

# GUARDING ITS GUARDIANS

## How does the nation serve those who serve it?

Expanding engagements and contracting budgets cast doubt on whether Britain is honouring its duty of care to its service personnel, writes Professor Hew Strachan

The military covenant is a term of recent coinage, however old some might believe the obligations behind the term to be. It was identified in 2000 by Army doctrine as part of the moral component of fighting power. This had three elements, the other two being physical and conceptual. Its focus was internal as much as external: it was a means to stress the values and standards of the Army, given the differing backgrounds of recruits, and to stress their responsibilities to uphold those values and the obligation of those in the command chain to sustain them.

The Army Doctrine publication on land operations of 2005 revised the definition of 2000.

At one level the concept was narrowed, focusing on the motivation of the individual soldier, and at another it was widened, speaking of a "mutual obligation between the nation, the Army and each individual soldier". It was this broader definition to which the then Chief of the General Staff, Sir Richard Dannatt, was referring by the autumn of 2006, when he described his fear that the covenant might be broken. The Army's operational

tempo was then particularly high, with simultaneous deployments to Iraq and Afghanistan, in defiance of the expectations set by the 1997-98 Strategic Defence Review. As a result, the meanings attached to the military covenant, when used by the press, have stretched from the need to observe "harmony guidelines" to the speedy provision of up-to-date and sufficient equipment.

### LEGAL STATUS

In France, what Britain calls "the military covenant" is referred to as "*la condition militaire*" and is formally embedded in the *Statut général des militaires*, last revised in 2005. Canada has a "social contract", under which sit most issues that Britain associates with the military covenant, at least insofar as they affect service personnel. The nearest British equivalent to the French statute is the Armed Forces Act, and in May 2011 the government announced its intention to give the covenant legal status within the Act. The implementation of the covenant will be the subject of an annual review. How this will affect the rights of soldiers is not yet clear. Members of the Armed Forces, unlike those in most other occupations in the United Kingdom, have no contract of employment. Their commitment is unconditional, defined by their oath of loyalty to the Queen.

### AIM OF THE COVENANT

The Army defines its objectives in terms of operational effectiveness. This should also be the ultimate aim



“Members of the Armed Forces have no contract of employment. Their commitment is unconditional and is defined by their oath of loyalty to the Queen”

Members of the 1st Battalion The Welsh Guards receive medals for taking part in the Parade through Red Square in Moscow to commemorate the 65th anniversary of Victory in Europe in the Second World War. It is easy for a nation in peacetime to forget the cost of failing to prepare for war

of the military covenant. It should endorse the values that generate fighting power, it should buttress morale, not least by supporting the families and dependants of those who serve, and it should sustain those who have been through the ordeals of warfare.

The welfare of service personnel is therefore a means to an end, but those means also have their own professional requirements – met by doctors, dentists, teachers, social workers, psychologists and many others. Therefore, it is important to distinguish between the chain of command, the practice of which in

peacetime finds its pay-off in wartime, and the provision of welfare and other support to serving personnel, whose ramifications and complexities in the 21st century require skills and specialisms different from those of operational command.

For most of its history, the Royal Navy – and, more recently, the Royal Air Force – have long appreciated that the exercise of command and the professional skills on which the management, maintenance and employment of equipment have depended are not necessarily the same

things. The Army, with its greater reliance on manpower as its core asset, has found it more difficult to see command and skills as separable competences.

The challenge for any professional military organisation is that, over its lifetime, it spends proportionately less time on operations than on other activities, although those activities are themselves devoted principally to training and preparing for operations. This point is true even when the operational tempo is very high, as it has continuously been for the Armed Forces of the United Kingdom since 2003. The personnel policies embraced by a hierarchical and large organisation in peacetime or at home are not necessarily the same as those required by effective leadership and teamwork in war.

HOW IT IS DEFINED

A covenant is a relationship, and in the case of the military covenant three relationships are at play:

- **The covenant between the government and the Army:** the former expects the latter to carry out its duties in defence of the state to the best of its abilities, up to and including the possibility of death in action. In return, the Army expects that its members and their immediate dependants will be cared for and supported.
- **The covenant between the nation and the Army:** the nation should respect, honour and endorse the sacrifices made by the Army on its behalf. In return, the Army has to acknowledge that the development of a free, democratic and liberal society may take society in directions that exhibit different values from its own. In the recent past, this divergence has been expressed in terms of the Army's "right to be different". But, just as service personnel expect civilians to respect military values, so civilians can expect the military to respect civilian values. The Army is called on to fight in defence of those values, not least by respecting the laws of armed conflict and by upholding the norms of its own society in the lands where it is engaged.





Soldiers in partnership with the community: Gurkhas from the Infantry Battle School, Derring Lines, Brecon, helping to secure the Mythe water treatment works from further flooding: the loss of this site left large parts of Gloucestershire without fresh water. The smaller the Army gets, and the more it withdraws into supergarrisons, the less visible it will be to the public

- **The covenant within the command chain:** the Army's original purpose in identifying the military covenant as part of the moral component of fighting power was to reinforce its function within the command chain. Ultimately, soldiers look to the Army Board to defend their interests and rights; its duty to do so is the corollary of power and responsibility. But for most serving personnel their immediate commanders are the pivot of the military covenant. At bottom, the effective delivery of the military covenant in the daily lives of soldiers rests with relatively junior leaders. It is beholden on them to know its provisions, explicit and implicit.

The military covenant is, therefore, a series of rights and obligations: for all parties to it, with rights come obligations. For states that have historically embraced the concept of the citizen soldier, and the idea of the nation in arms, such ideas are familiar: the obligation to defend the nation arose from the rights that the state accorded the citizen. Britain's very limited and short-lived experience of conscription presents it with different challenges: soldiers have, in the past, been more subjects than citizens, and the state has not seen military service in itself as the corollary of the possession of legal or political rights, or vice versa.

**CITIZENSHIP OR CITIZENSHIP-PLUS?**

Many in Britain today aspire not only to surmount this legacy by ensuring that service personnel enjoy the same rights as civilians, but to go even further – to see military service as conferring additional rights. The challenge is to define those rights.

The concerns generated in 2006-07 arose from an awareness that service personnel were having difficulty accessing the facilities provided by the state or otherwise normally available to civilians, particularly in the areas of housing, healthcare and education.

The principal object of the Service Personnel and Command Paper, *The Nation's Commitment: Cross-Government Support to our Armed Forces, their Families and Veterans*, published by the Labour government in July 2008, was to address these deficiencies.

Its "essential starting point is that those who serve must not be disadvantaged by virtue of what they do" (paragraph 1.7).

The Command Paper went on to acknowledge the need sometimes for special treatment.

In some areas – for example, when individuals have been disabled through service or when families have lost spouses, partners or parents – the case is unarguable. In others – for example, in access to dental care for families – inequality is inherent in current arrangements

“Ultimately, soldiers look to the Army Board to defend their interests”

for civilian provision, and the challenges confronted by service families are little different from those faced by other families.

The safe rubric is the need to enable service personnel to enjoy "equality of opportunity". At the moment, the Army enjoys massive public support, a direct result of the current operational tempo of the Army and of the casualties caused by war. However, it is worth observing that, even during the Cold War, when the demands of military service were less intense, the esteem in which the public held the Armed Forces was higher than that for most, if not all, other professions.

The current government has recognised the need to develop the work of the Command Paper to remove disadvantage, and has also committed to a range of further measures designed to give effect to the covenant. But whatever privileges are put in place now, when public and political support for the Armed Forces is high, must be defensible when their public profile declines, as it surely will, not least when the operational tempo declines. They must, therefore, be robust. ■



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# THE ARMY'S LIFESTYLE OFFER

As people become more informed and aspirational, the Army must strive to adapt and to attract and keep the people it needs if it is to remain capable in a changing world

*A soldier returned safely from Afghanistan heads home with his family. Soldiers from B (Rorke's Drift) Company, the 2nd Battalion The Royal Welsh arrived back from Afghanistan to their base in Tidworth, Wiltshire, on 24 February 2011. The stress of frequent operational tours puts a great strain on service family life*

In preparation for the Strategic Defence and Security Review (SDSR) the Army took a fresh look at the lifestyle offer it makes against the question "how do we man an all volunteer force now and in the future?" The principles that the resultant Army Living Strategy established, and that were endorsed by ECAB, are based on the "big idea" that the Army will attract and retain quality people by offering them the opportunity to exercise genuine choice about the way they live.

This lifestyle offer is set in the context of a changing society, which includes a rising number of people living in non-standard relationships and people getting married later; greater individual wealth and therefore greater personal expectations; two-income households increasingly becoming the norm, both to satisfy spouses' desire to work and to get on the housing ladder; and less acceptance of a one-size-fits-all lifestyle – people are more educated and better informed.

The strategy recognised that, if the Army is to attract and retain the right quality of people it must deliver a spectrum of living choices. These must enable the Army to deliver operational effect but must also

balance the needs of the Army with those of its people, acknowledging that individual aspirations change over time depending on age, career stage and family.

Underpinning this lifestyle offer are three distinct principles. The first is group cohesion, which is the basic foundation for operational effectiveness. It is generated by people working and training together, underpinned by strong leadership and an equally strong ethos based on clearly understood core values. In seeking to form, or enhance, group cohesion it was clear that societal change was unstoppable and that the Army should not just accept it but "embrace the society from which [the Army] is drawn". The Army therefore restated its policy on accompanied service, but updated it to recognise that the Army "supports families living together"; location and type of accommodation (private or defence) is immaterial, but sufficient quality and quantity of service accommodation (SFA) must be retained to offer genuine choice. Furthermore, the need to manage an inevitable continuing element of unaccompanied service was accepted as a reality. Underpinning the support to families is an enduring need for guaranteed access to

affordable accommodation. While the defence element need not necessarily be based on the current delivery model, a significant proportion of the Army will always be below the average UK home ownership age (34) or based in locations where ownership is simply not feasible. These people will therefore require support.

**OFFERING CHOICE**

The second principle was to deliver individual choice to attract and retain quality people – better balancing the needs of the Army with those of the individual. The most fundamental choices people make are their type of relationship and their choice of accommodation. The Army Board accepted that the Army should “endeavour to recognise non-standard relationships in preparation for any future change in the MoD’s position”. This recognises that a significant proportion of serving personnel are already in non-standard relationships. ECAB also said that there must be a fair choice between living in defence or private accommodation. While there is much work to be done in this area, it was recognised that policy should come to take into consideration how to balance better the cost to the individual of defence and private accommodation and thereby enable more home ownership. Within this was a recognition that the Army should move from “expecting” people to live in SFA to supporting choice without prejudicing accompanied service. Many implications fall out from increasing individual choice, but the key is to ensure people are able to make informed decisions. The Army must therefore prepare and encourage its people, through appropriate education and training, to make decisions and to accept the additional responsibility this implies.

**MOVING ON MOBILITY**

The third principle was personnel mobility – the Army will continue to have to move people, but the Board accepted that, currently, people move too often and agreed the Army must make a conceptual change from supporting mobility and penalising stability to supporting stability and compensating for mobility. This

is significant, supported by the direction that a minimum of three years between location change should be the norm and the recognition that the Army should support stability by encouraging families to settle in places from which they can work and live long term. Basing is the key enabler and the Army Board directed that future basing plans should review the effect on individual movement, looking for ways to cluster by cap badge, regiment or function in contrast to formation coherence.

**“The Army must make a conceptual change from supporting mobility and penalising stability to supporting stability and compensating for mobility”**

Many of the key components of the lifestyle offer are tri-service, so gaining agreement across defence is critical. The most significant change for defence personnel is likely to be felt as a result of the new employment model and specifically two projects within this: “manpower utilisation”, which will tackle the mobility/stability issue; and “living and accommodation” which will consider a future accommodation model. The living strategy continues to provide the endorsed Army line – these principles, which have survived the Defence Review, continue to prove their worth as they are used to influence and inform the development of Army policy in areas such as welfare, super garrisons and basing.

The lifestyle offer will continue to evolve based on the principles established in the living strategy. Current budgetary pressure makes implementation more challenging, but a volunteer Army must attract and retain quality people if it is to continue to be a capable fighting force. Therefore, an attractive lifestyle supported by genuine choice is a wholly appropriate aspiration for Army personnel and families – and the lifestyle offer must thus deliver this. ■

Modern Service Family Accommodation (SFA) at Blandford Camp in Dorset



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# A MODERN VISION FOR MILITARY EMPLOYMENT

Altered expectations, and the need to reduce financial risk, are driving the creation of a new employment model for the Armed Services, writes Lt Col Kingsley Donaldson, RTR

A former Royal Scots soldier is offered a choice of meals by a sergeant and private attached to 1 Scots. Human-resources strategy needs to be underpinned by support for veterans

*"Those who have witnessed my interventions in the Strategic Defence and Security Review process and my previous commands will confirm that I believe that our people and their families are the most important element of capability. Recognising this in our decision-making is very important to me. This is especially so at a time of war"*

Chief of Defence Staff<sup>1</sup>



Pre-SDSR work identified that the current model within which we in the Army and the other Services are all employed is not sustainable in the future. The main reason for this is the current model's inability to meet the expectations of soldiers and their families with regard to how they live their lives. For example, an increasingly large number of soldiers and families want to remain stable in one location, as this provides access to second incomes, makes it easier to establish relationships, and provides continuity for childrens' education. This mismatch in soldiers' expectations was evident prior to the recession, as the Army was experiencing higher than average levels of voluntary outflow. The other driver to change is the need to reduce financial risk in the personnel area.

Defence has, therefore, developed a vision of where it needs to be in respect of its personnel strategy in 2020, based upon several principles designed to support our people in the way they live their lives and pursue their careers. This change will require simple and robust terms and conditions of service that enable flexible career options and a Whole Force approach to manning the Armed Forces, combined with simplified and harmonised human resource policies and services that focus on support to the individual and to Defence. This approach needs: (a) to be matched with a fair deal on pay and pensions that supports personal choice and the needs of Defence; and (b) to be underpinned by more closely integrated welfare support and access to public services for personnel, families and veterans that draw upon services provided not only by the Ministry of Defence (MoD), but also by the wider public sector and the third sector. These changes will result in reduced dependency on complex, costly allowances and subsidised accommodation.

## THE NEW EMPLOYMENT MODEL

The New Employment Model, or NEM, is currently being developed as a Tri-Service model that will determine how we will employ people in the future. The model is being created along a set of guidelines that provide a picture of what it might look like. The NEM vision is "an employment model that delivers the required 'people component' of Operational Capability, that is affordable,



Range practice at the Army Training Regiment Pirbright. The New Training Model must support cost-effective training and education

and that balances the aspirations of Service Personnel with the demands that Service makes of them”.

The guidelines are designed to provide an effective, fair, affordable, competitive and appropriately targeted pay and allowances structure that supports the recruiting and retention requirements of the Armed Forces and also supports rank and career structures. The NEM should recognise that lifestyles change, that married and unmarried personnel should receive fairness in treatment, with appropriate arrangements for those who are living in recognised stable partnerships and those who have caring responsibilities. It must take account of changing lifestyle expectations – both Service and individual – throughout a career by driving down the number of relocations. It should allow the Services to manage better their size and shape across the rank structure, underpinned by appropriate manning levers linked to several discrete engagement lengths and types.

To achieve these goals, the NEM will need to be underpinned by simple and robust Terms and Conditions of Service, supported by the Joint Personnel Administration (JPA). It should adopt simplified, flexible and harmonised Service Personnel administration policies and services, delivered through the JPA system, that support Defence, Service and individual needs and spread good practice among the Services, retaining single Service tolerable variation only where essential.

It is important that the NEM is constructed in such a way that it supports an Armed Forces Covenant. The Covenant seeks to ensure that members of the Armed Forces – including reservists, veterans and their families – are treated fairly, valued and respected, both during and after their service; that they are not disadvantaged as a result of military service; and that they receive special treatment when injured or bereaved in exchange for the sacrifices that they are expected to make for the nation.

If it can be successfully developed, the NEM should provide an employment framework that aids and increases resilience and reduces dependency. This framework will facilitate career, talent and performance management at all levels in the Services. It should support Operational Capability and manage the individual abilities of Service personnel to best effect, while achieving value for money. It should also recognise an individual's realistic rank ceiling, and the need to find other ways of providing for retention, where necessary. To do this, it must also support the cost-effective delivery of targeted training and education, that provides the necessary development opportunities to ensure personnel remain the strategic edge in delivering Operational Capability.

**IMPLEMENTATION**

Development of the NEM will involve a programmed approach, with five supporting projects responsible for determining how the NEM guidelines might be achieved. These are:

- Manpower Utilisation and Terms of Service – develop and propose costed options for a manpower utilisation (Terms of Service<sup>2</sup>) model that provides sufficient and capable personnel to support current and future OC while recognising the affordability issues this can present;
- Financial and Non-Financial Conditions of Service – propose an affordable, competitive, yet effective, fair and appropriately targeted financial and non-financial conditions of service package for Armed Forces personnel;
- Future Accommodation – develop a different approach to the provision of accommodation that will better meet future needs for affordable and good-quality accommodation, during and after Service, and which supports the delivery of OC;
- Training and Education – propose how training and education can be configured best to support the provision of sufficient, capable and motivated personnel under the NEM, in particular taking account changes to career structures, more stability and the need to enable people as our strategic edge;
- NEM Delivery – develop and propose costed options for the administrative changes required to deliver NEM. Once all five projects have reported, the NEM

Programme Office will compile a final report proposing the costed NEM. Following modelling and testing, the NEM will be presented to the Defence Board for endorsement; implementation will follow in three phases.

Through the NEM, it is hoped that Defence will remain an attractive employer that can offer young people the

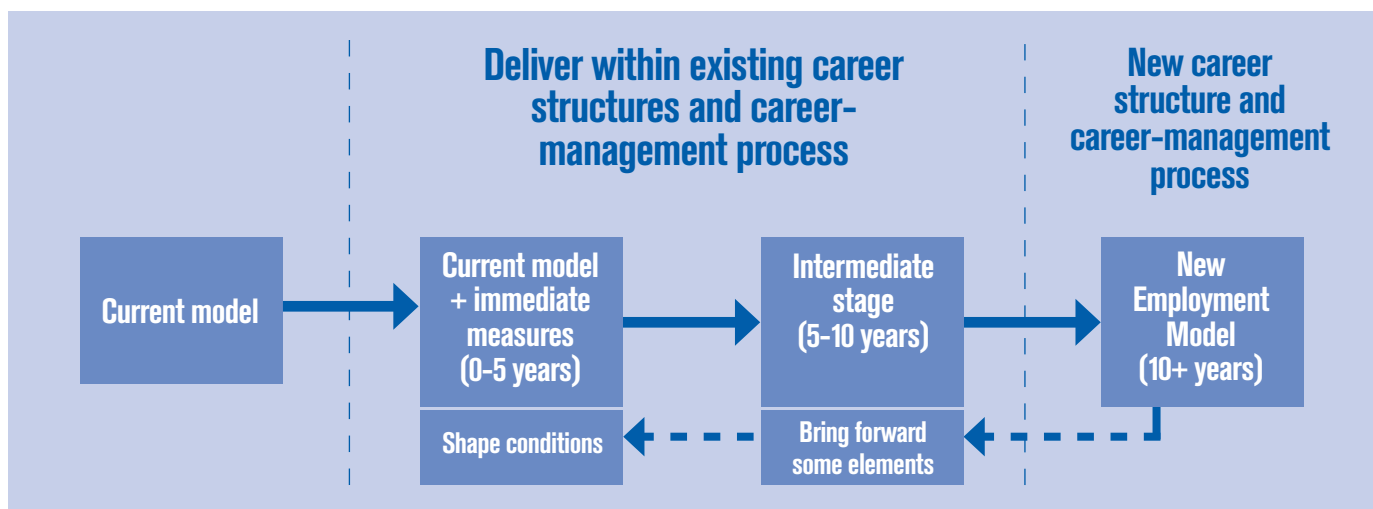
**“The NEM should provide an employment framework that aids and increases resilience and reduces dependency”**

adventure, excitement and early responsibility that other employers find difficult to match. A major aspect of the NEM is valuing and respecting our people to the extent of offering them genuine, but realistic, choice about the way they live their lives and pursue their careers.

The NEM seeks to maximise stability for Service Personnel and their families by meeting, where possible, individual career aspirations and lifestyle choices; but it also recognises the unique nature of military life and the need to put the Service requirements first. Having fewer, but larger, concentrations of units, or ‘Defence Communities’, will be at the heart of realising this aim.

Additional benefits will be realised by basing ourselves where people wish to live – locations that more closely reflect the areas from which we recruit and that offer greatest choice on matters such as where and how to live, spousal employment and establishing a foothold in the property market. The majority of soldiers will enjoy greater stability and benefit from a package of conditions that support stability, allowing greater choice in how they live their lives, while those who are required to move will be appropriately compensated for that movement. ■

1. A message to staff by General Sir David Richards on assuming the appointment as Chief of Defence Staff, 20 Oct 10.  
 2. Terms of Service are the rules and regulations that govern careers, detailing commissions, engagements and matters such as promotion and assignments. Conditions of Service are the financial conditions, such as pay, pensions and allowances, and non-financial conditions, such as leave, accommodation standards, quality of catering and levels of harmony that SP receive or experience during their service.

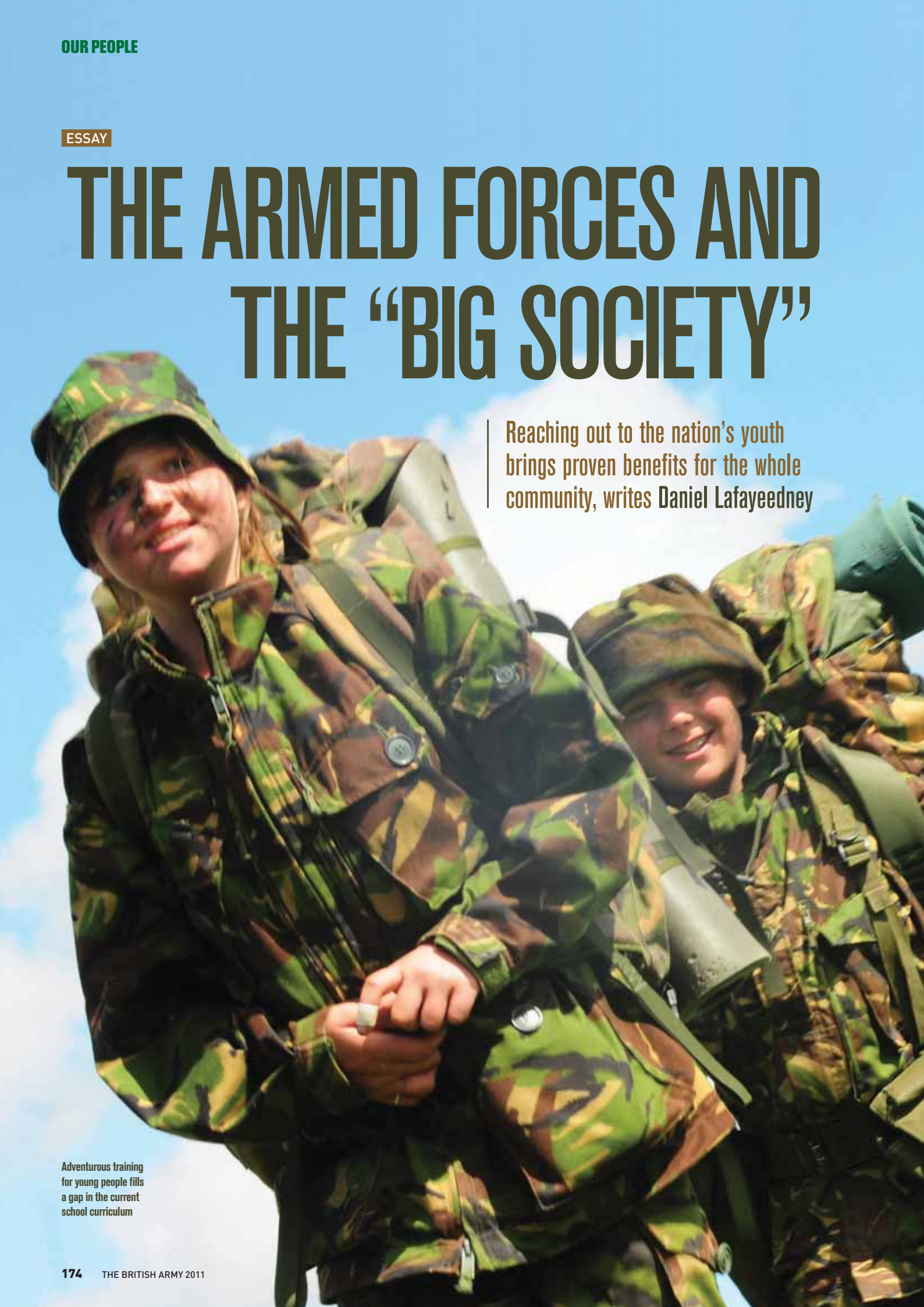


ESSAY

# THE ARMED FORCES AND THE “BIG SOCIETY”

Reaching out to the nation's youth brings proven benefits for the whole community, writes Daniel Lafayeedney

Adventurous training for young people fills a gap in the current school curriculum



**A** healthy society is as important to national security as a healthy economy. Equally, as the Army and the other Services ultimately draw both their legitimacy and their strength from society, the Army has a particular interest, too, in contributing to a healthy society in the UK. But the issue goes further than that. On the one hand the Army must reflect society, it must take account of the changes in society and it must adapt its procedures, training and education processes so that it can produce the soldiers and officers it needs from the human material it recruits. On the other hand, it is the very task of turning this human material into first-class soldiers – which, for at least the last couple of centuries, has been the hallmark of the British Army – that has given the Army something unique that it can now contribute to building a healthier society in the UK.

The Armed Forces have one of the most comprehensive and effective education programmes in the country. This not only delivers civilian qualifications, both academic and practical, in the form of apprenticeships; it also instils qualities in the individual that make him or her a better member of society, as well as a more fulfilled person: discipline, a sense of purpose and responsibility, a sense of belonging, of identity, of family; self-respect and respect of peers; a willingness to learn and a desire to improve oneself.

The fact is that the Armed Forces, more than any other organisation in the UK, have truly found methods of

improving and educating all young people which apply – and appeal – equally to those who have not been inspired by conventional schooling as to those who have. These educational activities are easily accessible, enjoyable and exciting. It is through their Youth Engagement programmes that the Forces extend the benefits of these educational and personal development programmes to young people in civilian society across the whole country.

What makes the Youth Engagement programmes unique is that they are proven to work well with all socio-economic classes of society, all levels of individual intelligence and capability, and with young people of all ethnic and cultural backgrounds. They utilise particular skills in which military personnel are very strong and which are especially appropriate for engaging with and educating young people

The programmes have been most visibly and dramatically successful in dealing with vulnerable, alienated and disaffected youth. The military approach actively challenges passivity and negative attitudes, and the trained and experienced military instructors provide excellent role models.

#### YOUTH ENGAGEMENT AND CADET FORCES

The Youth Engagement programmes are one of the manifestations of the Armed Forces' successful implementation of the DCSF programme Every Child Matters. Cadet Forces are the mainstay of the Armed Forces' Youth Engagement at secondary-school level. Cadet organisations are true youth movements run by civilian volunteers. They are not part of the Armed Forces.

**“The Armed Forces have one of the most comprehensive and effective education programmes in the country”**

Youth Engagement programmes are not, and must never be seen as, militarising young people or glamorising war. However, the thing which sets apart Youth Engagement – including Cadet Forces – from other national youth movements, what makes them so attractive to young people – and which makes their contribution to education and society-building so effective – is, precisely, their military roots. These include: formal discipline; shooting and field craft; regular training sessions and annual camp; and the inculcation of the Armed Forces' values and standards.

The Scouts, Outward Bound, Duke of Edinburgh's Award and the many other worthy youth organisations also make correspondingly valuable contributions to the education of young people, supplementing their formal schooling. Many such established organisations cover some of the same ground, albeit in different ways and with very different styles – Cadet Forces will not suit everyone. There is immense value in this diversity, as



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What makes military youth engagement programmes unique is that they work well with all socio-economic classes of society, with all levels of intelligence and ability, and with young people of all ethnic and cultural backgrounds

there is in the fact that these activities, Cadets included, are all voluntary. The different styles appeal to different individual needs and tastes.

From a teacher's perspective, the benefit to mainstream education in the UK of Cadet Forces and other Youth Engagement projects is that they make a special and unique contribution to the broader education of young people, as listed below. The relative importance of each point will vary according to the needs of each child:

- They develop leadership ability, and provide a lot of opportunity to do so;
- They involve teamwork and encourage teambuilding and pride in the team, which spills over benignly into the wider school educational process;
- They provide physical and mental challenges, 'stretching' young people in a way that schools cannot often otherwise do. They teach children how to tackle problems, how to keep themselves physically and mentally fit, and why it is important to do so;
- They provide opportunities to do things that young people would otherwise not get the opportunity to do, eg camps, adventure training, shooting, flying days and ship days;
- They instil life skills: interpersonal skills, map reading, first aid, survival skills;
- They develop self-reliance and personal and collective responsibility in the young, instilling the appropriate respect for safety procedures etc.

## “ Cadets in Greater Manchester have achieved an 80 per cent improvement on their projected academic results ”

- They instil a sense of self-discipline, teach the value of discipline and provide positive experience of the value of discipline, as well as giving young people a sense of belonging and pride in themselves and their appearance;
- Participation in a Youth Engagement programme has been proven to boost academic attainment;
- They promote a sense of community, a broad understanding of civic society and its worth, including an appreciation of the role of the Armed Forces.

In short, these organisations are valued because they add an important dimension that the current school curriculum does not cover – and which is recognised as being increasingly important for job hunting and success in one's career.

There are several excellent, highly successful examples of Cadet Forces being developed recently in Academies and Comprehensive Schools, which adds a vital dimension to the evaluation of CCFs traditionally





Youth engagement programmes have been most dramatically successful in dealing with vulnerable, alienated and disaffected youth

established in public schools. Cadets in the ACF in Our Lady's RC School in Royton, Greater Manchester have achieved an 80 per cent improvement on their projected academic results, which equates to five GCSE passes at grade C or higher.

The particular added value of an ACF, and the Royal Navy or Royal Air Force equivalents, is precisely because they draw young people from a wide social and economic background in a given geographic area. A CCF established in a Comprehensive School or Academy with a similarly broad catchment would play an equally valuable role in social integration.

**PARTNERSHIP IN YOUTH ENGAGEMENT PROJECTS**

In recent years the Armed Forces have taken the lead in developing Youth Engagement projects in partnership with schools, local authorities, police forces and NGOs. These projects have demonstrated that the Armed Forces can make a significant contribution both to solving the problem of gangs and drug-related gang violence among inner city youth, and to countering radicalisation to violent extremism amongst at-risk young people in certain ethnic communities. The cost benefit to the state of preventing bad behaviour is difficult to quantify – but its value is self-evident.

Midlothian Police, faced with a serious problem of disaffected youth, recognised that the military has a natural ability to reach out and engage with young people in a way the police cannot. They consequently

**“The military has a natural ability to engage with young people”**



commissioned the Army to work with them to develop a programme to bring these alienated young people back into society. This successful programme is being funded by the Scottish Government.

The Army's Burnley project, which was pioneered by 42 (North West) Brigade and described in the previous edition of this journal, is a good example in England. Now developing from this project are grassroots initiatives such as TWISTER (Teenagers Working in Society to Earn Respect). This is a peer-

**“There is significant social value in the leadership education which civilian instructors receive by virtue of their participation”**

led youth group devoted to improving themselves by contributing to society – although the Army does tactfully supervise their activities!

The Armed Forces have also been most successful in reaching out to Britain's ethnic communities where some young people are at risk of radicalisation to violent extremism. The Active Change Foundation, which was set up by concerned elders of the Muslim communities in Waltham Forest after the 7/7 London bombings, is a good example. Plans are under way to extend this model to other communities around the country.

**THE MILITARY'S ROLE IN CIVILIAN LIFE-LONG EDUCATION**

Although the focus is normally on the value to the Cadet or to the young participant in other Youth Engagement programmes, there is also significant social value in the leadership education which civilian instructors receive by virtue of their participation. This is recognised by large companies (eg Asda and Rolls Royce) who identified that this experience adds value to their workforce. The Cadet Vocational Qualification Organisation provides Cadets and adult volunteers with valuable qualifications in the form of BTEC education certificates.

Two other elements of the Armed Forces' education programmes are crucial to this link with society – the University Officer Training Corps and the Territorial Army, which provide a far wider footprint of influence than that currently enjoyed by the regular military. These complement Youth Engagement programmes, extending the benefits into tertiary education and into the workplace.

**THE CURRENT CHALLENGE TO YOUTH ENGAGEMENT PROGRAMMES**

With Cadet organisations, especially in schools in the state sector, it is getting more difficult to find competent and experienced adults with an ethos of public service who are prepared to volunteer their time over the extended period that is needed. Rejuvenating and maintaining the enthusiasm of the cadre of instructors of both ACF and CCF is now a major challenge.

A further problem is the huge increase in regulations, paperwork and bureaucracy in recent years. It is now becoming an unendurable burden for some Cadet Forces.

Military Youth Engagement programmes are highly cost-effective because they rely on partnering, on a great deal of volunteer support and on using existing military resources where available. But as the Armed Forces become more and more stretched for resources, Youth Engagement naturally suffers. This is particularly evident in Cadet Forces, where the quality of a Cadet contingent is in directly proportion to the support it receives – especially the quality of instructors.

**CONCLUSIONS**

The Armed Forces' Youth Engagement programmes have proven that they can make a unique and extremely valuable contribution to improving educational standards and to building a more positive ethos in UK society – to help repair "Broken Britain" and build the "Big Society". These programmes could be developed, expanded and made more widely available, especially in state-sector schools and in communities where their impact is most needed.

This could be done quickly, within existing budgets and without too much effort, providing that a degree of cross-departmental collaboration can be achieved. The requirements for this would be as follows:

- Youth Engagement needs to be formally identified by the MoD as a "Military Task" for the Armed Forces. If it is not, it might well become a victim of Defence Budget cuts as, at the moment, the Forces are not obliged to do this work. Armed Forces Youth Engagement (including Cadet Forces) needs to become a higher priority for the allocation of resources and the provision of qualified personnel;
- Greater and more imaginative use of reserve and retired officers and NCOs and those not fit for active duty should enable this to be done within current military budgets;
- Removing the stultifying layer of bureaucracy and regulation is essential;
- The excessive regulatory and bureaucratic processes that were imposed on schools under the previous government absorb a considerable amount of teachers' time and school budgets; while excessive military bureaucracy is a burden on the Cadet organisations. Their removal would free up considerable resources of time and money which could then be reallocated to Youth Engagement programmes;
- Facilitating direct sponsorship by external organisations would make it easier for Youth Engagement to partner with schools, the third and private sectors, and to seek sponsorship under corporate social responsibility programmes, National Lottery grants, EU funding etc;
- The authority given to the proposed new Academies will enable them to raise funding for Youth Engagement programmes and to make desirable changes to the school curriculum, enabling them to develop a Cadet organisation;
- This will show the way for wider development of Youth Engagement projects;
- The proven value of Youth Engagement programmes to social integration, the prevention of violent extremism and of all levels of anti-social behaviour should enable more funding to be sought from other government departments, in recognition that these activities contribute to their core programmes. ■

## CADET FORCES

There are two kinds of Cadet Force: single service, such as the Army Cadet Force (ACF), and the Combined Cadet Force (CCF). Both are separate from the MoD, but sponsored by it. Cadets and their officers are not part of the Armed Forces, are not liable for any military service, and there is no pressure on Cadets to consider joining the Armed Forces. The total strength of Cadet Forces across the UK is approximately 150,000.

The ACF (along with its RN and RAF counterparts) is community-based, serving a geographical region, although there are few 'closed' ACFs being set up in schools and Academies where membership is restricted to pupils of the school. CCFs are set up within a school as a partnership between the school and the MoD.

Although Cadet Forces are not part of the Armed Forces, they are important to the Armed Forces in that they represent a very important link between Armed Forces and society (as do the Territorial Army and University Officer Training Corps). This has become increasingly important as the visibility of the Armed Forces in society has diminished over the past 20 years.

## THE ARMY'S VALUES AND STANDARDS

The Armed Services need all of their members to display high standards of behaviour at all times. These are encapsulated in "Military Values and Standards". It is the universal applicability of these values and standards that make the Cadet Forces attractive not only to traditional UK society, but also to many UK ethnic immigrant communities.

## VALUES

"Values" guide and develop servicemen and women to becoming the kind of people they should be.

- Selfless commitment: putting the team before self;
- Courage: doing and saying the right thing, even when it is not popular or safe;
- Discipline: self-control, making difficult choices, doing your job without being ordered or supervised;
- Integrity: being honest with yourself and others;
- Loyalty: supporting teammates – but not at the expense of integrity or moral courage;
- Respect: for others, judging people by their abilities without showing prejudice; treating people decently

## STANDARDS

"Standards" explain how servicemen and women should behave.

- Lawful: obedience to the law at all times;
- Appropriate behaviour: not causing offence, maintaining a high standard of social behaviour, especially in their relationships with others;
- Professionalism: maintenance of high personal standards, both on and off duty.





# SKILLS FOR LIFE: THE ARMY CADET FORCE AT THE PHOENIX SCHOOL

| Army training gives students a chance to develop beyond the usual educational environment

Above: Commander 49(E) Brigade, Brigadier Jim Richardson (centre), with cadets and staff

The Phoenix School in Grantham is a Community Special School for children aged 11 to 16 years who have special educational needs in behaviour and emotional and social development. Currently, there are 59 youngsters enrolled at the school.

With the support of 49 (E) Brigade and East Midlands Reserve Forces and Cadets Association, Lincolnshire ACF established a Closed Detachment for pupils at the school, which was opened on 3 December 2008 with six cadets.

Today, the detachment regularly parades six to eight cadets of varying abilities – about 10 per cent of the school population. The ACF Syllabus allows the students to achieve personally in a way that is different from that of a

formal school environment, helping them to develop qualities of self-discipline, endurance, resourcefulness, self-reliance, leadership, responsibility and a sense of public service through activities that are safe, fun and educational. The presence of the detachment has also helped with independent learning.

The detachment and school have forged links with 5 Training Regt RLC. This has allowed the school to use some of the regiment's special facilities – the driver training area for the school motorbike safety scheme, the obstacle course and gymnasium, and the radio-training wing. Being a closed detachment in a school whose students have to leave at 16 has not been a restricting factor. Some cadets have joined a

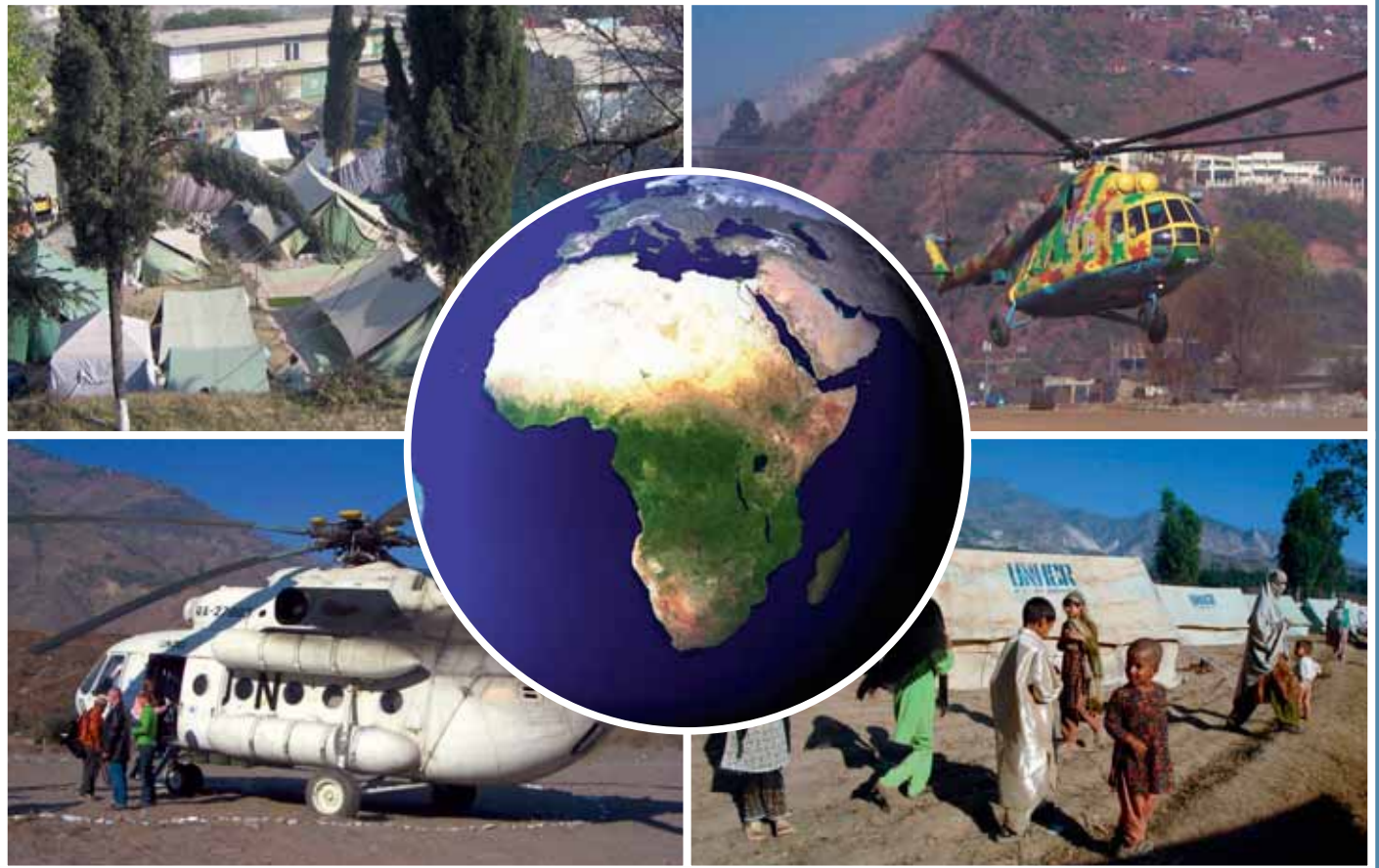
cadet detachment close to their home on leaving school.

The detachment has raised awareness within the county of the advantages for Cadet Force staff to be trained in how to deal with children with emotional and behavioural difficulties. This lesson has now been reflected in Lincolnshire ACF's adult training programme (ie safeguarding children and internet safety).

The financial cost of the detachment to both the school and Lincolnshire ACF has been minimal, but the gains have been enormous. Not only have the students benefited individually from their experiences, but the detachment demonstrates how valuable the Army's training and educational processes can be in helping those with special needs. ■

# DILIGENCE

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# THE ARMY'S FIRM BASE

The military and civil society are working together to care for soldiers, veterans and their families in an approach that has brought benefits to the wider community

The Army has been taking great strides forward in the past two years, working with a wide range of organisations outside the MoD to achieve benefits for serving personnel, for their families and dependents, and for veterans. The spur to this has been the government's Service Personnel Command Paper backed up by the Adjutant General's Firm Base policy, which sets the agenda for the Army's Regional Forces.

It is the Army's Regional Forces organisation in the UK that is tasked with ensuring the Army is properly sustained and can prepare, deploy and conduct successful operations. The Firm Base concept (see diagram, p136) outlines the approach by which it does this. Far reaching in its scope, it recognises that success is not just about the nuts and bolts of soldiering, but is also about ensuring public support and maintaining the general well-being and peace of mind of soldiers so they can concentrate on the job in hand. This means looking after not only serving personnel, but also their families, dependants and veterans – in other words, the wider defence community.

A large component of the Firm Base strategy does not fall either to defence or to society alone to deliver.

Success can best be achieved by forging effective partnerships with agencies and organisations that have statutory or moral obligations to deliver support to the defence community. Regional brigades, such as 145 (South) Brigade, covering Oxfordshire, Hampshire, Berkshire and Buckinghamshire, have used this approach to work with local authorities, agencies and

**“It is the Army's Regional Forces organisation in the UK that is tasked with ensuring the Army is properly sustained”**

other organisations, and has already seen the defence community receive a whole variety of tangible benefits and improvements in support.

145 Brigade, for example, works with organisations such as Hampshire County Council, Oxfordshire County Council, NHS Hampshire, NHS Oxfordshire, district and borough councils, the voluntary sector and charitable bodies across the brigade area. By drawing together a wide range of agencies that provide statutory and additional services to society, the Brigade has been able to raise the unique needs of the defence community and highlight areas that need to be addressed.

## CIVILIAN-MILITARY PARTNERSHIPS

The agenda for work is drawn from the Service Personnel Command Paper of July 2008, along with a mechanism for identifying needs in the brigade area. This has enabled all the parties involved to explore opportunities for partnership, working in a way that enables organisations to meet their obligations and aims, but crucially delivers benefits, not only to the defence community but also to wider society. The result has been the formation of a series of Civilian Military Partnerships (CMPs). These are multi-agency working groups formed with key organisations, normally in a geographic area such as a county. They meet regularly and work through an action plan that produces benefits for all.

Corporal Malcolm Pitch with Jeffrey Barcan and Sydney Barnett at Southend-on-sea Jewish Community Centre, during a ceremony to present veterans with awards in recognition of their service





“There is also a focus on veterans – a group where there is particular concern for well-being and health outcomes”

Within 145 (South) Brigade's Firm Base branch, five key themes have been identified for development and form the basis for the work undertaken. These marry well into the needs of local government, thus giving an added incentive for organisations to work with the Army – they too can see the mutual benefits:

- Health and well-being
- Education, children and young people
- Environment and infrastructure
- Economy and skills
- Safer and stronger communities

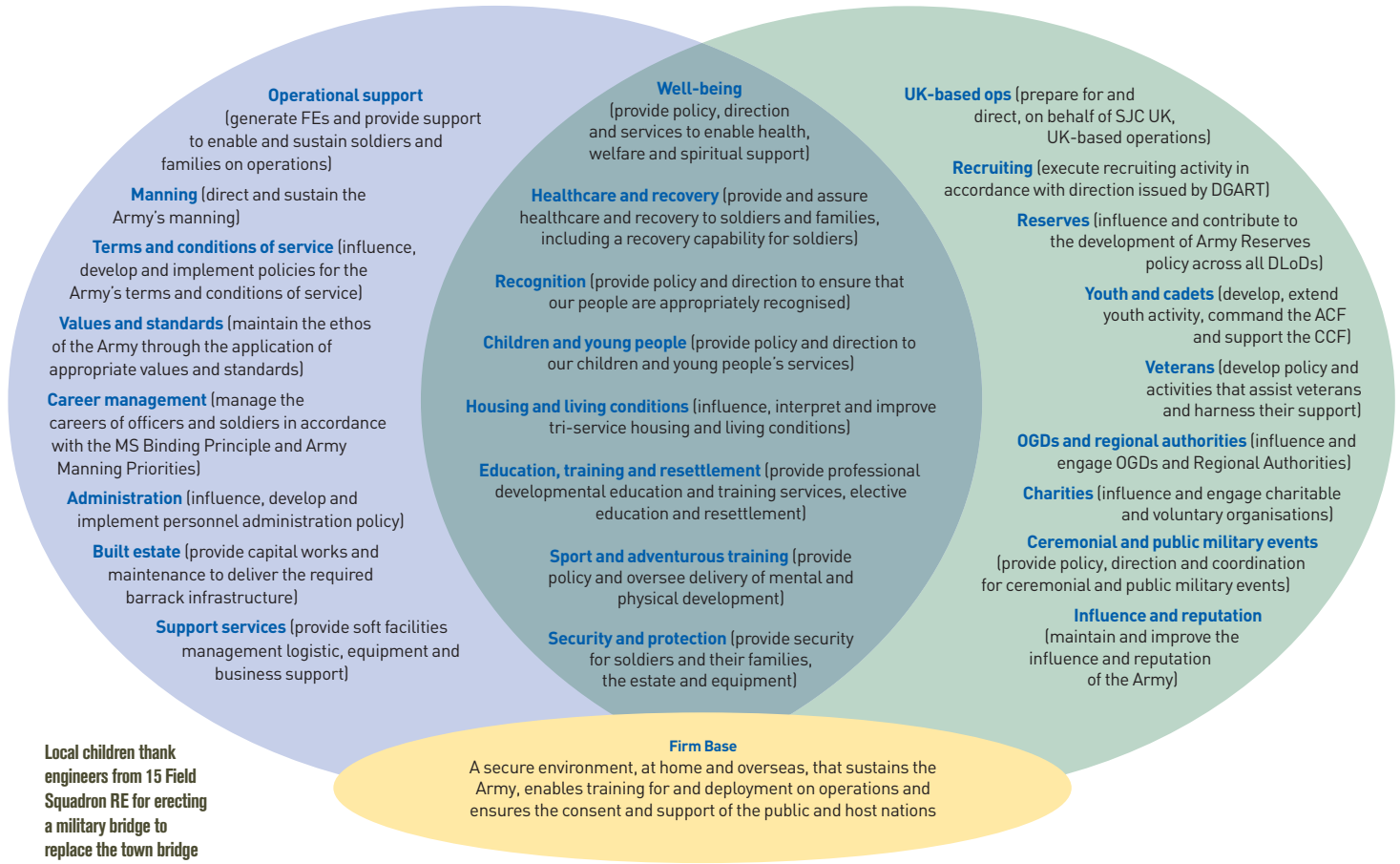
#### CROSS-SERVICE REPRESENTATION

While this is an Army-focused approach, the Regional Brigade has made great efforts to ensure that all three services are represented in the CMPs. Civilian organisations do not make distinctions between Army, Royal Navy and Royal Air Force – they are there to provide services to all the armed services equally.

The benefits are many. For example, the Regional Brigade has received generous donations from Oxfordshire County Council for use in the garrisons, stations and RAF bases in Oxfordshire. This money has been used to provide multi-use games areas, improve play facilities and establish learning centres and internet cafes – which both military and civilian communities can use. With Oxfordshire County Council money, projects are now in hand to work with businesses to improve the employment opportunities for wounded, injured and sick service personnel in the county. Thus, the money is used to mutual benefit, as improving facilities, developing community integration, addressing levels of childhood

Hounslow TA soldier, Private Ranvir Singh, 26, left, with Nauraj Singh, Sikh Temple Committee Youth Project Officer from Haverlock Road Temple, Southall. Private Singh has been instrumental in building links between the Army and the Sikh community

# THE FIRM BASE



Local children thank engineers from 15 Field Squadron RE for erecting a military bridge to replace the town bridge washed away by floods in Workington, Cumbria





The Army and Hampshire County Council are working together on the Welfare Pathway Pilot, which aims to provide support for veterans

**“The civilian partners are very much aware of the advantages that the defence community brings to them”**

obesity and securing a skilled workforce are all in themselves core objectives of the council.

By working with the NHS in Oxfordshire, the Regional Brigade has been able to remove issues of access to GPs and dentists for families of serving personnel. Dental services have been extended in some areas to address a shortfall, the referral process for primary care services to NHS services has been made easier, and service providers now know they may receive such referrals. Health-based partnerships are now established in Oxfordshire and Hampshire to address further needs.

There is also a focus on veterans – a group where there is particular concern for well-being and health outcomes. The Regional Brigade has worked closely with the county councils to ensure that veterans are aware of and can access the wide range of charitable organisations that can offer support. The flagship project to achieve this is the Welfare Pathway Pilot in Hampshire.

The Welfare Pathway is an MoD initiative aimed at providing a safety net for veterans who, having tried other sources, are unable to resolve their problems. Veterans are not necessarily elderly. They may be

younger people who have completed their training and been deployed on operations. These veterans' needs will differ from those of the elderly, and the Army continues to work with the authorities to ensure that their unique requirements are met.

Still at the pilot stage, the Welfare Pathway is delivered via Hampshire County Council's contact centre. The staff will first endeavour to resolve a difficulty themselves, then, if they are not able to deal with it within their own resources, they will refer the problem on to the appropriate organisation.

There are numerous other examples of benefits that the Civil Military Partnerships have delivered, moreover the benefits are not only one way. The civilian partners are very much aware of the advantages that the defence community brings to them, be these through local investment and spending, work-related skills (of either dependants or service leavers), involvement in local voluntary activities or even through something as simple as the sharing of information to help with planning. It is the mutual benefit they bring, along with a genuine desire to help "their" local Armed Forces, that makes these partnerships so dynamic and robust.

This approach to the delivery of the Firm Base is a clear example of "localisation". That is, the local authorities actively addressing the needs of their local Armed Forces personnel. It is also an excellent example of joined-up government at the local level – multiple agencies, working together to achieve specific aims, all able to pool resources, work towards common aims and improve the quality of life for all those serving their country in the defence community. ■