

## **Wiltshire Council**

### **Cabinet**

**24 May 20011**

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**Subject: Wiltshire Military Civilian Integration Programme**

**Cabinet member: Cllr Fleur de Rhé-Philipe - Finance, Performance and Risk**

**Key Decision: No**

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#### **Executive Summary**

This report is presented to Cabinet for information and to ask Cabinet to continue to support the Programme. The report outlines the work that has become known as the Military Civilian Integration (MCI) Programme to support improvements in military civilian integration in Wiltshire.

The report summarises the work that has been successfully completed in the programme, highlights key aspects of the on-going work and demonstrates how existing work streams join up from the point of view of Wiltshire Council and its partners. Also, this report recognises that particular work streams within the programme are now gaining a much higher profile and merit consideration, and active support, by members of the Cabinet.

#### **Proposal**

That Cabinet:

- (a) continues to support the MCI Programme and in particular the development of the Salisbury Plain Super Garrison.
- (b) recognises the higher profile, and likely media interest, in the:
  - Personnel Recovery and Assessment Centre at Tedworth House, Tidworth
  - Drawdown of RAF Lyneham, including the announcement that the town of Wootton Bassett will become Royal Wootton Bassett later this year.

#### **Reason for Proposal**

The significance of the work being carried out by the MCI Programme merits active support by the Cabinet.

**Andrew Kerr**  
**Chief Executive**

**Wiltshire Council**

**Cabinet**

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### **Purpose of Report**

1. This paper is presented to Cabinet for information. The paper outlines the work that has become known as the Military Civilian Integration (MCI) Programme to support improvements in military civilian integration in Wiltshire.
2. The paper summarises the work that has been successfully completed in the programme, highlights key aspects of the on-going work and demonstrates how existing work streams join up from the point of view of Wiltshire Council and its partners. Also, this paper recognises that particular work streams within the programme are now gaining a much higher profile and merit consideration, and active support, by members of the Cabinet.
3. Previously, the Cabinet received a report on the MCI Programme in July 2008.

### **Background**

4. The significant military presence in Wiltshire is changing. The development of the Salisbury Plain Super Garrison (the first super garrison in the UK), change of use of RAF Lyneham, and a number of other military changes that are due to take place will have far reaching implications for local communities across the county for the foreseeable future.
5. Although there was an awareness of these changes<sup>1</sup> taking place, Wiltshire Council (and Wiltshire County Council before it) working with Headquarters 43 (Wessex) Brigade and partners, wanted to both quantify what this meant in terms of infrastructure, services and economic activity and examine the opportunities for joint working. Therefore, the MCI

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<sup>1</sup> The impact of the Strategic Defence and Security Review (October 2010) on Wiltshire continues to be assessed.

Programme was set up in 2007 to shape and positively influence these changes, where possible.

6. The MCI Programme has attracted the attention of local MPs, other local authorities who wish to attract or retain a military presence in their area, and a range of other stakeholders. The lifetime of the programme has coincided with the formation of the Unitary Authority and the recent reduction in government grant funding to local councils.

## **Main Considerations for the Council**

### **Programme Aim and Objectives**

7. The aim of the MCI Programme is to optimise the *economic* and *social* benefits of the military presence in Wiltshire.
8. The programme has 5 main objectives:
  - To identify the changing military 'footprint' in the county
  - To quantify the economic contribution of the military to the county, and region
  - To enable the realignment of service provision to meet the changing needs of the military, their families and veterans (known as the Armed Forces community)
  - To spot opportunities for regeneration and building sustainable communities in the Salisbury Plain area
  - To ensure the county continues to remain an attractive location for long-term investment by the MoD

### **Programme Organisation**

9. A group led by Wiltshire Council is managing the MCI Programme. Wiltshire Council is the 'Senior Responsible Owner' on the Sponsoring Group that comprises:
  - Andrew Kerr, CE Wiltshire Council
  - Brigadier Stephen Hodder, Commander 43 (Wessex) Brigade
  - Cllr Fleur de Rhé Philipe, Wiltshire Council/Chairman Plain Action
  - Mark Boden, Corporate Director Neighbourhood and Planning
  - Michael Constable, Defence Infrastructure Organisation
  - Alistair Cunningham, Service Director Economy and Enterprise
  - Bill Dowling, SO1 Salisbury Plain Super Garrison
  - Philippa Read, CE Community First (Voluntary sector representative)
  - Alan Truscott, Plain Action
  - Michael Williams, CE Wessex Association of Chambers of Commerce (Private sector representative)
  - Ian Cambrook, MCI Programme Manager
  - Specialist representatives, as required

10. As a result of changes made by the coalition government representatives from Government Office for the South West and the South West Regional Development Agency left the Sponsoring Group in March.
11. The MCI Sponsoring Group meets about every 6 weeks to provide strategic direction and guidance, and review progress with the programme.

### **Completed MCI Projects**

12. **Impact of the Military on the Agricultural Sector:** The purpose of this early project was to identify the impact of changes in the military population, activities and land and airspace utilisation on the countryside and land-based sector in Wiltshire. The report was produced by ADAS UK Ltd and published in May 2008 and is available on the council website.
13. **South West Research:** The South West of England Regional Development Agency commissioned Wiltshire Council to undertake research to strengthen the evidence base on the military presence in the South West. The Military Presence and Economic Significance in the South West Region report was published in March 2009 and is available on the council website.
14. **Wiltshire Research:** The Wiltshire Research Project, Envisioning the Future provides a comprehensive assessment of the military presence in the county and identifies issues that exist in local communities where there is a military presence. The report was published in July 2009 and is available on the council website.
15. **Sustainable Communities Study:** The purpose of this project is to improve understanding of the dynamics of existing communities (specifically Bulford, Larkhill, Ludgershall, Tidworth, and Warminster) including the impacts of the proposed changes to these settlements as a result of the Super Garrison development. The project carried out by Drivers Jonas Deloitte was funded by the Plain Action Leader (EU) programme and partners and was completed in March 2011.
16. **Joining Things Up – a co-ordinated approach to services for military families:** The purpose of this project is to audit the provision of services to military families, including veterans, by statutory and voluntary agencies. This project was completed in March 2011. One spin-off from this project was the formation of the Armed Forces Housing Forum that allows stakeholders to share information on the housing needs of military personnel and on the services available.

### **Key on-going MCI work**

17. **Salisbury Plain Super Garrison:** Supporting the development of the Salisbury Plain Super Garrison is the 'core' project within the programme and this work focuses on the plans for the future MoD use of the Salisbury Plain Training Area. There has been significant investment in infrastructure through the MoD's Project Allenby/Connaught (Total project costs are £8bn in Salisbury Plain and Aldershot for this 35 year contract) and increases in

the numbers of soldiers (around 2,000) based in the county. Super garrisons are also being developed in Aldershot, Catterick and Colchester.

18. **RAF Lyneham:** The MCI Sponsoring Group has provided a valuable forum to consider the implications of the drawdown of RAF Lyneham. The Wiltshire research estimated that the departure of the RAF would result in a £90m loss to the economy in the period up to 2015. Wiltshire Council is pressing the MoD for a decision on the future of Lyneham, following the announcement to withdraw the RAF by 2012. James Gray, MP for North Wiltshire, led a Westminster Hall debate on this subject at the end of January.
19. Wiltshire Council is extremely concerned about the future use of the site and the impact its closure will have on the local community and surrounding towns and villages. In October the Leader wrote to Dr Liam Fox, Secretary of State for Defence, expressing the strong preference for either a fully operational military use for Lyneham or for the site to be released, allowing the private sector to utilise the site for economic activity.
20. The speed up of the withdrawal of the Armed Forces from Germany announced in the recent Strategic Defence and Security Review – 20,000 troops returning to the UK by 2020 – could be an opportunity to retain a permanent military presence at Lyneham if the MoD decides this option. Wiltshire Council also needs to consider and discuss possible commercial options for Lyneham should the MoD decide not to have a military presence there.
21. **Tedworth House, Tidworth – Army Personnel Recovery and Assessment Centre:** In parallel to the Salisbury Plain Super Garrison development, MoD recently announced the setting up of a Personnel Recovery and Assessment Centre (PRAC) at Tedworth House in Tidworth. The role of the PRAC is to give wounded, injured and sick soldiers additional care and support to help them successfully return to duties or transition into civilian life.
22. Tedworth House will be part of a co-ordinated network of 11 Personnel Recovery Units around the UK. Only 2, Tidworth and Catterick, will be PRACs and Tedworth House will be the first one to open. Tedworth House will open with an interim capability in June (29 residents) and be fully operational (increasing capacity to 50 residents) in 2012.
23. These centres, built by Help for Heroes and run jointly by The Royal British Legion and the Army, will provide a residential base for those that need such care. Help for Heroes has committed £17m to the development and refurbishment of Tedworth House and The Royal British Legion is contributing £5m to this venture. The opening of Tedworth House is likely to attract considerable interest and publicity.
24. **Relationship with the MoD:** Since 2008 the government has introduced a series of new measures to deliver improved welfare and support for the

Armed Forces community<sup>2</sup>. Wiltshire Council and Headquarters 43 (Wessex) Brigade contributed towards this early policy development in the MoD. More recently, the coalition government is continuing with this work to improve and develop 'The Military Covenant' (The covenant between the nation and its Armed Forces).

25. Also, MoD is continuing to develop its relationship with Wiltshire Council through the MCI Programme and new initiatives are being explored working with such groups as the Military Stabilisation Support Group. In February the first Army officer spent 2 weeks on placement with Wiltshire Council learning about governance, education and the youth development service as part of his pre-deployment training for Afghanistan where he will serve in a Provisional Reconstruction Team.

### **How MCI work streams join up**

26. **Salisbury Plain Super Garrison and Sustainable Communities:** Wiltshire Council continues to support the development of the Salisbury Plain Super Garrison. The Sustainable Communities Study is a comprehensive report that considers possible development options focusing on Bulford, Larkhill, Ludgershall, Tidworth, and Warminster.
27. In particular, the study examined existing expectations of growth, mid-growth and maximum growth options in each settlement translating this into what it would mean in terms of population, new jobs and new homes. This work also involved limited community consultation to test the options under consideration and gauge community support for these proposals.
28. The timing of this report fits well with development of the Wiltshire Core Strategy and it offers an implementation plan which could be pursued by Wiltshire Council and its partners or adopted by the new Local Enterprise Partnership for Wiltshire, if it chose to do so.
29. **Lyneham:** The MCI Programme Sponsoring Group has enabled a constructive relationship to be built with RAF Lyneham and MoD's Defence Infrastructure Organisation (was Defence Estates until 1<sup>st</sup> April). Currently, the RAF is preparing to handover the site to the Defence Infrastructure Organisation for what is known as their disposals process.
30. The priority for Wiltshire Council is safeguarding the long-term future of Lyneham either by another MoD use or commercial use of the site. Increasingly community and economy related groups, particularly the chambers of commerce, are expressing their serious concerns about the future of Lyneham when the RAF depart from the area.
31. To help address some of the concerns of the business community the North Wiltshire Economic Partnership commissioned Roger Tym and Partners in March to conduct further research to assess the impacts of the RAF drawdown on local businesses in the area. In particular, businesses and the

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<sup>2</sup> The Nation's Commitment: Cross-Government Support to our Armed Forces, their Families and Veterans (July 2008).

wider community are concerned to minimise any gap that might occur between the departure of the RAF and any other use of the site either by the MoD or commercially.

32. On 6<sup>th</sup> April a business consortium led by Mr Eddy Shah announced their ambitious plans for the development of a Lyneham theme park, including 1,000 new eco-homes, on this 1400 acre site. The feasibility of this proposal is contingent upon MoD making a timely final decision regarding the site.
33. On 7<sup>th</sup> April the first meeting of the Lyneham Steering Group was held at RAF Lyneham to bring together community and economy related groups who will be affected by the closure of RAF Lyneham to provide a voice for their particular concerns. Cllr Toby Sturgis was elected as Chairman for this group and the meeting was set up through the MCI Programme.
34. RAF drawdown related events, including the Prime Minister's announcement about granting 'Royal' title to Wootton Bassett in recognition of its efforts to honour the UK's war dead, will trigger a higher profile for RAF Lyneham, and Wiltshire, in the months ahead. In June there will be a handing back the Freedom of Swindon parade. In the same month the Hercules aircraft fleet will transfer to RAF Brize Norton and the last Hercules will leave Lyneham on 1<sup>st</sup> July. Repatriation ceremonies will be carried out at RAF Brize Norton in future and the runway at RAF Lyneham is due to close by the end of September.
35. **Tedworth House:** Wiltshire Council is supporting the re-development of Tedworth House into a Personnel and Recovery Centre through the MCI Programme. The substantial financial support made by Help for Heroes and The Royal British Legion clearly demonstrates the commitment that these organisations have to this centre and injured soldiers.
36. The Joining Things Up Project which was designed to put in place a more co-ordinated approach to services for military families will assist the development of Tedworth House and the range of services it is able to offer. The project report was published in March and it maps the provision of services (statutory and voluntary) available to military families, including veterans. This work is being led by Wiltshire Council and is 'work in progress'.
37. **Local Procurement:** A successful supplier and buyer event was held at Lackham College in March as the centrepiece of the 'Sustainable Food Chains' project led by Wiltshire Council and Headquarters 43 (Wessex) Brigade. The project was commissioned by South West Food & Drink and funded by the South West Regional Development Agency.
38. Headquarters 43 (Wessex) Brigade, encouraged by the Wessex Association of Chambers of Commerce, has used this project as an opportunity to increase local procurement and local trade. In particular, the project has helped to break down barriers, so that local producers can supply military Messes for special functions and establish effective working relationships with the Brigade.

39. **Greening the Army in the South West:** Wiltshire Council has started to work with 43 Wessex Brigade on a pilot project to support the Army move to a more sustainable approach to its estate and fleet management, procurement and personnel behaviours and thereby stimulate the green and low carbon economy in the South West. The project could enable the Army to adopt a low carbon approach to running its operations in order to reduce its carbon footprint, promote renewable energy and encourage resource productivity. Initial scoping work has been undertaken to investigate the potential of this project.
40. **Castledown Business Centre, Ludgershall:** The Castledown Business Centre, funded by Wiltshire Council and the South West Regional Development Agency, comprising 18 business units and a business incubation centre, was opened in 2010 near Tidworth. It was designed to attract and support start up businesses, including Service leavers and many with valuable skills, small businesses and encourage enterprise.
41. Currently, 16 units are let (85% occupancy rate) despite the economic slowdown and there is scope to expand the business park when the economy improves. Thirty-six people are working from the centre and a further thirty-six work off site (14 have direct links with the military). The Castledown Business Centre was identified in the Sustainable Communities Study as a 'strength' offering new employment opportunities and an opportunity to create a 'cluster' of military related employment activities.
42. Also, the Castledown Business Centre is establishing an effective working relationship with the MoD's Careers Transition Partnership based at Tidworth. The Careers Transition Partnership offers resettlement advice and guidance to military personnel leaving the Armed Forces and they dealt with over 1700<sup>3</sup> personnel in 2010.
43. **Wellington Academy:** Although outside the MCI Programme, strong links have been established with the Wellington Academy (1,150 students) with its £32m investment in new facilities. The academy has an important role to play in the regeneration of Ludgershall and Tidworth in future.
44. The academy will have a Combined Cadet Force and up to 100 boarding places, many of which are expected to be taken by children from military families. Also, Wellington Academy is using 2 business units at the Castledown Business Centre to strengthen their relationship with the business community and enhance ICT and applied learning.
45. **Plain Action:** Plain Action is an EU Leader (rural development) programme running until 2013 funded by Defra and the Rural Development Programme for England by the EU (£2.5m). The programme was bid for with military civilian integration as one of its underlying themes and was the catalyst for

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<sup>3</sup> Service leaver clients who utilised Career Transition Partnership services at the Regional Resettlement Centre, Tidworth.



the development of the MCI Programme; it continues to work very closely with the MCI Programme.

46. Over 35 projects have been supported financially, so far, and around £1.4m has been committed to projects that will benefit communities in the Salisbury Plain area. Following the coalition government decision to disband the South West Regional Development Agency control of Plain Action funding will transfer to Defra in June.
47. **Wiltshire Assembly:** Commander 43 (Wessex) Brigade has been invited to speak at this year's Wiltshire Assembly conference on 9<sup>th</sup> June. The conference will focus on the theme of creating a lasting legacy for Wiltshire's people and places.
48. The conference will provide Commander 43 (Wessex) Brigade with an opportunity to explain how we can improve local efforts to respond to the needs of our veteran communities.
49. **Public Service Board/Area Boards:** Commander 43 (Wessex) Brigade is a member of the Public Service Board helping the public sector within Wiltshire to work together in a more focused way to improve its efficiency and effectiveness in the context of the MCI Programme.
50. Also, Commander 43 (Wessex) Brigade has ensured appropriate representation, and participation, in Area Boards where there is a military presence in the community.

### **Environmental and climate change considerations**

51. The 'Greening the Army' and Local Procurement projects both have the capacity to reduce the carbon footprint of the Army in Wiltshire and support the Army move to a more sustainable footprint for its facilities and resource management.

### **Equalities Impact of the Proposal**

52. One of the original objectives of the MCI Programme was 'To enable the realignment of service provision to meet the changing needs of the military, their families and veterans (known as the Armed Forces community)'. A number of strands of work and project have contributed to improving quality of life and providing opportunities for military families, serving personnel and veterans.

### **Risk Assessment**

53. The programme was established to aid the understanding of the impact, of the changes of the military presence in Wiltshire.

## **Financial Implications**

54. The cost of programme management is met from the Economy & Enterprise Service. Project funding is secured for each project using both internal and external funding sources.

## **Legal Implications**

55. There are no legal implications in managing the MCI Programme. The legal implications of individual projects are considered as part of the project initiation process.

## **Options Considered**

56. Given the continued changes in the military footprint in Wiltshire and the success of the MCI Programme to date, discontinuation of the programme is not considered a viable option.

## **Conclusions**

57. The success of the MCI Programme so far is the result of strong 'joint' leadership by Wiltshire Council and 43 (Wessex) Brigade, and the Sponsoring Group, who have been focused on the best use of resources. This success seems all the more remarkable when considered against the background of the economic slowdown, severe funding pressures faced by all partners and restructuring of partner organisations over the last 2 years.

**Andrew Kerr**  
**Chief Executive**

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## **Background Papers**

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

Defence Spending and the Military Presence in the South West Region, March 2009: Wiltshire County Council  
Envisioning the Future, July 2009: Wiltshire Council  
Strategic Defence and Security Review, October 2010: MoD  
Sustainable Communities Study Report, March 2011 (awaiting publication)  
Help for Heroes – Support for our Wounded, March 2011: Help for Heroes  
MoD Website  
Plain Action Website  
RAF Project Future Brize Website  
Wellington Academy Website