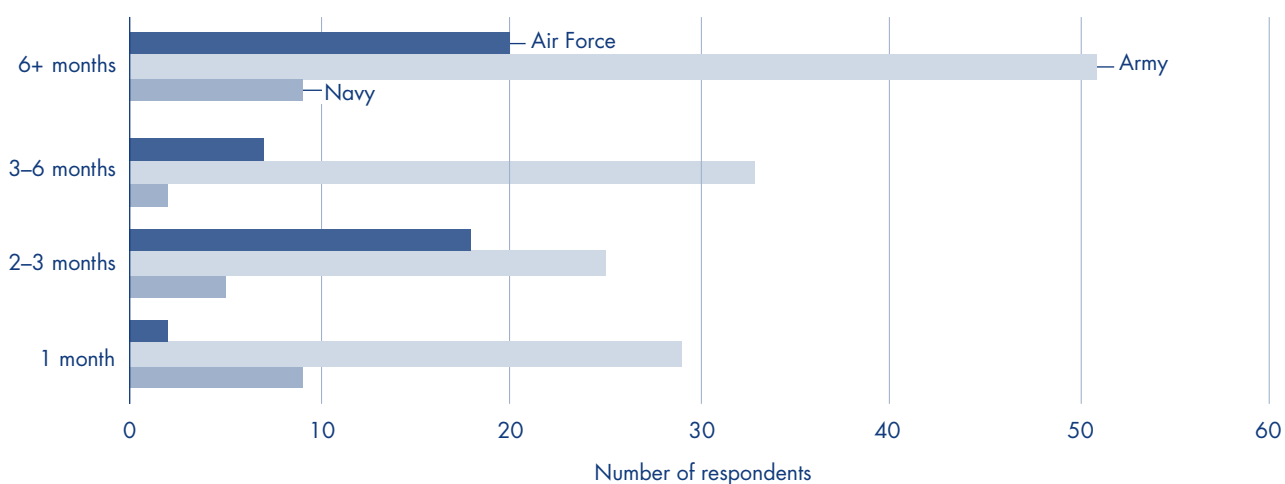
**16** We asked Service Leavers whether they had registered with civilian medical practitioners since leaving the Services (**Figure 37 on page 59**).

### Overall impressions

**17** We asked Service Leavers how they rated the overall resettlement support they had received from the Department both at the time of discharge and at the time of the survey (**Figure 38 on page 59**). **Figures 39 and 40 on page 60** show the views of Service Leavers other than Early Service Leavers. Early Service Leavers were more dissatisfied than other Service Leavers about their support- (**Figure 41 on page 60**).

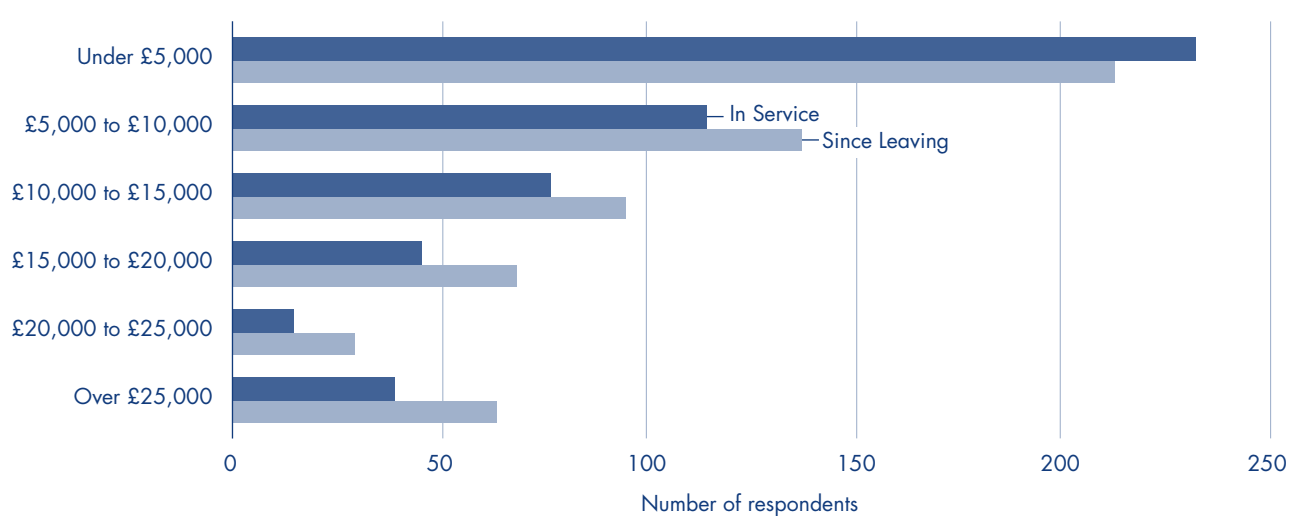


### 34 Length of time occupying Service accommodation as irregular occupants



Source: National Audit Office survey

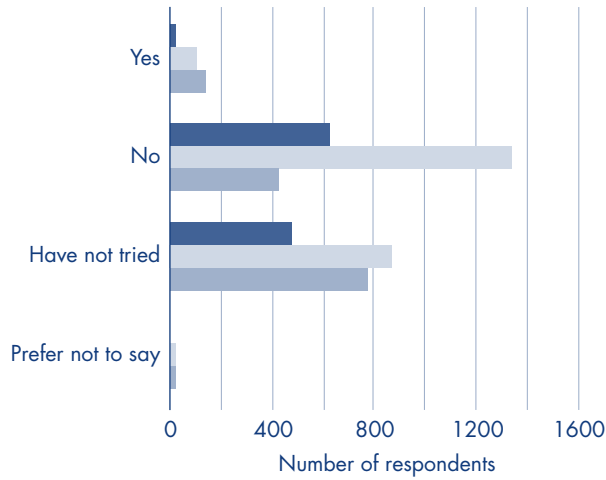
### 35 Level of debt



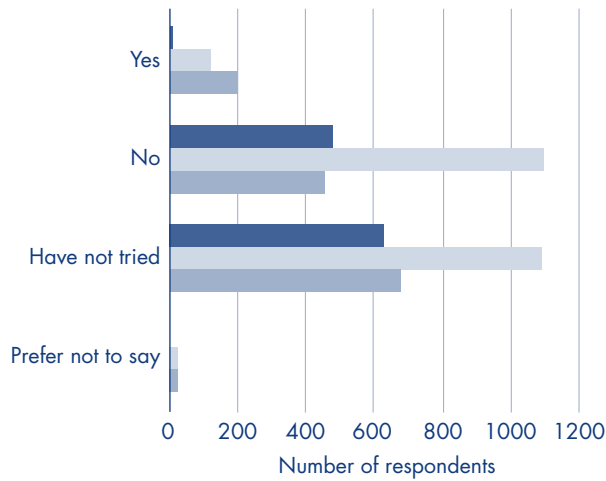
Source: National Audit Office survey

36 Have you experienced difficulties in

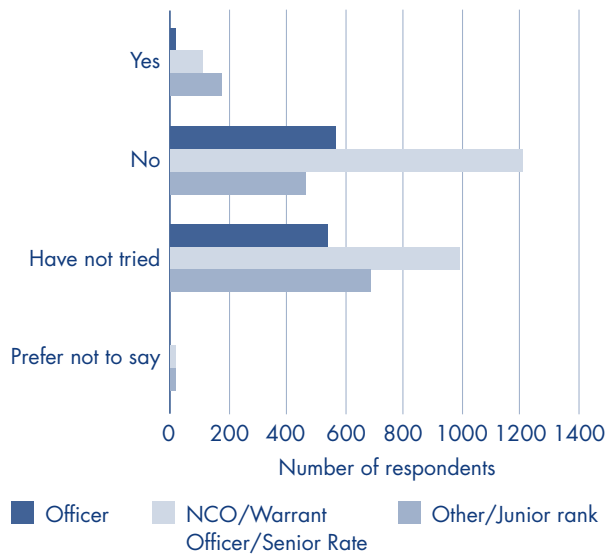
a) obtaining a mortgage



b) obtaining a bank loan



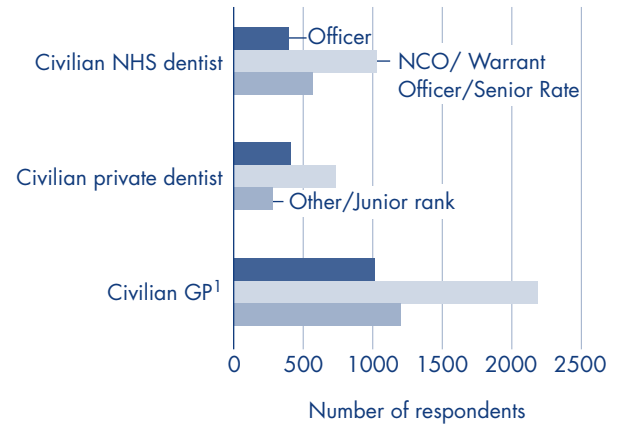
c) obtaining a credit card



Source: National Audit Office survey

37 Numbers registered with civilian medical practitioners

Number of respondents

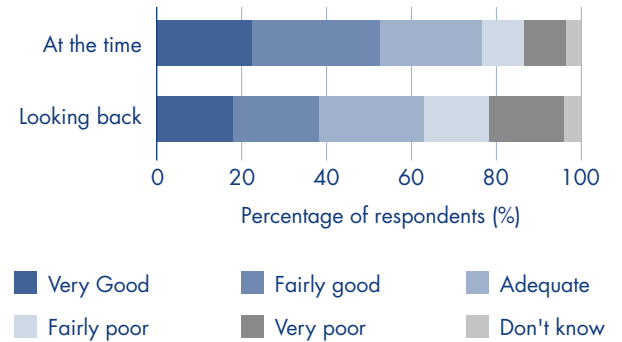


Source: National Audit Office survey

NOTE

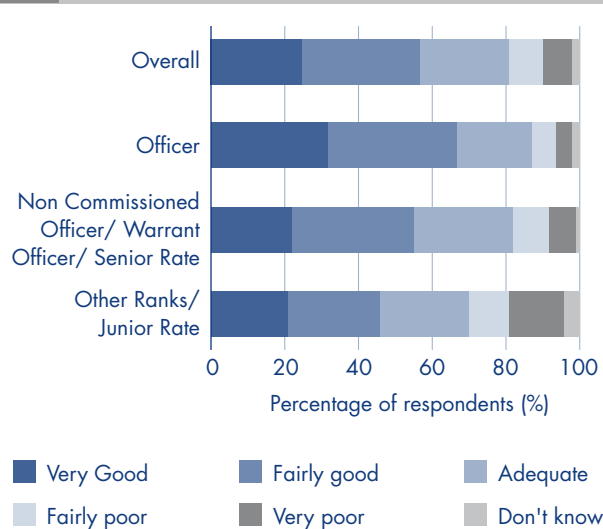
1 Only 12 per cent of survey respondents were not currently registered with a civilian GP.

38 How do you rate the resettlement support you received?

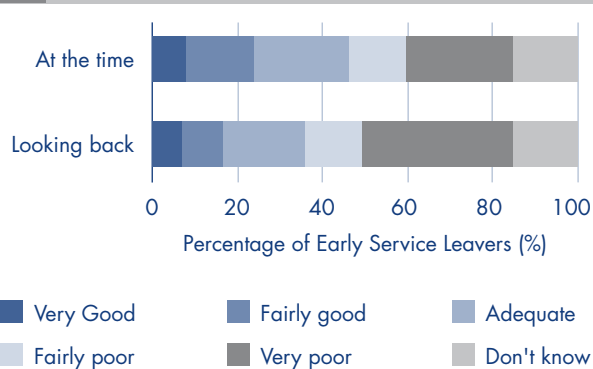


Source: National Audit Office survey

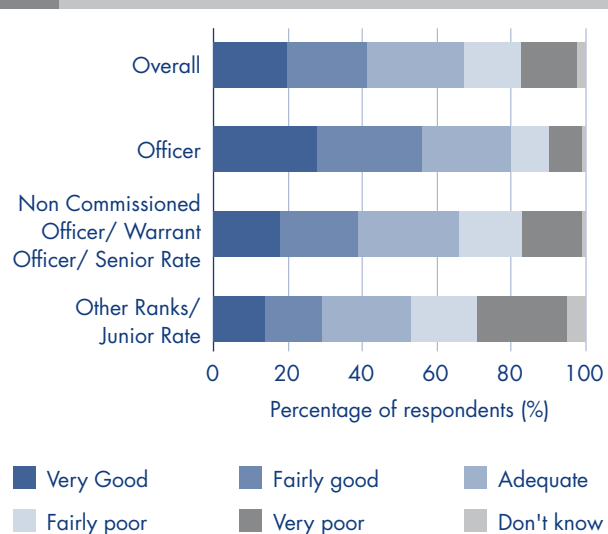
### 39 How do you rate the resettlement support you received at the time by rank?



### 41 How do you rate the resettlement support you received?



### 40 How do you rate the resettlement support you received looking back by rank?



## APPENDIX SEVEN

### Career Transition Partnership results

**Figure 42** shows the methods of discharge for personnel leaving the Services in 2005-06. Completion of engagement and Premature Voluntary Release (Voluntary Outflow) are by far the greatest reasons for leaving.

**Figure 43** show the take up of the Career Transition Partnership Full Resettlement Programme by those entitled to access the programme. There has been an increase of over 30 per cent since 1999. This is primarily because of increasing recognition of the value of the programme although, in recent years, there has also been a small increase in the numbers entitled to access.

**Figure 44** shows that take up of the Career Transition Partnership services has increased and now nearly all those entitled to access the programme do so.

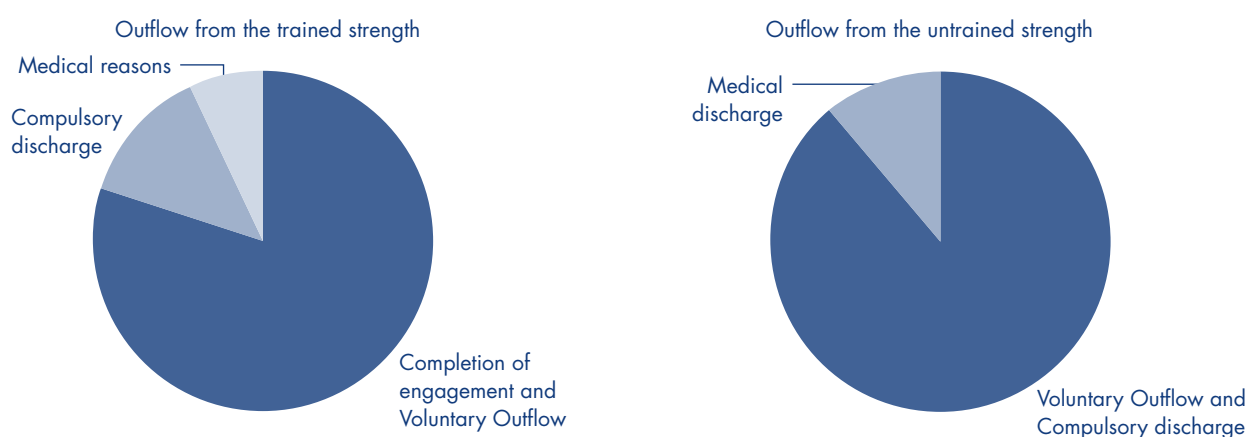
**Figure 45 on page 63** demonstrates that success rates of those who have used the Career Transition Partnership services in finding employment have remained consistently high since 1998. They have always remained above the threshold levels set for bonus payments in the

contract (85 per cent in the original contract raised to 88 per cent in the current contract which commenced in October 2005). The slight reduction in the rate after 2003 could be explained by a tightening in the labour market and an increase of Service Leavers seeking employment using the Career Transition Partnership.

The success of the Career Transition Partnership can be seen in **Figure 46 on page 63** which demonstrates the time taken to secure employment after discharge. At least 50 per cent of all ranks successfully find employment on or before discharge. Only 10 per cent of all respondents took more than four months to find a job.

**Figure 47 on page 64** summarises the results of a satisfaction survey conducted by Right Management. Overall satisfaction with the various elements of the Career Transition Partnership service has been good. However, Right Management just failed to meet a set target for satisfaction of 75 per cent for three of the criteria which would have triggered a bonus payment.

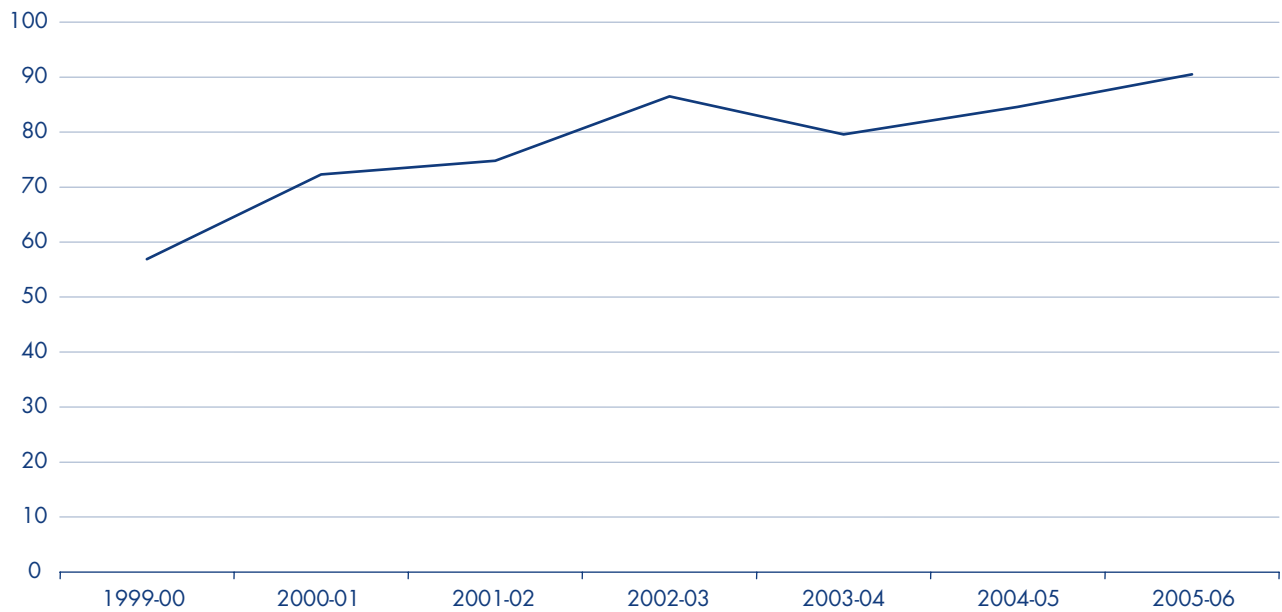
#### 42 Outflow from the trained and untrained strength of the Armed Forces 2005-06



Source: Ministry of Defence

**43** Take up rates for the Career Transition Partnership Programmes as a percentage of those entitled

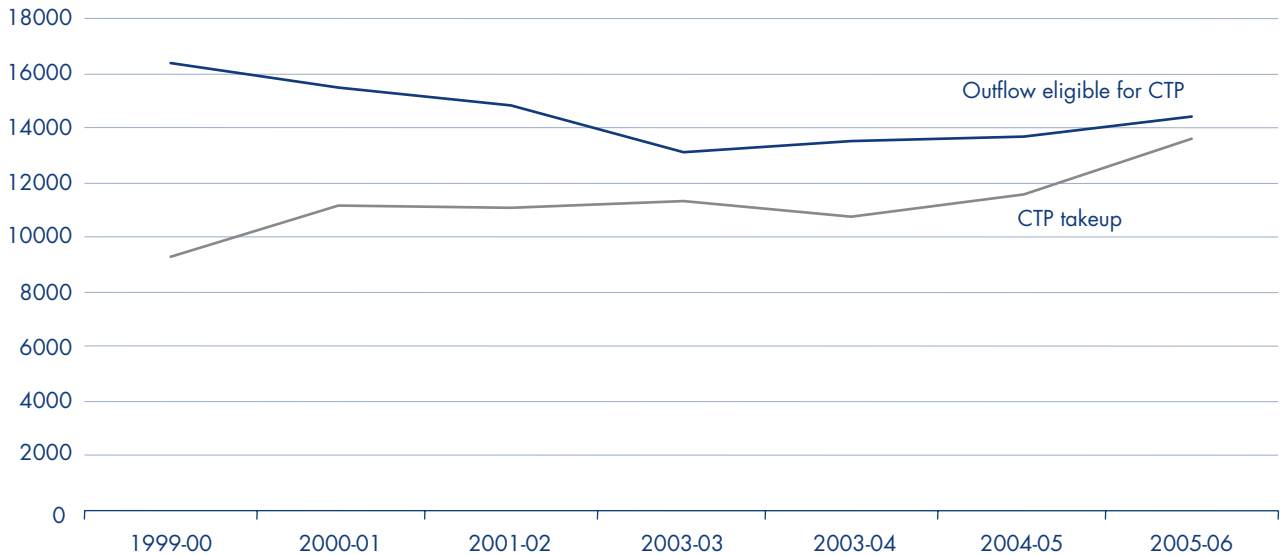
Percentage take up rate



Source: Ministry of Defence

**44** Outflow and take up rates of Career Transition Partnership support

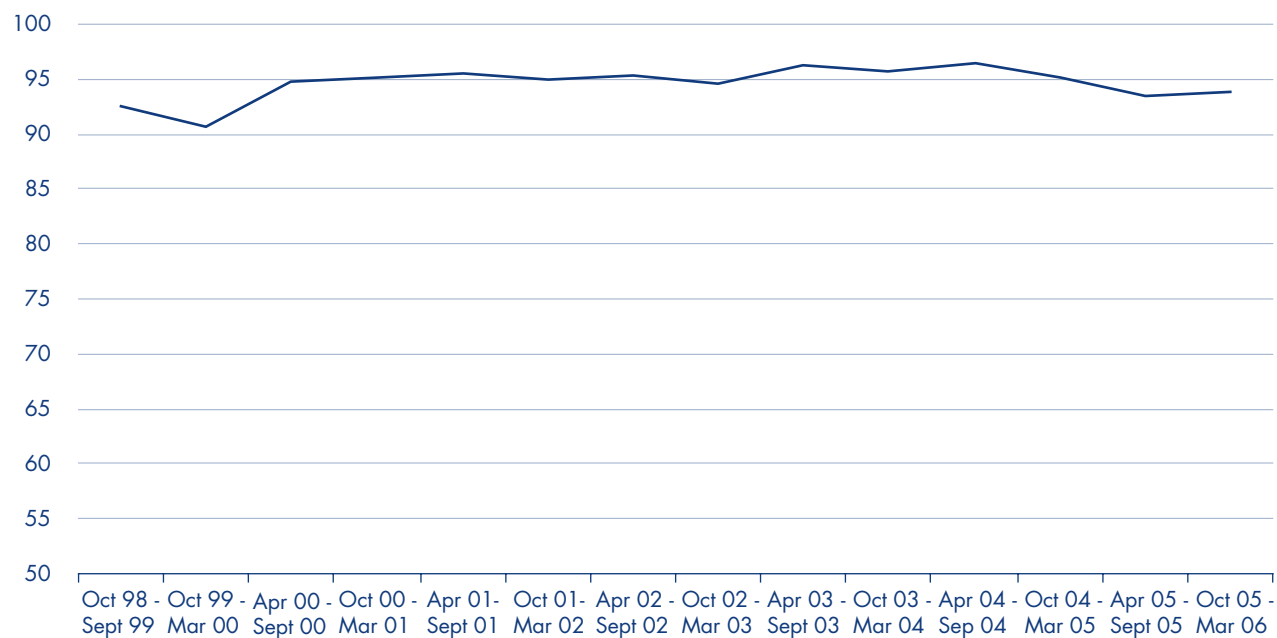
Number eligible for Career Transition Partnership support



Source: Ministry of Defence

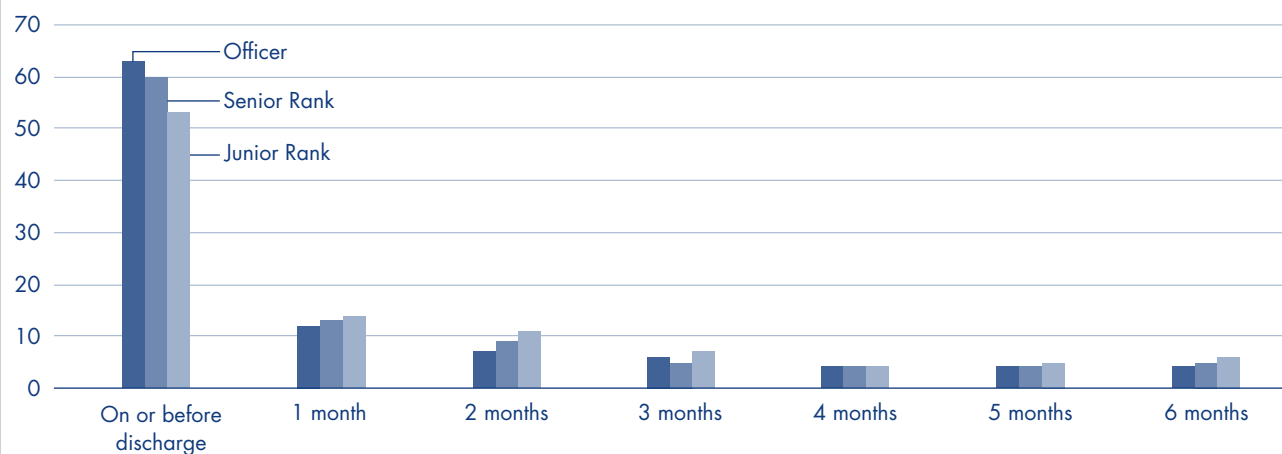
## 45 Success rates of employment achieved within six months of discharge for those who used Career Transition Partnership

Percentage take up rate



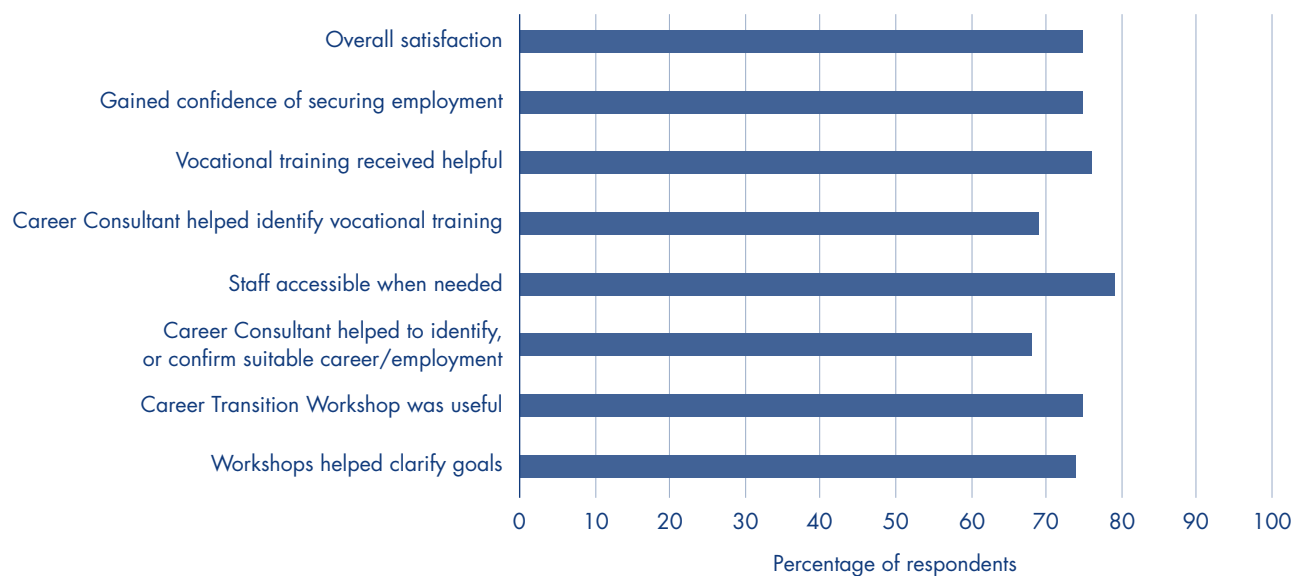
Source: Ministry of Defence

## 46 Time taken to secure employment by users of Career Transition Partnership



Source: Ministry of Defence



**47** Satisfaction with Career Transition Partnership 2005-06

Source: Ministry of Defence

## APPENDIX EIGHT

### Career Transition Partnership training courses

#### Provision of Third Line Resettlement Training

- 1** Third line resettlement services are provided centrally through the Career Transition Partnership. Support is provided at one of two levels:
  - a** The Employment Support Programme, which comprises an interview with a career consultant or one day workshop, and thereafter a job finding service with access to an employment consultant; or
  - b** The Full Resettlement Programme which enhances the Employment Support Programme through providing access to resettlement training, coaching in job interview technique and CV writing, and dedicated career consultancy support.

#### Equality of Service Delivery Philosophy

- 2** The philosophy underlying the provision of resettlement training courses by the Career Transition Partnership is one of absolutely identical delivery of resettlement services to all Service Leavers regardless of rank or Service. The only exception to this principle is in respect of the running of Career Transition Workshops with a slightly different emphasis on content for different types of Service Leaver, developed on the basis of feedback received from attendees. There are four main types of Career Transition Workshop: Senior Officers, Officers, Senior Non-Commissioned Ranks and Junior Ranks. The rationale for this division is that different rank bands normally have different aspirations and hence different career advice requirements. Although they will all lose their ranks and become Mr, Mrs or Ms, experience has shown that Service Leavers generally feel more comfortable within their own groups as they attend Workshops. However, it should be noted that Service Leavers also have the option to attend a mixed rank Career Transition Workshop if they wish. The Department will continue to evolve the mix of rank-stratified and mixed rank Workshops and of other Right Management's resettlement support services, on the basis of Service Leaver demands.

#### Career Transition Partnership Management and Vocational Training Courses

- 3** The Career Transition Partnership offers a range of vocational and management training courses for Service Leavers. A value-added aspect of these courses is that the training is tailored to meet the needs and abilities of Service Leavers, in many cases enabling the compression of duration of training to a much shorter timescale than other providers of training and education to reach a comparable standard of proficiency and testing to national award level. There is no compulsion on Service Leavers to take up these courses, which stand or fall on the basis of their quality and competitiveness in the wider training provision market. The vocational training courses may either be run internally by the Career Transition Partnership or externally by specialist training providers. Some in-house training courses are provided under the Career Transition Partnership contract with the Department. These are centrally funded, although an individual Service Leaver's Individual Training Costs Grant is reduced by five per cent for every day attended of an in-house course. Other in-house training courses run by the Career Transition Partnership are not funded by the contract for a variety of reasons, which include: duration greater than four weeks; constraints within the central budget allocated for the contract; and if volatility in take up does not make this an acceptable risk for the Department to accept direct funding responsibility. The cost of these, like all external courses, including those provided through companies on a Preferred Supplier list, are met directly by Service Leavers through a combination of Individual Resettlement Training Costs Grant and personal contributions.

**4** The mix of training offered is constantly evolving to meet the changing needs of Service Leavers and the wider jobs market. The following courses are currently offered:

**Contract Funded:**

Administrative Management (Diploma and Advanced level)  
 Potential Bursars  
 Certificate of Personnel Practice (CIPD)  
 Domestic Appliance Repair (Kitchen)  
 Domestic Electrical Installation  
 Motor Mechanics Roadside Patrol  
 Facilities Management  
 Certificate in Transportation and Warehousing  
 16 Edition Wiring Regulations  
 Inspection and Testing of Electrical Installations  
 Potential Police Officers  
 Potential Prison Officer  
 Satellite and Aerial Installation  
 Security Management  
 Security Systems Installation (Foundation, Basic, and Advance level and CCTV/Access)  
 Further Education Teacher Training  
 Microsoft Project  
 European Computer Driving Licence (Basic and Advance level and Revision and Test only)  
 Microsoft Office Specialist  
 Accounting for Small Businesses  
 Computer Maintenance Engineer (Computing Technology Industry Association A+)  
 Computing Technology Industry Association Security+  
 Computing Technology Industry Association Network+

**Individual Training Costs Grant-Funded:**

Project Management  
 National Examination Board for Occupational Safety and Health  
 Institution of Occupational Safety and Health  
 LINUX/UNIX  
 Server+  
 Microsoft Certified Systems Administrator  
 Police Community Support Officer  
 Applicable Building Regulations for Domestic Electrical Installation  
 Basic Electrics  
 Portable Appliance Testing  
 Motor Mechanics Workshop Technician  
 Rail Industry Signalling and Testing  
 Certificate in Mortgage Advice and Practice  
 Locksmith  
 Cable Installation, Repair and Testing  
 Bricklaying and Concreting  
 Painting and Decorating  
 Plumbing  
 Plastering  
 Tiling and Texturing  
 Dry Lining, Plastering and Texturing  
 Home inspectors

## APPENDIX NINE

### Authorisations required on forms used during resettlement preparation

This Appendix sets out the signatures required to complete the various forms used during resettlement and the reason each is required. The final two forms, relating to claims for Learning Credits funding, are not exclusive to resettlement: they may be used at any time during a military career by eligible individuals registered with the Learning Credits scheme.

#### Form 363: Authority to Attend Resettlement Activities

##### Signature required

- 1 Service Resettlement Adviser or Career Transition Partnership career consultant
- 2 Service Leaver
- 3 Service Resettlement Adviser (2nd line) or Unit resettlement staff (1st line)
- 4 Unit Commanding Officer (or other delegated officer)

##### Purpose

- Approval that proposed Resettlement activity is in line with the Service Leaver's personal resettlement requirements.
- Confirmation of wish to attend the specified resettlement activity and acceptance of the need to obtain authority to attend from the Service Leaver's unit.
- Confirmation that the individual has sufficient Graduated Resettlement Time and Travel Warrants to undertake activity.
- Authority to be absent from normal place of duty to attend resettlement activity.

#### Form 363T: Authority to Attend Resettlement Training Activities

##### Signature required

- 1 Career Transition Partnership Career Consultant
- 2 Service Leaver
- 3 Service Resettlement Adviser (2nd line) or Unit resettlement staff (1st line)
- 4 Unit Commanding Officer (or other delegated officer)
- 5 Service Resettlement Adviser (2nd line)

##### Purpose

- To confirm that the training activity is in line with the Service Leaver's personal resettlement plan.
- Confirmation of wish to attend the specified resettlement training activity and acceptance of the need to obtain authority to attend from the Service Leaver's unit.
- Confirmation that the individual has sufficient Graduated Resettlement Time, Travel Warrants and Individual Resettlement Training Costs grant (where appropriate) to undertake the training activity.
- Authority to be absent from normal place of duty to attend resettlement training activity.
- Confirmation that application has been properly completed and that training activities are appropriate and in line with regulations.

**Form 1173: Application for Resettlement Services****Signature required**

- 1 Unit Administration Office signature
- 2 Service Leaver
- 3 Service Resettlement Adviser
- 4 Service Leaver
- 5 Service Resettlement Adviser

**Purpose**

- Confirmation that the Service details given by the applicant are correct.
- Consent to the processing of data.
- Certify the resettlement services to which the Service Leaver is entitled.
- Confirmation of areas covered in the resettlement interview.
- Confirmation that a copy of the form will be given to the Service Leaver.

**Form 1173A: Early Service Leavers – Record of Resettlement Interview****Signature required**

- 1 Unit Administration Office
- 2 Service Leaver
- 3 Unit Briefing Officer
- 4 Service Leaver
- 5 Unit Interviewing Officer
- 6 Service Resettlement Adviser (completed only if the Early Service Leaver is referred to them)
- 7 Service Leaver (completed only if referred to Service Resettlement Adviser)
- 8 Unit Interviewing Officer or Service Resettlement Adviser (completed only if the Early Service Leaver is to be referred to a Career Transition Partnership consultant)
- 9 Career Transition Partnership consultant (completed only if the Early Service Leaver is to be referred to a Career Transition Partnership consultant)
- 10 Service Leaver (completed only if the Early Service Leaver is to be referred to a Career Transition Partnership consultant)

**Purpose**

- Confirmation that the Service details given by the applicant are correct.
- Consent to the processing of data.
- Confirmation that the Early Service Leaver has received the mandatory resettlement brief.
- Confirmation that the Resettlement Brief has been provided.
- Confirmation that the Service Leaver has been interviewed and records actions taken and the discharge date.
- Records details of interview held and actions agreed.
- Agreement to the record of the interview with the Service Resettlement Adviser.
- Confirmation that Service Leavers has been told he is to be referred to a Career Transition Partnership consultant.
- Confirmation that an interview took place with the Early Service Leaver.
- Signature to record that an interview took place with a Career Transition Partnership career consultant.

**Form 1711: Record of Resettlement Provision****Signature required**

None

**Purpose**

Form is a record of the resettlement activities undertaken.

**Resettlement Complaints Form****Signature required**

- 1 None – form is completed by the Service Resettlement Adviser (unless the complaint is about the Service Resettlement Adviser in which case the Service Leaver completes the form).
- 2 Subsequent action depends on the nature of the complaint

**Purpose**

The form records details of any complaint received.

**NOTE**

A separate form exists for complaints about Career Transition Partnership

**Form 1746: Form of Agreement for Civilian Work Attachment or External Training****Signature required**

- 1 Representative of the Company/Organisation
- 2 Service Resettlement Adviser

**Purpose**

Agreement to accept the Service Leaver.

Authorisation that the proposed training or experience is appropriate to the needs of the Service Leaver.

**Form 1747: Certificate of Completion for Civilian Work Attachment or External Training****Signature required**

- 1 Representative of company/organisation providing the work experience or training.

**Purpose**

Certification that the Service Leaver has completed a work attachment or external training course.

**Form 1748: Application for an Advance of Fees under the Individual Resettlement Training Costs Scheme****Signature Required**

- 1 Service Leaver
- 2 Service Resettlement Adviser

**Purpose**

To apply for an advance to pay for fees for a resettlement training course.

Approval of the payment of an advance.

**Form 1749: Application for the Refund of Fees under the Individual Resettlement Training Costs Scheme****Signature Required**

- 1 Service Leaver
- 2 Service Resettlement Adviser

**Purpose**

To claim a refund of course fees paid by the Service Leaver.

Authorisation of the payment to the Service Leaver.

**Form 1950: Application for Standard Learning Credits Funding****Signature Required**

- 1 Applicant
- 2 Applicant's Line Manager
- 3 Learning Centre Staff/Personal Learning Adviser/Single Service representative

**Purpose**

Confirmation that the learning activity forms part of their Personal Development Plan.

Approval of the application to study.

Confirmation that the course is eligible for Standard Learning Credits funding.

**Form ELC 005.01: Enhanced Learning Credits Claim Form****Signature Required**

- 1 Applicant
- 2 Applicant's Line Manager
- 3 Education Staffs or Personal Learning Adviser

**Purpose**

Confirmation of details of course to be undertaken and anticipated costs.

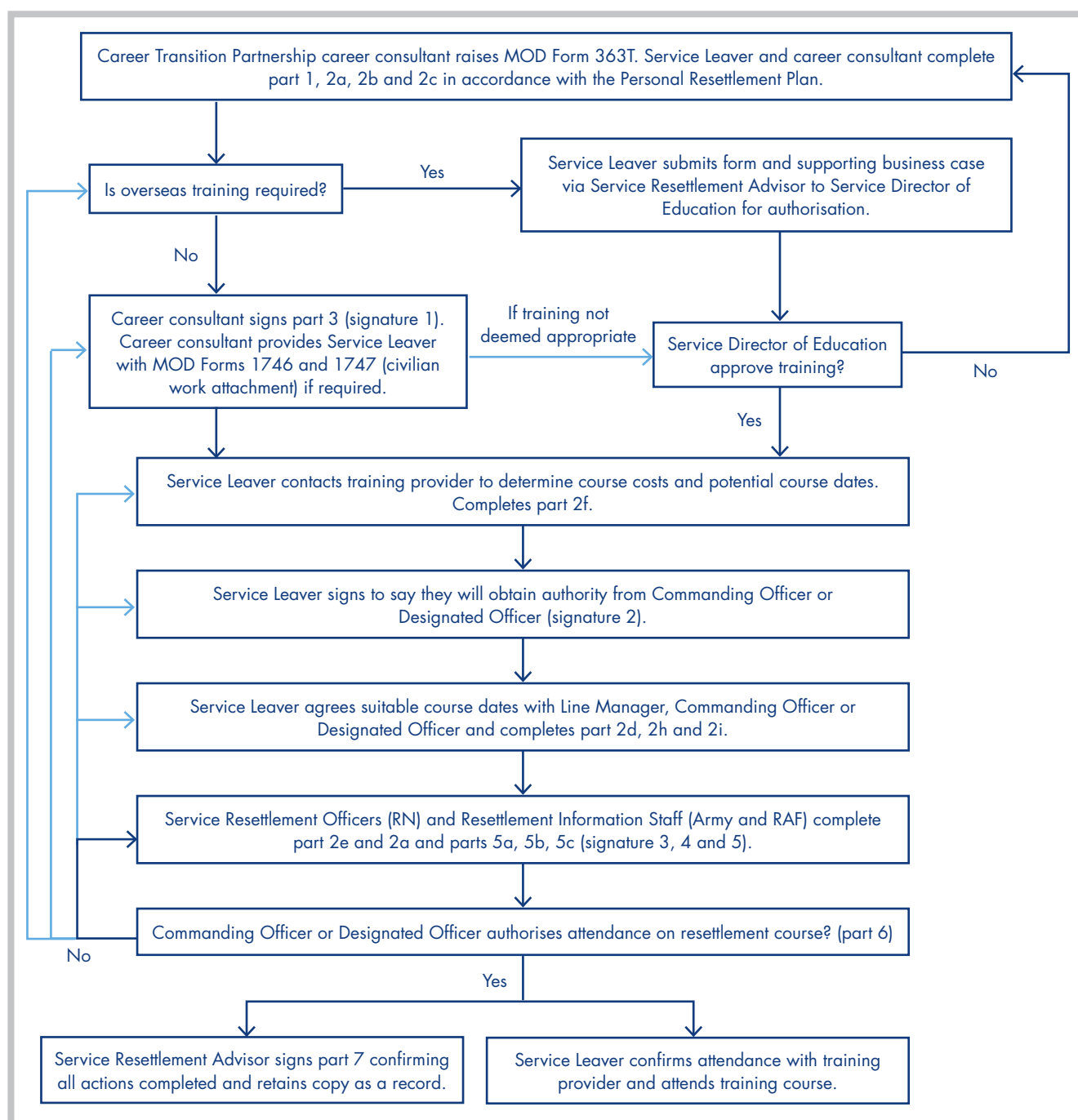
Authorisation of the application to study.

Confirmation that the course leads to a nationally recognised qualification and is eligible under the Enhanced Learning Credits scheme.



# APPENDIX TEN

## MOD Form 363T process diagram



# GLOSSARY

Career Transition Partnership	A contract-based arrangement between the Department and Right Management originally formed in 1998 as a public private partnership to provide career transition services to Service Leavers.
Career Transition Workshop	Initial three day resettlement workshop run by the Career Transition Partnership.
Defence Medical Services	The Defence Medical Services consists of the single Service medical directorates, the Training Agency, dental services and its Ministry of Defence headquarters the Defence Medical Services Department.
Defence Planning Assumptions	<p>These are assumptions that the Department has made in order to plan for future contingencies. At its most demanding the Department assumes that it should be prepared to undertake one medium-scale deployment, together with a small-scale deployment at the same time. Underpinning the Defence Planning Assumptions are various potential scenarios, such as amphibious operations, global counter terrorism, peacekeeping or humanitarian evacuation. Each of these can involve different environmental and operational challenges, against which more detailed potential force structure and readiness requirements can be developed.</p> <p>Depending upon the nature of the operation, for the Land component a small-scale operation is defined as approximately battalion-sized (500-1,000 personnel); brigade-sized (3,500-5,000) for a medium-scale operation; and roughly division-sized (10,000-20,000) for a large-scale operation.</p>
Early Service Leaver	Personnel leaving with less than four years service or who are leaving as a result of a compulsory discharge.
Employment Support Programme	The Employment Support Programme comprises an interview with a career consultant or one day workshop, and thereafter a job finding service with access to an Employment Consultant.
Enhanced Learning Credits	The Enhanced Learning Credit scheme is designed to complement the Standard Learning Credit scheme by providing larger scale help to personnel who qualify, with a single payment in each of a maximum of three separate financial years, to help pay towards the cost of higher level learning.
Full Resettlement Programme	The Full Resettlement Programme enhances the Employment Support Programme through providing access to resettlement training, coaching in job interview technique and CV writing, and dedicated career consultancy support.
Individual Education and Resettlement Officer	Army second line resettlement officer.

Individual Resettlement Preparation	Individual Resettlement Preparation is defined as Graduated Resettlement Time used for resettlement activities that do not fall into the other categories. Individual Resettlement Preparation may include periods spent applying for jobs, attending interviews, employment and recruitment fairs and preparing CVs. Individual Resettlement Preparation may also be used for activities related to house purchase and relocating children in schools.
Graduated Resettlement Time	Time before discharge of up to 35 working days set aside to undertake resettlement activities. The amount of time is dependent on length of service.
Headley Court	Defence Medical Rehabilitation Centre created to assist and rehabilitate sick or injured service personnel.
Individual Resettlement Training Cost grant	A grant to help towards the cost of resettlement training through Career Transition Partnership or external training providers. The grant is currently £534.
Joint Personnel Administration system	A tri-Service IT-based administration system to harmonise and simplify personnel and pay administration across the Services. Due to be fully implemented in all three Services by 2008.
Joint Services Housing Advice Office	An organisation established by the Department in 1992 to provide Service personnel and their families with information and advice on housing options.
Naval Resettlement Information Officer	Royal Navy second line resettlement officer.
Operational tempo	The frequency and scale of military activity levels.
Regional Employment and Training Manager	A Career Transition Partnership employee based at each Regional Resettlement Centre charged with developing and integrating Service Leavers vocational training and employment opportunities within the region. Provides the market intelligence focal point within each region for employment and training advice to Career Transition Partnership staff, other resettlement staff and Service Leavers.
Regional Resettlement Adviser	Royal Air Force second line resettlement officer.
Regional Resettlement Centre	Third line resettlement centres operated by Career Transition Partnership where Service Leavers receive much of the resettlement training.
Right Management	A leading civilian outplacement organisation that is part of the Civilian Transition Partnership.
Single Persons Accommodation Centre for Ex-Service Personnel (SPACES)	A service designed to help single ex-Service personnel find accommodation, managed by the housing association English Churches Housing Group and the Joint Service Housing Advice Office.
Service Leavers	Personnel discharged from the Armed Forces.
Standard Learning Credits	The Standard Learning Credit scheme supplies financial support, throughout the Service person's career, for multiple, small-scale learning activities and examinations.
Theatre	The location or area in which a military operation takes place.
Trade Group	A generic term used to describe a skill or specialism within the Armed Forces.