

Wiltshire Council

Cabinet

14 June 2016

Subject: Military Civilian Integration Update Report

Cabinet Member: Cllr Baroness Scott of Bybrook OBE – Leader of Council

Key Decision: No

Executive Summary

This report provides Cabinet with an update of the Military Civilian Integration (MCI) Partnership's work and seeks Cabinet's continued support for the partnership and its programme of work. This is a periodic update report, the last having been made to Cabinet in October 2013. A number of government announcements and significant progress on particular MOD projects now warrant a further update to Cabinet.

This report highlights key aspects of the ongoing work and explains how Wiltshire Council is working together with MOD (particularly SW Region Brigade, the Defence Infrastructure Organisation - DIO) and partners in bringing forward the Partnership's workstreams. The aims of the MCI Partnership, which is a key element in the Council's Business Plan and this report demonstrates how, through the partnership, the goals of the MCI Partnership are being brought forward.

Proposals

That Cabinet:

- (i) Confirms its support for the MCI Programme, and endorses the approach being taken to delivering the MCI Workstreams set out by the MCI Board.
- (ii) In particular notes:
 - a) The progress and way forward on the Army Basing Programme.
 - b) Wiltshire's Armed Forces Community Covenant (agreed in August 2011) and our success in drawing down significant grant funding to support local integration projects.
 - c) Completion of the Defence College of Technical Training at Lyneham.
 - d) The continued co-operation with the MOD in identifying and progressing the opportunities that military presence can bring to boost the economy of Wiltshire.

Reason for Proposals

The Military has a significant presence in Wiltshire, and the nature of this presence will change dramatically over the coming years. It is important that the Council recognises the impacts that military presence will have on Wiltshire, both in terms of the opportunities that this will offer for economic growth, and the preparations that the Council is required to make to ensure that the needs of everyone in Wiltshire are met. Cabinet is invited to recognise the achievements that have already been made with the support of the MCI Partnership, such as the progress on a Defence College of Technical Training at the former RAF Lyneham Site, the Army Basing programme and establishment of the Higher Futures programme, while acknowledging that there will be further challenges ahead, whose successful resolution will require the support of the Council working closely with the Ministry of Defence (MOD) and other partners.

Carolyn Godfrey
Corporate Director

Wiltshire Council

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Purpose of Report

1. The military has a significant presence in Wiltshire, and the nature of this presence will change dramatically over the coming years. It is important that the Council recognises the impacts that military presence will have on Wiltshire, both in terms of the opportunities that this will offer for economic growth, and the preparations that the Council is required to make to ensure that the needs of everyone in Wiltshire are met. There will be further challenges ahead, whose successful resolution will require the support of the Council working closely with the Ministry of Defence (MOD) and other partners.
2. The report also updates Cabinet on the important milestones that have been reached through partnership working and the support of the MCI Partnership since the last update report to Cabinet made in 2013. Cabinet is invited to recognise key achievements which have included progress made on the delivery of a Defence College of Technical Training at the former RAF Lyneham site, the completion of planning for the Army Basing programme and the inclusion of military populations in new programmes such as the Higher Futures (City Deal) and TEN (The Employment Network)

Relevance to the Council's Business Plan

3. The Business Plan published in 2013 states:

"In the next four years we will focus on 12 key actions to help deliver the three priorities:

7. Build on the work of the Military Civilian Integration Partnership and maximise the benefits of the Army Rebasing Plan.

Main Considerations for the Council

4. To note recent MCI progress and provide continuing Cabinet support for Wiltshire Council's involvement in the partnership.

Background

5. The 2013 report on the MCI Programme updated the Cabinet on its progress since its establishment in 2006, including aspects of:

- The development of the Salisbury Plain Super Garrison.
- The change of use of RAF Lyneham.
- Other military changes that would have consequences for local communities across Wiltshire.

6. Since that time:

- The MCI Partnership Board representation has been expanded to include the RAF and the Defence Information Services and Systems Directorate at Corsham which is at the vanguard of the emerging and important digital sector. The 1st Artillery and HQ South West Brigade has been restructured to provide a senior officer with responsibility for the SW Region. The SW Region Brigade Commander now attends the Board.
 - The Wiltshire's Armed Forces (AF) Community Covenant has been reaffirmed at the Wiltshire Assembly in December 2013. Wiltshire Council was one of the first local authorities to agree a local Covenant and our practice in this area has been recognised nationally. The aim of the Community Covenant, including the MOD's covenant grant scheme, is to encourage integration between local civilian and Armed Forces communities, to support the Service community, and nurture understanding and awareness amongst the public of issues affecting the Armed Forces Community. 36 projects, delivered by local (Wiltshire) groups and charities, have been awarded a total of £925,000 funding since September 2011 to December 2015.
 - Under central government proposals the AF Covenant has been re-branded and the separate Community, Corporate and Veterans Covenants / Charters are to be unified into a single document. This is currently being drafted with the intention that it be ratified at the next Public Service Board in July 2016.
 - Within the Employer Recognition Scheme administered by the MOD's Reserves and Cadet Force Organisation, Wiltshire Council achieved a prestigious Silver award in 2015. It plans to go further by seeking Gold status in June 2016. It enjoys the support of the MCI Partnership Board in this.
- a. The Army Basing Programme has been developed jointly with the MOD in Wiltshire and the successful consultation on the Defence Infrastructure Organisation (DIO)'s Masterplan set the context of development throughout the Salisbury Plain Training Area through a cohesive package of information to inform subsequent planning applications. It demonstrated that the proposed development had been planned in an appropriate manner, with comprehensive consultation with a wide group of stakeholders. This partnership approach enabled it to be highly commended in the Royal Town Planning Institute Awards in 2015

- b. The Defence Infrastructure Organisation (DIO) has submitted a number of planning applications, many of which have progressed to receiving consent..
- The Defence College of Technical Training at Lyneham has opened, reaching full operating capacity on 1 February 2016.
 - The Higher Futures Programme, which is being jointly implemented by Wiltshire Council and Swindon Borough Council following successful bidding under the Government's 2nd round of City Deal funding is now being implemented. Its key element is being to unlock the economic potential of the military presence in the SWLEP geography and the skills of service leavers to support business growth.
 - The Enterprise Network, managed by the Council continues to work with the military community and strives to encourage both service leavers and spouses to consider self-employment through use of the premises throughout Wiltshire and the business support service it offers to fledgling enterprises. In 2015, it ran some ten networked seminars across the military sites aimed at assisting women into business.
 - In addition, the Council and the MOD continue to work co-operatively to assist in the present programme of MOD estate disposals in Wiltshire to enable new housing and employment opportunities.
 - A number of other community integration initiatives have been launched and are ongoing.
 - The South Wiltshire University Technical College, specialising in Science and Engineering in the context of the Defence Industries for 600 14-18 year olds, based in Salisbury opened in September 2015. As well as providing schooling opportunities for relocated service families, the University Technical College utilises the skills of local employers, including 1st Artillery Brigade, to provide teaching for students.
7. Construction of the first phase of Porton Science Park, which will create modern incubation and grow on space for innovative enterprises in the Health and Life Sciences sector, is set to commence in June of this year, and open for business in summer 2017. The project is funded by Wiltshire Council, the Local Growth Fund via the Swindon and Wiltshire Local Enterprise Partnership (SWLEP), and European Regional Development Funding, and is supported by the Defence Science and Technology Laboratory (Dstl) and Public Health England. This and further investment in the Science Park is expected to deliver 2,000 high value jobs over the next ten years, with opportunities both in the life sciences and other defence technologies sectors. By close engagement in the development of the above programmes and projects, in addition to undertaking its own core programme of work, the MCI Partnership continues to positively influence a number of initiatives and developments which will benefit both our civilian and military communities.

Member and Officer Support

8. The MCI Partnership is led by its Partnership Board whose role is to provide strategic direction and guidance. The Partnership Board is chaired by the Leader of Wiltshire Council and the following representatives sit on the Board:
 - Commander 1st Artillery Brigade and HQ South West
 - Cabinet Member for Economy, Skills and Transport, Wiltshire Council
 - Corporate Director, Wiltshire Council
 - Associate Director for Economic Development and Planning, Wiltshire Council
 - Defence Infrastructure Organisation
 - Commandant of the Defence School of Electro- Mechanical Engineering (DSEME)
 - RAF Boscombe Down
 - Director General of Information Systems and Services
 - Homes and Communities Agency
 - Swindon and Wiltshire Local Enterprise Partnership
 - Community First (representing the voluntary sector)
 - MCI Programme Manager, Wiltshire Council
9. Supporting the Partnership Board is a Delivery Group, to ensure the effective delivery of project is taken forward through a series of workstreams. The Delivery Group is composed of senior officers from partner organisations.
10. Progress on many of these workstreams has been touched on in the background section above. The following paragraphs focus on core work streams of the partnership.

Army Basing

11. Army Basing, is the largest workstream in the partnership. It responds to the Regular Army Basing Plan which will relocate an additional 4,000 troops to Wiltshire by 2020. In addition some 3,200 dependants will accompany them. The significance of this move and increased reliance on reserves, are all expected to have a significant impact on Wiltshire's economy. It is anticipated that there will be around £1.2 billion investment by MOD by 2020 in the Salisbury Plain area. New requirements in terms of housing, schooling, health and social care, as well as the impact on Wiltshire's communities have been assessed, based upon data provided by the MOD. Independent research suggests that the Army Basing Programme will increase the GVA of the South Wiltshire economy by a 4% rise in jobs (2,300 gross jobs) and a 5% (£143 million) rise in GVA in South Wiltshire.
12. An Army Basing Steering Group was established in 2013, which includes representatives from Wiltshire Council, 1st Artillery Brigade, the DIO and

Wiltshire Council partners (NHS, the Homes & Communities Agency and Emergency Services) to lead this work. It also oversees the work of a series of sub-groups to examine planning, education, communication and health implications. Alongside this, a Councillor Reference Group comprising Wiltshire Councillors in the areas affected by the programme and officers, continues to meet to provide communities with information and a chance to influence implementation of MOD development proposals.

13. The programme is nearing the end of the (town and country) planning phase, as all but the Upavon main camp works planning applications have been granted. This was a considerable achievement facilitated through exemplary close working by the Council, its partners and the MOD. To evidence this statement Wiltshire Council, the DIO and its consultant WYG, were highly commended by the RTPI Southwest in its Planning Excellence 2015 Awards. The LGA will shortly be assessing Wiltshire Council's management of the Army Basing Programme through a Peer Challenge Review. It is hoped this will provide confidence that it is in good shape to tackle the later phases of the programme, which will concentrate upon monitoring the build programme (both MOD's and the additional school infrastructure, totalling 1,125 additional school places that Wiltshire Council will procure) and the service delivery phase which is due to complete by 2019.

Defence College of Technical Training, Lyneham

14. The new Defence College of Technical Training at Lyneham opened in October 2015 and reached full operating capability on 1 February 2016. It is now fully functioning with up to 1,500 students on site with a footfall of 12,000 students per year. Babcock and military training posts are fully manned but there are a handful of civil service vacancies. The £121 million construction phase commenced in December 2013.
15. Plans to complete further phases, which would have brought the total capital investment to £250 million, were cancelled by the MOD in mid-2015. However, the MOD is currently addressing, through a Lyneham Optimisation Group, how it can make best use of the remainder of the site, which has outline planning consent in place for large-scale further development. This may enable further employment at the site.
16. The Lyneham Steering Group, set up to involve local communities in the development proposals and inform them about progress, regarded as a model of best practice has now been stood down, pending further development decisions by the MOD. It was one of the factors that enable this project to achieve an RTPI planning award in 2014.

MOD Estate Review

17. Under the Government's Strategic Defence and Security Review the MOD is committed to releasing 25% of its built estate by 2020 to facilitate the build of 55,000 new homes in addition to commercial development. Wiltshire Council is engaging with the DIO to assist in the identification of suitable sites in Wiltshire. It met with senior DIO staff on 23 February 2016 and will seek to influence its

Footprint Strategy, which will identify suitable sites across the United Kingdom, when it reports in summer 2016.

Communications Plan

18. The MCI Partnership and Army Basing Steering Group are fully supported by senior communications officers at Wiltshire Council and the DIO working together to ensure consistency of messaging. Separate plans for the MCI and Army Basing are being merged and there are plans to implement a new innovative MCI Website (to replace the existing web pages) in the summer of 2016. The site will feature interviews and film footage to make it more appealing, particularly to the families of units relocating to Wiltshire under the Army Basing Programme. Its content will be approved by the MCI Delivery Group.

Overview and Scrutiny Engagement

19. The Overview and Scrutiny has formed a Task & Finish Group to review how the MCI programme (with an emphasis on the Army Basing Programme) is being managed by the Council. It has raised a number of issues which have been largely addressed. The Task & Finish Group has produced a number of interim reports, but is yet to finalise its work.

Safeguarding Implications

20. The Army Basing Programme, with a net 7,200 increase in population in Wiltshire, will increase the need for robust safeguarding measures. Discussion with the MOD is underway to define expected requirements, including impacts on service provision. Senior officers involved in safeguarding sit on the MCI Partnership Board and Delivery Group and safeguarding will be an integral part of the MCI Partnership's ongoing work. Data from MOD submitted in April indicates that there are very few children subject to Child Protection plans and families subject to Children In Need plans (which is much lower than the typical position in civilian communities).

Public Health Implications

21. The increase in troop numbers and their families that will be brought about by the Army Basing programme will have significant implications for the provision of health care services and wider health and wellbeing considerations. Wiltshire Public Health, Wiltshire's Clinical Commissioning Group, the NHS England Area Team, and Army Primary Health Care have therefore set up a group to address health care commissioning needs. Additionally, a Health Impact Assessment was completed by the Council. It contained 96 recommendations, all of which have been fully addressed and the vast majority implemented.
22. Our public health team routinely works closely with the Defence Primary Health Care Service (Wessex), the Army's chain of command in Wiltshire, and the local Army Welfare Service to improve the health and wellbeing of both serving personnel and service families. This is of particular importance as we prepare for the increases in these populations arising from the draw down from Germany which will impact not only on our broader health improvement services, but also on the Council's health visitor and school nurse services.

Procurement Implications

23. There are no direct procurement implications. However, under the Army Basing Programme, the Council is required to invest in the following facilities:

- New primary schools in Ludgershall and Larkhill (including early years provision), though the latter is being met through relocation and major expansion of the existing St Michael's Primary, currently sited in Figcheldean
- Extension to Bulford Kiwi Primary
- Extensions to secondary schools - Avon Valley College (Durrington) and Wellington Academy (Tidworth)
- Additional waste collection facilities
- Additional bus stop provision - though this is still to be agreed with the local town and parish councils, but funds have been secured from the MOD through the s106 agreement to the Army's Service Family Accommodation planning applications.

The education, transport and waste teams have been fully engaged and are aware of these requirements. They are planning to undertake the necessary procurement to meet the programme.

Equalities Impact of the Proposal (detailing conclusions identified from Equality Analysis, sections 4 and 5)

24. The MCI Programme aims to enable the realignment of service provision to meet the changing needs of the military, their families and veterans. All strands of work and projects are contributing to improving quality of life and opportunities for military families, serving personnel and veterans. This is underlined in the Wiltshire Community Covenant that was instigated by the MCI Board and was ratified in December 2013. In addition, measures will be taken to ensure that this does not adversely affect existing Wiltshire communities.

Environmental and Climate Change Considerations

25. Environmental Impact Assessments are undertaken as part of planning for the infrastructure projects to ensure measures are in place to mitigate any negative impacts associated with the projects. The MOD has highly qualified environmental officers who have worked co-operatively with Wiltshire Council and statutory authorities' counterparts to resolve or mitigate potential harmful effects on the environment arising from new developments.

Risk Assessment

26. No specific risks have been identified with the proposal to support the MCI Partnership.

27. With regard to the partnership's programme of work, each workstream applies risk management principles to manage risk. These are in line with the Council's risk management strategy. A Risk and Opportunities Register is maintained for the Army Basing Programme and is regularly reviewed by the Steering Group.

Risks that may arise if the proposed decision and related work is not taken

28. Not applicable, as no commitment decision is required of Cabinet.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

29. Not applicable, as no commitment decision is required of Cabinet.

Financial Implications

30. As stated above, the Army Basing Programme is expected to bring in £1.2 billion infrastructure investment into the local economy. There will be costs associated with the additional services required by the Army Basing Programme. It is not possible at this stage to define these costs more clearly. In addition to revenue derived from the Army Basing planning applications, which already stands in the order of £530,000 with a handful of applications still due, covering reserved matters, the Council will receive additional CILOCT (Contribution in Lieu of Council Tax) payments of c. £1.5 million per annum and is likely to benefit from a sizeable New Homes Bonus, assuming the Government does not end the scheme before the SFA is built and registered. The Council is currently incurring marginal costs which are being funded from within existing resources. These cover the employment of the MCI Programme Manager and for a limited period an Army Basing Planning Manager. This too will need to be monitored to ensure it provides good value for money.
31. Other major capital projects are currently being discussed with the DIO. These will further assist the generation of military related jobs in Wiltshire.
32. Although not formally a MOD project, the Royal Artillery Museum is seeking Heritage Lottery Funding of a multi-million pound Salisbury Plain Heritage Centre at Larkhill. Wiltshire Council is supporting this through the MCI Board, as it hopes to add considerably to the Wiltshire tourist economy by offering new opportunities in concert with the UNESCO Avebury and Stonehenge World Heritage Sites.

Legal Implications

33. There are no specific legal implications in supporting the MCI Partnership and its programme of work. The legal implications of individual projects are considered as part of the project initiation process. Lead officers within the MCI Delivery Group will consult Legal Services on an ongoing basis in relation to individual projects within each workstream, to ensure that they are structured to comply with relevant legislation and government guidance, including state aid and procurement rules.
34. Under the Armed Forces Covenant the Council has a duty to support services for military and defence personnel and their families. By supporting the MCI Partnership the Council will be helping to ensure that military families are not disadvantaged and in building resilient relationships between military and civilian communities.

Options Considered

35. The Council has a duty to provide appropriate services to people living and working in Wiltshire, including military and Defence personnel, leavers and their families. In the absence of any alternative organisation or mechanism in place to ensure that the changes in the military footprint in Wiltshire over the following years are met with preparedness and initiatives to provide effective services (education, health, infrastructure, and so on), the option of discontinuing the MCI Programme should be dismissed.

Conclusions

36. Since its establishment in 2006, the MCI Partnership and its programme of work has seen the success of a number of initiatives which have significantly benefited not only the military community comprising of military personnel, leavers and their families, but also of the civilian community whose lives are, in many ways, connected with Wiltshire's strong military heritage. This success is due to the strength of the partnership in working together to develop new initiatives and face the new challenges brought about by the Regular Army Basing Plan. By continuing to support the MCI Partnership, Wiltshire Council will benefit from the cross-cutting and co-operative approach the MCI Delivery Group embodies, so that the opportunity to unlock the economic potential of the military and provide better services to Wiltshire's communities will be enhanced.

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The following documents have been relied on in the preparation of this report:

- Community Covenant: An Armed Forces Community Covenant between Wiltshire Council, Representatives of the Charitable and Voluntary Sectors, the Civilian Community of Wiltshire and the Armed Forces Community in Wiltshire.
- Wiltshire's Armed Forces Veterans' Charter.

Appendices

None