# **Summary of**

# Living Inour Shoes

Understanding the needs of UK Armed Forces families

# **The Review Team**

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# **Contents**

Foreword		2
Introduction	n to the Review Summary	3
Chapter 1	Supporting Military Families: The Nation's Promise	5
Chapter 2	Changes in Family Life:  Expectations and Transitions	7
Chapter 3	A Place to Call Home: Increasing Choice	10
Chapter 4	Growing up in the Military:  The Impact of Service Life on Children and Young People	17
Chapter 5	Not Just a Partner:  Employment Challenges and Opportunities	27
Chapter 6	Health and Wellbeing:  Looking after Service Families	35
Chapter 7	Returning to Civvy Street: The Final Transition?	42
Chapter 8	Duty of Care and Moral Responsibility: Supporting Service Families	46
Chapter 9	Small Acts of Kindness:  A Pro-active Approach to Meeting the Needs of Service Families	52
Chapter 10	Recruit the Person and Retain the Family:	57

# Foreword

People continue to lie at the heart of our operational capability; attracting and retaining the right numbers of capable, motivated individuals to deliver Defence outputs is critical. In order to achieve this, our Armed F¶lúeÝ Åelݶnnel mï Ýæbe c¶nf denæbaæn¶æ¶nlø alé æbeø õalï ed and ö ill be treated fairly, but also that their families will be supported and treated properly in line with modern-day family life. I am grateful for the hard work and research that has gone into preparing this independent review which draws on the principles of our nation's promise under the Armed Forces Covenant. Our Service people provide a constant presence upon which we deÅend aý a naæ¶nàö heæelúiæbe ¶õelűeaý in æmeý ¶f c¶nf icæbï ilding capacity or reassuring allies, or supporting our national effort at home in times of emergency. Knowing that your family is properly supported when you are away frees Service people to focus on the job in hand. I look forward to engaging with stakeholders to revise our Armed Forces Families Strategy for 2020.

Lieutenant General James Swift Chief of Defence People June, 2020

# **Introduction to the Review Summary**

In January 2019, the then Defence Secretary, The Rt Hon Gavin W

The recommendations relating to each issue are prioritised within three categories: short-term priorities for change; medium-term changes; and a few longer-term changes that are either aspirational in nature and a live it is a live in it. A live change and in a few longer-term changes that are either aspirational in nature and a live it is a live in it. A live in it is a live in a live in it. A live in it is a live in it. A live in it is a live in it. A live in it is a live in it. A live

All the recommendations require a willingness and shared commitment to make changes to the ways in ö hich abe A Úmed F¶ÚceÝ ōalï e and Ýi ÅŶÚæbeiÚfamilieÝ in abe æ enæ-f ÚfæcenæÚÉ

# Presentation of f ndings

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#### 1. The Review report

The main Léõieö LéŶLæÅLÍJõideÝ abe eõidence, findingÝ and Láallale f¶Líabe Léc¶mmendaælnÝElæc¶nÝiÝæÉ of ten chapters, and an annexe summarising the methods used.

#### 2. The Summary report

This Summary report provides a brief overview of the issues raised in the main report and is designed to be the Ogn-Alxd common and the Devolved Government and Inf. Alima III and senior personnel in the Armed Forces. It summarises the key learning from the review and lists the recommendations. This Summary should be read in conjunction with the main review report.

# Acknowledgements

It is not possible to undertake a wide-ranging review of this kind without the help and support of a large number of people. We offer our sincere thanks to all those who contributed to the review and who supported our work throughout 2019. We refer to people individually in the Introduction to the main report.

Most importantly we would especially like to offer our heartfelt thanks to all the Serving and non-serving members of military families, particularly the children and young people, all of whom spoke openly and honestly about their lived experiences of Service life, the challenges they face, the kinds of support they have received and the changes they would like to see. It is their words that tell the story in the main report and which have helped to shape many of our recommendations. We hope that we have done justice to their words that tell the story in the main report and which have helped to shape many of our recommendations. We hope that we have done justice to their words that tell the story in the main report and which have helped to shape many of our recommendations. We hope that we have done justice to their words all the support they need.

Finally. we express our gratitude to Ray Lock, CEO of the Forces in Mind Trust, for supporting the review from the beginning to the end.

#### Chapter 1

# **Supporting Military Families:**The Nation's Commitment

#### The Armed Forces Covenant

The Armed Forces Covenant was introduced in 2012 under the provisions of the Armed Forces Act 2011. The Covenant constitutes an enduring contract between the people of the United Kingdom, Her Majesty's Government and all those who serve or have served in the Armed Forces of the Crown and their families. It is a promise by the nation to ensure that those who serve or have served in the Armed Forces, and their families, should be treated with fairness and respect in the communities, economy and society they serve with their lives, and should face no disadvantage compared to other citizens in the provision of public and commercial services. Moreover, special consideration is appropriate in some cases.

The Covenant provides tangible recognition that members of the Armed Forces community and their families are required to live their lives within a culture where operational effectiveness must be the number ¶ne ÅÚ¶Úæ and dïæc¶meÝ fŰæJ¶ining æ e miliæÚø meanÝ acceÅæng a Úange ¶f ōalï eÝ ö hich inclï de a commitment to serve one's country and put Service before self. The Covenant also explicitly acknowledges that military families play a vital role in supporting operational effectiveness, and that the whole nation has a moral obligation to offer them respect, support and fair treatment.

# The Armed Forces Families' Strategy

The Armed Forces Families' Strategy 2016–2020 developed the commitment articulated in the Covenant. It acknowledges that military personnel can only fully deliver their Defence task if they have the support ¶f æleiÚfamilieÝ aÝ ö ell aÝ æle c¶nf dence ælaææleiÚl¶õed ¶neÝ can acceÝÝ Ýi ÅŶæ£The FamilieÝ×Sælægø ö aÝ deÝigned æl ÅÚ¶öide dilæææln æl ¶ff cialÝ ö h¶ alæ læÝå¶nÝible f¶ÚŶlicø deŏel¶Åmenæin æle alæaÝ that constitute the 'offer' to Service families. The intent is to operationalise the Covenant by removing disadvantage, whether real or perceived, and creating choice, thereby enabling families to make informed decisions.

The subsequent Action Plan set out the priorities for 2018–2020 and key targets and timelines for achieving them.. The Annual Report of the Armed Forces Covenant is intended to ensure that Parliament, on behalf of the people of the UK, can understand how the Covenant is being delivered, Since the Covenant was introduced, the focus on veterans has been excellent and provides a blueprint for increasing the support offered to currently Serving Armed Forces personnel and their families.

#### The Current Review

This review, commissioned in January 2019, was designed to understand the impact of the current and likely future structures and the needs of Service families in the modern day Armed Forces, and to assess if Defence is equipped to respond to their needs. The review team have considered the diverse needs of currently Serving military families, and have made evidence-based recommendations on how Defence, in the lightest fidence of in the lightest self-lightest s

- offer insights that will assist the work already taking place within the MOD and the Armed Forces
- encourage scrutiny and evaluation of new initiatives being developed
- suggest changes that could be made to strengthen the Covenant
- strengthen the Nation's resolve to promote and foster resilient, thriving Service families who are

• children thrive best in stable, loving households and parental separation and divorce increase the risk factors contributing to poor outcomes for children and young people

- c¶nænï ed c¶nficæbeæieen Åalénæihaý deælimenæl imÅacæi¶n childlén
- being able to enjoy a continuing, loving relationship with each parent when parents split up is important to supporting children's well-being and positive child development
- there is a clear correlation between relationship breakdown and adult ill-health, including mental health and mortality, and children are also more likely to experience negative health outcomes
- repeated family disruptions increase children's vulnerability.

Family breakdown presents a series of challenges for all families but these are increased for military families, especially if they have been living in Defence accommodation.

# Changing gender roles

Traditional gender r

#### Chapter 3

# A Place to call Home: **Increasing Choice**

#### During the review, the topic most frequently raised by Service personnel and their families referred to accommodation.

In Chapter 3 we:

- examine in some detail the evidence relating to the state of and demand for military accommodation
- consider the Future Accommodation Model (FAM)
- recommend the changes that need to take place in the choices offered to Service families if the widespread dissatisfactions with Service accommodation in recent years is to be fully addressed.

In this Summary, we highlight the concerns relating to Service Family Accommodation (SFA), the steps being taken to improve the Defence estate, and discuss the accommodation options Service families might consider in the future. We put forward a number of recommendations for change.

# Service Family Accommodation (SFA)

In the past, the majority of married couples would probably choose to live in Service Family Acc¶mm¶daæ¶n ÇSFAÈ, ¶fæn Lefelled æ aý önalled ï i alælý£Incleaýinglø familieý haõe ¶åæd æ fnd alternative accommodation which they either own or rent, in an ar

<sup>1</sup> UK Tri-Service FamCAS Survey 2019.

<sup>2</sup> Armed Forces Covenant (2011).

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# **Complaints**

There were consistent concerns expressed about the complaints process in respect of repairs and mainænanceĒThe æliée Ýæge ÅlíjceÝÝ iÝ légalded aÝ faö ed aÝ Ameø ÝeemÝ æli fail æli líjg all c¶mÅlainæí aÝ 'complaints' (Stage 1), so that there is no way of escalating a complaint to Stage 2 if the complaint has not been líjgged in æle f líjæÅlaceĒWe i ndellíjænd ælaæchangeÝ alie being made and ö e i líje ælaæc¶mÅlainæí should be logged online and dealt with via a simple-to-use web-based system to ensure greater transparency and timeliness.

#### Home improvements

Families want to be able make their SFA feel like home so they feel very disheartened by rules which require them to return the property to its original state when vacating it, even if that means undoing obvious improvements such as applying a fresh coat of paint, putting new tiles in the bathroom, hanging neö cī læiný, leAailing bliken æAý and cleaæng f loelbedý in æe galdenêWe i ndeliænd æaæm le feible ú leÝale being cilici laædêGiōen æe genelal i ndeliænding am lng familieý liōing in SFA æaæ improvements are not encouraged or allowed, we believe that the policy should be reviewed and greater clarity offered to families as to the improvements which are generally regarded as welcome and as enhancing the property, and which do not have to be reversed.

# Remaining in SFA: protecting children's education and partner employment

Seŏelál familieÝ ÝŶke ab¶ï ææbe diff cï læèÝ æbeø e÷Åelúenced aÝ a læYi læ¶f haðing æ m¶ðe h¶me eðelæ æ ¶ øealý ¶ÚݶĒTheÝe diff cï læèÝ fall inæ æbee ÝÅecif c caæg¶lúeÝ: ÅÚ¶blemÝ ö iæb childlæn¾ edï caæ¶n and partner employment; family breakdown and the consequences of this in respect of parenting læÝŶnÝibiliæèÝaand æbe negaæðe imÅacæ¶n familø ÝæbiliæÆFamilieÝ alݶ face diff cï læèÝ ö hen æbeø alæ required to move at short notice when the Serving partner is assigned elsewhere. Non-serving partners need æ haðe Ýï ff cienææme in ö hich æ make alængemenæ in læÝÅecæ¶fæbeilæmål¶ømenæeiæbelbeing able æ c¶måleæ a ÝÅecif c ö ¶líkæýk, ¶lóbeing able æ æænýfelæ an¶æbelíc¶måanø ö iæb¶ïæfacing a gaða in employment and the consequent loss of income.

Moreover, the current three month rule for claiming removal expenses on assignment can be extremely disruptive to children's education and spousal/partner employment. While there is an established process whereby the Serving person can apply for a mid-assignment move outside of the usual timeframes and be eligible to receive removal expenses, these concessions do not appear to be well-understood.

Military life is essentially mobile. The concerns relate to the frequency and timings of that mobility, and whether SFA could be retained to promote greater family stability while the Serving person commutes to their military base if it is within a reasonable commuting distance. In civilian life many families stay in one location and at least one partner commutes daily or weekly.

# Separation and divorce

Non-serving partners are usually required to leave SFA within three months when the family splits up but they often experience problems when attempting to apply for local authority housing. A lack of connection all and fine alea can make al

Although the majority of civilian children continue to live primarily with their mother following separation/divorce, both parents are expected to maintain parental responsibility and to cooperate to

ensure that each child is able to maintain contact with both parents unless it is against the child's best interests to do so. Given that the majority of military children will be living with their mother following separation, male Serving personnel are expected to take their share of parental responsibility and do their best to sustain regular contact. Operational requirements render co-parenting demanding and challenging for Service personnel. We are aware that wherever possible SFA and other facilities are made available for Serving personnel to enjoy quality time with their children as frequently as operational requirements allow. The provision of 'contact' houses is an important life-line for Serving parents who live apart from their children after separation or divorce.

## Widening Access to SFA

Increasing numbers of couples choose to live in long-term cohabiting r

It is very important to ascertain the kind of supports that families living off the patch need in order to cope with the possibility of loneliness and isolation, especially during deployments, and to assess the impact of weekending on couple relationships.

# The Forces Help to Buy Scheme (FHTB)

The Forces Help to Buy Scheme is regarded as a very positive offer for Serving personnel:

### The Future Accommodation Model (FAM)

During our review, plans progressed to pilot a new accommodation model which is designed to increase choice and encourage stability. The Future Accommodation Model (FAM) features a basic accommodation allowance, supplemented by additional payments, depending on whether the Serving person chooses to be m¶bile ¶ÚÝæbleÊThe m¶del ¶ffeŰ æ ¶ ÝÅecif c ¶Åæ¶nÝ ¶õeÚand ab¶õe e÷iÝæng h¶ï Ýing ÅÚ¶õiÝi¶nÝ õia SFA and SLA. The new approach is based on each Serving person's need rather than their rank or marital status.

The FAM is broadly welcomed by the Royal Navy and the RAF but many in the Army remain uncertain and harbour a degree of suspicion that the real aim is to do away with SFA and require Serving personnel to find abeiÚ¶ön acc¶mm¶daæ¶nĒManø Åe¶Åle ÚefeÚÚed æ iæaý a c¶ýæcï ææng e÷eÚciýe and ¶ne æbaæö¶ï ld effectively destroy the sense of community built up on the patch, rendering Service families more isolated. This view was more likely to be expressed by Army personnel since the patch-based community remains a dominant feature of Army life:

66 ...if FAM is instigated...it will rip the soul out of the military community. 99
(Army Serving partner)

W

#### **Recommendation 10**

The Ministry of Defence to allow families to retain SFA to enable non-serving partners to manage their work commitments and protect their career; and/or children to complete the school year, whenever possible.

#### SFA: medium term

#### **Recommendation 11**

The Ministry of Defence to:

- ensure that families continue to have choices in accommodation, and that future options take account of the outcomes, both positive and negative, from the three FAM pilots
- continue to maintain suff cient SFA stock at an acceptable standard and reduce the amount of SFA only if it is surplus to current and predicted requirements.

#### **Recommendation 12**

The Ministry of Defence to:

- reconsider the expectation that families are required to move SFA on assignment
- promote geographical clustering of military bases where operationally possible
- retain sufficient SFA to enable families to remain in the same SFA while the Serving partner commutes between different military establishments in the same area, if they wish to do so.

#### FAM: short term

#### **Recommendation 13**

The Ministry of Defence to consider whether offering additional incentives in remote areas would encourage home-ownership in the future.

#### **Recommendation 14**

The Ministry of Defence to continue to improve the messaging around the FAM to reduce suspicion and fear of it being seen as a cost-cutting exercise, and to enable families to make fully-informed choices that are appropriate for them.

#### Chapter 4

# Growing Up in the Military: The Impact of Service Life on Children and Young People

The impact of Service life on children featured highly during this review, with the majority of military parents raising concerns about the ef ect of their lifestyle on their children and, in particular, on their education.

Chapter 4 of the report explores in detail the:

- factors which impact on Service children
- · impact of repeated cycles of deployment
- evidence relating to the educational attainment of military children
- transitions which disrupt schooling and sever friendships
- · evidence about entry to higher education
- support needs of military children, especially those with special educational needs
- support needs of young carers
- ways in which children and their parents can be better supported.

The impact of Service life on children and young people proved to be one of the most sensitive issues and ¶ne ö hich haý led a abe lalýgeýænï mbeÚ¶f læc¶mmendaæ¶ný f¶ÚchangeÊln æbiý Sï mmalýs ö e læfeÚbÚef ø to all of the issues explored in the main report and list our recommendations.

While there are no accurate records of the number of military children in the UK, the 2019 FamCAS Survey indicates that 79 per cent of Service families have children, 53 per cent of all Service families have at least one child of school age, and just over a third (34%) of families with children require early years (0–4) childcare.<sup>3</sup> Military children and young people face the same challenges as civilian children, but having a parent in the military creates unique stressors and challenges which are not always recognised by the military or addressed in schools and in wider society. These include: high mobility; long periods of parental separation; the revolving shift from a two-parent to a one-parent household; and disruptions in education and friendship networks.

# Deployments and separation

Miliælý Åalænæ legald de Ål nomenæ aý a caælø væl notific i læy fil úælei úchildlen and æ e linge úæle deployment the greater the perceived negative impact. The UK Ministry of Defence Harmony Guidelines vary between the three single Services, and are measured slightly differently. The Royal Navy experiences the highest number of days away from home, and the longest deployments of up to nine months, which are considered by most families and the Chain of Command to be too long, especially for children. Work is currently in train to revisit the Harmony Guidelines and the amount of time spent away from home notification of the Selbice vector and the selbice of the laæ of the laæ of the mount of time spent away from home notification of the selbice of the laæ of th

Dispersed living arrangements also increase the time spent apart. This raises issues about how families make choices about where they live and the importance of ensuring that they have a very clear understanding of the pros and cons of each option. Greater information is required about how 'weekending' impacts on the numbers of days spent away from the family over and above the time spent apart as a result of military activities:

66 My husband was away on pre-deployments, duties, courses, exercises etc at least nine months every year. Sometimes he would come home at weekends, other times that was not possible...Such long and regular periods of separation is very hard on a family.

(RM non-serving partner)

<sup>3</sup> FamCAS 2019 op.cit

Families stressed that 4 months is about the right length of time for a deployment in normal circumstances, and that 6 months and over is simply too long when children are growing up. Young children can be confused and upset by their parent going away for long periods, and this can lead to behavioural problems. In Chapter 4 we refer to a number of research studies showing that deployment has an adverse impact both academically and pastorally on children.

Uncertainty about when Serving partners will be coming home adds to the stress of time apart and the inability to plan:

66 H\YcdYfUfjcbU hYa dc cZh\YÛYYhžh\Ya UjbhYbUbWdYfjcXgUbXh\Y`UWcZa Ub dck Yf a U\_Yg'a m \i g\Ub\X\getak cf\_!`]\Z\V\Ub\W\\da d`\Y\Ymbcb!\Y|g\Ybb\\H\]g\\U g\Ygbchcb`mci f`a Uff]\U\Yhc`gi \Yf`\V\ h achieve this if the child moves every two years or so and clubs have long waiting lists. We refer to some of the initiatives designed to support Service children in the main report.

Children and young people are proud to have a parent in the military. None of them want to be treated as disadvantaged, but they want people to understand what it's like to be the child of military parents and the additional stresses they experience. They need to know that support is available when they need it. Accor

Living on a military base can isolate military spouses from the wider community, which, along with c¶mmï æng ÅÚ¶blemÝ @fg£ acceÝfibiliæ ¶fÅï blic ænÝŶæ maø make iæm¶æ diff cï læ∰ Ýecï æ employment. Clearly, there are a number of factors to be taken into account when considering the employment prospects of non-serving partners, such as the age of the Service spouse, their level of education, employment history, and whether they have children or not and their children's ages. But factors such as mobility, accommodation, and education are amenable to change in order to support employment opportunities.

# Diff cult employment choices

Non-Serving partners often feel that they have to make a choice between being with the Serving partner or having a stable base and pursuing their career, but that they can never have both. They frequently argue for longer assignments and fewer moves:

Partner employment has always had an impact on my family. With the constant moving around my wife cannot really settle down into a decent job, and even if she can get a job, then by the time she has built up her experience we move again and she has to start from scratch again and again. (Army Serving partner)

Postings overseas present the most serious challenges. A number of partners asked why they are not able to apply for civil service jobs on military bases, especially when they are living overseas. They referr

Manø C¶mmanding Off ceÚf¶n baýeý ö iæl inadeÏ ï aæ childcaÚe faciliæeý haõe e÷ÅÚeÝýed æleiÚdeÝlÚe æ¶ provide more childcare facilities wherever possible, and many can identify buildings on the patch which would be suitable. One of the challenges they face is assessing the nature of the demand among their Service families and the extent to which this can be reasonably met by existing childcare providers in the local community. Childcare provision is regulated through national registration in the different nations of the UK, and any provision on a military base must conform to the standards set. We suggest that Commanding

# Developing a more holistic approach

Planning in the military must take account of the whole family and not simply prioritise the Serving person when decisions taken have considerable implications for spouses/partners and their children. Given the changing expectations of military spouses and partners, support for the wellbeing of non-serving partners should extend to taking measures to protect and enhance their employability. In turn, spouses and partners are committed to supporting the Serving person in their employment and are contributing to operational capability. Addressing the career development of military spouses and partners should be an essential element of support for military families and an issue of concern in its own right. W

#### Chapter 6 Health and Wellbeing: Looking After Military Families

Postings and relocation: medium term

#### **Recommendation 59**

The three single Services to:

- take account of the nature of a non-serving partner's employment when relocating the Serving partner and to ensure that a period of time is allowed in which to manage a shift of employment (including retaining SFA)
- · review the necessity for frequent postings every two or three years and to consider whether the current military model could be redrawn to allow families to stay longer in one location or commutable area without compromising operational effectiveness.

#### Evaluation/research: medium term

#### **Recommendation 60**

The Ministry of Defence and the Armed Forces to encourage research to understand the needs of early years Armed Forces childcare and to discern the most appropriate evidence-based practice which should be employed by the sector to enhance the positive aspects of childcare provision, mitigate any risks, and encourage the sharing of good practice across the Armed Forces community.

#### **Recommendation 61**

The Ministry of Defence and the Armed Forces to ensure robust evaluation of the individual employment initiatives to assess the role they play in supporting non-serving partners, the resources they need, the numbers of partners they are able to support and the demand for using them, their effectiveness in promoting and sustaining employment and other outcomes in respect of partner satisfaction and wellbeing, the appropriate governance structures, and their impact on retention.

#### **Recommendation 62**

The Ministry of Defence, through the Partner Employment Steering Group, to develop greater understanding of what works best for which military partners/spouses, and foster collaboration and joined-up initiatives to enable better coordinated partner employment support across the nations of the UK.

Chapbe 75 SCENTITO 0 0 1 ter coor

All the concerns are heightened by the frequency of relocation and the need for family members to undergo repeated transitions to new healthcare practices. In order to support fair access to treatment, the Armed Forces Covenant sets out a number of health commitments for the Armed Forces community.

Military families also highlighted the stigma of discussing mental health issues and that this can act as a barrier to seeking help. Families are scared to admit to mental health issues in case this has a negative impact on the Serving person's career prospects. While the Armed Forces Mental Health Strategy focuses on the Serving person, it is crucial that mental health issues need to be considered in the context of the whole family. It is not helpful to separate the Serving partner from the rest of the family when addressing mental health issues. Mental health issues reverberate throughout the family and more research is needed to understand how mental health issues in military families are affecting children and young people, and how the young people'

#### Continuity of care: short term

#### **Recommendation 67**

The Ministry of Defence to continue to work with the national health services across the UK to ensure that an Armed Forces Family Code articulates what is required to deliver appropriate continuity of care for Service families as they move around the UK, and to ensure that information is available to advise families about maintaining continuity of care on posting to a new area or healthcare system.

#### **Recommendation 68**

The DHSC in England and national health services across the UK to ensure that family members of Serving personnel are able to retain their relative place on waiting lists when they move to another area, and that GPs and other healthcare professionals support their transition from one area to another, in line with the commitments made in the Armed Forces Covenant.

#### **Recommendation 69**

The Clinical Commissioning Groups in England to be required through the Armed Forces Covenant to ensure timely access to CAMHS and paediatric services and that children and young people maintain their relative place on waiting lists when their parents are required to relocate to another area.

#### **Recommendation 70**

The Ministry of Defence to take account of the healthcare needs of military families when posting Service personnel to a new area.

#### Continuity of care: medium term

#### **Recommendation 71**

The NHSEI, NHS Scotland, NHS Wales and Health and Social Care Northern Ireland to ensure that all Armed Forces families have access to an Armed Forces Care Coordinator or an Armed Forces Champion if they need support and help in accessing healthcare services.

#### Integrated care: medium term

#### **Recommendation 72**

The Ministry of Defence to work with the providers of national health services across the whole of the UK to evaluate new models of integrated primary care being established in some military bases and consider how to extend effective models to other military bases.

#### **Recommendation 73**

The Ministry of Defence and Defence Medical Services (DMS) to consider allowing family members to access Defence primary care services wherever possible and appropriate, and particularly when national health facilities are not easily accessible in the immediate locality.

#### Mental health: medium term

#### **Recommendation 74**

The Ministry of Defence to consider how families of Serving personnel can be more involved in breaking down the stigma of mental health issues, and can beneft from the comprehensive activities and treatments to support Serving members of the Armed Forces, in order to promote better mental health and wellbeing for the whole family.

#### Mental Health: longer term

#### **Recommendation 75**

The Ministry of Defence, in consultation with the DHSC and the Devolved Governments, to ensure that future mental health and wellbeing plans include mental health awareness activities and communication strategies aimed specifically at families of Serving personnel, perhaps via a designated App.

#### **Recommendation 76**

The Ministry of Defence and Defence Medical Services (DMS) and the national health services across the UK to explore ways in which a range of mental health services could be better integrated to provide holistic care for Serving personnel and their partners and children.

#### Parenting support: medium term

#### **Recommendation 77**

The Ministry of Defence and DMS to consolidate and ref ne a Parental Support Programme and facilitate roll out to bases in all three Services.

Disclosing mental health issues, as well as gambling and excessive drinking, are also worries for some families. Stigma is still an issue, making it hard to talk about these problems. Civilians can face long waiting lists for mental health treatment so it is essential that Service personnel with mental health issues, including PTSD, can transfer to NHS support seamlessly when they leave the care of the DMS.

Finding a job in 'civvy street' can also be stressful. We heard about interactions with JobCentrePlus that had been very unsatisfactory. As one person put it: 'they were trying to ft a square peg into a round hole with no understanding of the Covenant or life as a military family'. This had caused upset and disappointment. JobCentrePlus staff were described as lacking understanding about military life.

## **Ensuring holistic support**

The Defence Holistic Transition Policy<sup>12</sup> is important in promoting holistic support, and the UK Strategy for Our Veterans<sup>13</sup> encompasses a ten year vision which is designed to ensure that the transition to civilian life should be as smooth as possible so that veterans can contribute fully in a society which understands and values what they have done and what they have to offer. In order to achieve this it is fully recognised that appropriate support must be in place throughout a person's military career for them and their family. Transition support needs to be available for the whole family long before anyone takes the decision to leave the Armed Forces. This holistic approach should address many of the concerns we heard during the review and serve to reduce the worries and anxieties some Serving personnel and their families spoke about.

It is critically important to understand the transition out of the military through a wider lens and to provide holistic support to families from an early point in the Serving person'

#### Chapter 8

# Duty of Care and Moral Responsibility: Supporting Service Families

Looking after and providing support to military families and ensuring their wellbeing are essential if the Armed Forces are to meet their objectives and mission. When families are cared for in the military community, Serving personnel are more likely to concentrate on their jobs when deployed or away from their families and to stay in the Armed Forces. The perceived incompatibility of military life and family life is a key driver in decisions to leave the military earlier than might have otherwise been the case.

The aims of our review were threefold, to:

- 1. Consider the diverse needs of Service families.
- 2. Assess whether the current support on offer is meeting these needs.
- 3. Provide evidence which will enable the MOD and the Armed Forces to enhance the delivery of vital support for military families.

In ChaÅæÚ8 ¶f æ LêŶĹæö e I¶¶k ÝÅecif callø aææe c¶nceÚnÝ idenæf ed bø SeÚbice familieÝ dï Úng æe review, beyond those concerning accommodation, education, health and social care, and spousal/partner employment, all of which can put pressure on the everyday life of Service families and which were discussed in ݶme deæil in ÅLeõi¶ï Ý chaÅæÚÝÈWe æen e÷amine h¶ö each ¶fæe SeLbiceÝ LeݶndÝæ æe idenæf ed concerns and the support provided, refer to the welfare reviews undertaken by the Army and the Royal Navy, and consider the barriers families face in seeking help and support. We present two case studies in ChaÅæÚ8: æe f ÚrædeÝcÚbing Aï Ú¶Lá Neö Daön¾ aÅÅÚ¶ach æ¶ Ýi ÅŶLæÚ

ői¶lence Lémainý diff ci lædeLíji gh¶i æÝ¶cieæ and őicæmý alle ¶fæn afLáid ¶fæbe negaæiõe c¶nýel i enceÝ of doing so. Women and men can be victims as well as perpetrators and the complexities of domestic abï Ýe highlighæðae need f¶ÚÝenÝiæðe aÅÅÚJacheÝÊJæiÝ alm¶ÝæceÚæinlø m¶Úe diff cï læf¶ÚmiliæÚø ÝŶï ÝeÝãÅalæelÝ æ¶ feel c¶nf denæab¶ï æléŶlæng abï Ýe bøæleiÚmiliælø ÅalæelÚbecaï Ýe iæmaø haõe consequences for their career, and it may ultimately lead to relationship breakdown, which can result in the loss of the family home for families living in SFA.

The Ministry of Defence Domestic Abuse Strategy 2018–2023 promises to develop a culture of support that does not tolerate domestic abuse and which ensures access to high quality services. It is essential that the MOD Strategy is consistent across the whole of Defence if the culture of silence is to be tackled, abuse is to be addressed, and family members are able to seek support and safety. More work is needed to encourage domestic abuse victims in military families to feel comfortable seeking help without fear of reprisal from the abusive partner.

Menæl healæb ÅÚ¶blemÝ and agglébÝí¶n aléb Ýignif canær aÝݶciaæd ö iæb b¶æb familø and ÝæbingeÚõi¶lence, and there is a higher risk of family violence among military personnel who report symptoms of PTSD. There is evidence that being in the Army is associated with the perpetration of both stranger and family violence, while there is a reduced risk of family violence amongst Naval and RAF Serving personnel. This may well Léfecæ/¶ci¶dem¶gláAhic diffelénceÝ and highelé÷ŶÝi lé æ c¶mbaæ⁄iæaæ¶nÝ bø A límø Åelí/¶nnelÊM¶lé research is needed to understand potential differences in violent behaviour between military personnel in the three Services. In addition, exploration of the complex dynamics of intimate couple relationships in military families is essential to developing interventions and support for each partner and for the couple. Partnership working with expert providers, such as New Dawn, is essential.

# Providing welfare support: how well are identified needs being met by the three Services?

The ÅUnoiyn nf o elfale y AAnled convide de and be contended the Aumed Folice of bir yine yellow if defined a y:

Breaking down stigma in seeking help for worries and concerns that can cause stress calls for strong and ÅÚ¶-acæõe leadeUÝhiÅ bø C¶mmanding Off ceŰf öh¶ need æ be ÅÚ¶acæõe in cléaæng æ be ÚghænõiÚ¶nmenæ to reassure Serving personnel and their families that it is perfectly acceptable to seek help. Given the known barriers to seeking help there needs to be greater pro-active engagement with families throughout the Serving person's military career. The duty of care for Service personnel needs to extend to their families as well.

# **Reviewing the Tri-Service Welfare Policy**

The Tri-Service Welfare Policy sets out key principles while recognising the individuality of each Service. A Joint Welfare System across all three Services which is owned/overseen by the Chief of Defence People ö ¶ï Id enÝï lễ Åalðæ ¶f Ýï ÅŶlæcú¶ÝÝ æ SelbiceÝĒTládiæ¶nal m¶delÝ ¶f ö elfalæ maø n¶æbe fæf¶Ú purpose in future, and a more pr

52 Living in our Shoes: Understanding the needs of UK Armed Forces families

Chapter 9 Small Acts of Kindness: A Pro-Active Approach to Meeting the Needs of Service Families 53

Chapter 9

In the early years of grant funding although projects were required to report on their work, there was no Ýøýæmaæc ö aø f¶Úæbe leaúhing fÚ¶m æbe ÅÚ¶jecæéæ þe diýýeminaæd and beýæÅÚacæce idenæfedÊM¶Úæ recently the aim has been to undertake more systematic evaluations and to disseminate learning. An Outcomes Measur

# Welfare support: medium term

#### **Recommendation 93**

The Armed Forces and the Ministry of Defence to:

- encourage small acts of kindness, including a welcoming committee to engage with families moving into a new area
- promote pro-active support to enhance wellbeing through a family centre/family hub on every military base as the safe 'go to' place for information, group activities, education, co-working hubs, children's activities, informal peer support and professional support programmes, and to encourage community integration

Chapter 10 Recruit the Person and Retain the Family: Strengthening The Armed Forces Covenant

While ö e alle aö alle abaælíaælífacælín leőellí ö iab SFA fi cæaæ, iælí clealíabaæliðing in Ŷ¶líø mainæined property affects relationships, the quality of family life and, ultimately, the quality of the work undertaken by the Serving partner. There needs to be mor

# Armed Forces Covenant: short term

# **Recommendation 107**

The Ministry of Defence, Government Departments in England, and the Devolved Governments to:

• reinvigorate and strengthen the Armed Forces Covenant through legislation to drive recognition

Living In Our Shoes: Understanding the needs of UK Armed Forces families, June 2020

Authors: Janet Walker, Andrew Selous and Gabriela Misca

This summary report and the full report of the review are available at www.gov.uk Hard copies of both reports are available on request from:

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