

## **Wiltshire Council**

### **Cabinet**

**10 October 2017**

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**Subject: Military Civilian Integration (MCI) Partnership Update**

**Cabinet Member: Councillor Baroness Scott of Bybrook OBE  
Leader of the Council**

**Key Decision: No**

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#### **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, with previous submissions to Cabinet in October 2013 and June 2016. 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 - the south west regional brigade, the major bases, the Defence Infrastructure Organisation (DIO) and partners in bringing forward the Partnership's workstreams. The aims of the MCI Partnership, which is an important 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 Military Civilian Integration (MCI) Programme, and endorses the approach being taken to delivery of the MCI Workstreams set out by the MCI Board; and**
- ii) In particular notes:**
  - a) The progress and way forward on the Army Basing Programme;**
  - b) The Wiltshire's Armed Forces Community Covenant (which was relaunched in March 2017) and success in drawing down significant covenant grant funding to support local integration projects;**
  - c) The Cooperation with the MOD - DIO in submitting the Round 6 of the One Public Estate bid, to be apprised of the various MCI award applications / bids submitted by Wiltshire Council in the past 12**

**months;**

- d) The continued cooperation 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 relaunch of the Wiltshire AF Covenant, the Army Basing programme and ongoing success of The Enterprise Network in supporting military leavers and spouses, 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.

**Alistair Cunningham, Corporate Director**

## Wiltshire Council

### Cabinet

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### Purpose of Report

1. The military has a significant presence in Wiltshire, and the nature of this presence is changing dramatically as the size of the Army continues to grow in the Salisbury Plain Training Area, and potential Defence growth in Lyneham, Warminster and Boscombe Down. Additionally MOD has announced the closure of Army Bases in Colerne, Hullavington and Westbury.
2. It is important that the Council continues to recognise 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.
3. The report 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 2016. Cabinet is invited to recognise achievements which have included progress made on the relaunch of the Wiltshire AF Covenant, the Army Basing programme and ongoing success of The Enterprise Network in supporting military leavers and spouses, while acknowledging that there will be further challenges ahead.

### Relevance to the Council's Business Plan

4. The Business Plan approved by council in July demonstrates a strong commitment to the military community in Wiltshire and contains numerous references to the partnership throughout as detailed in a selection of the following excerpts:

*Our vision is to create strong communities ..... Successful return of the British Army from Germany to Wiltshire.*

*Our priorities are .... ..Military and civilian communities are well integrated. ....*

*Growing the Economy Goals:* *The relocation of 4,000 additional Army personnel and their dependents to the Salisbury Plain area by 2019 is important for Wiltshire. We are proud to be a military county and we are actively planning and preparing for the return of these troops from Germany.*

*What we will do - ..... Successful return of the British Army from Germany to Wiltshire Continue to implement the Army Basing Programme through the Wiltshire Military- Civilian Integration (MCI) Partnership; ensuring the right infrastructure and sufficient places in locals schools, GP surgeries and other services.*

*Support military returners and leavers.*

*Strong Communities Goal:* *Military and civilian communities are well integrated.*

*Promote the community covenant and deliver additional projects funded with Armed Forces Covenant Grants. Work to embed military representation on the relevant area boards and school governing bodies; and improve public access to MOD sports facilities. Ensure military personnel, their dependents and veterans suffer no disadvantage in access to services compared to the local population.*

## **Main Considerations for the Council**

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

## **Background**

6. The 2016 report on the MCI Programme updated the Cabinet on its progress since its establishment in 2006, including aspects of:
  - The development of the Army Basing Programme
  - The establishment of the Defence Technical Training College at MOD Lyneham.
  - Expansion of the MCI Board membership to represent the other services and establishments in Lyneham, Boscombe Down and Corsham
  - Other military changes that would have consequences for local communities across Wiltshire.
7. Since then:
  - The Wiltshire's Armed Forces (AF) Community Covenant was re-launched at MOD Lyneham in March 2017. Wiltshire Council was one of the first local authorities to agree a local Covenant in 2011 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. The re-launch was aimed to obtain greater interest and involvement of the Wiltshire business community and 10 companies added their pledges to the covenant.

- Under the AF Covenant Grant Scheme, local (Wiltshire) groups and charities have been awarded a number of new grants. The total value of all grants applied for since the scheme, started in 2011 is c. £1.944m, £912k of which has been awarded in the second tranche (2015 to the present day). Wiltshire Council staff have played a major role in assisting organisations to draft and submit these bids. The council also provide a member (Councillor Seed) to chair the local selection panel.
- In addition to these sums, Wiltshire Council successfully led a bid for £190k, on behalf of Cornwall Council, Devon County Council, Gloucestershire County Council, North Somerset District Council, Plymouth City Council, Somerset County Council and South Somerset District Council to improve implementation of the Covenant by LAs. It will be used to achieve two key aims: To ensure that veterans, reservists and their dependents who need help are identified and that public, private and non-service voluntary & community sector organisations give appropriate support when, where and how it is needed. It is also, seeking to identify underlying causes of issues and identifying preventative measures.
- In 2015 Wiltshire Council was awarded SILVER status under the MOD's Employer Recognition Scheme. In 2017 Wiltshire Council achieved a highly coveted GOLD award, which is granted to organisations that "proactively advocate and support defence, communicating their commitment both internally to employees and externally to the wider community through established policies and examples of support".
- The Army Basing Programme has been developed jointly with the MOD in Wiltshire and the successful consultation on the Defence Infrastructure Organisation (DIO)'s Salisbury Plain Training Area Masterplan which set out the full scope of development. Since then all planning applications by MOD have been approved. The programme needs to deliver, by 2020, in excess of £1Bn spend both in developing facilities within the camps and delivery of military (family) homes "outside the wire". Over 1,000 additional school places are required, the build for which started in June 2017. In excess of £21m, plus land and work directly implemented by MOD to improve roads and ecological mitigation was secured through the s106 agreement - thought to be the largest settlement since the council was formed.
- This partnership approach enabled it to win the SW regional RTPPI Award in 2017 and to be a worthy finalist in the national awards.
- 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 addition, the council and the MOD continue to work cooperatively to assist in the present programme of MOD estate disposals in Wiltshire following conclusion of the MOD's review (A Better Defence Estate dated November 2016) to enable new housing and employment opportunities.

- A number of other community integration initiatives have been launched and are ongoing.
  - The council bid for the National AF Day Event in 2018, to be held in Salisbury with support from Swindon Borough and Salisbury City Councils. Although it was not ultimately successful it reached the final short-list for selection and it is planned to bid for the 2019 event which ties in with the return of army units from Germany and would be an appropriate opportunity to mark this occasion by welcoming the army and their families to Wiltshire.
8. 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. The new Science Incubator building is on programme to be completed in December 2017 and occupation in early 2018. There has been significant commercial interest and based on current enquiries it is anticipated that the accommodation will be over 60% committed by the time the building is handed over to the Council. 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 Porton Campus partners, Defence Science and Technology Laboratory (Dstl) and Public Health England. This and further investment in the Science Park is expected to deliver up to 2,000 high value jobs over the next ten years, providing opportunities in the health and life sciences and defence and security 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.
9. Further high quality jobs are anticipated at Boscombe Down where Wiltshire Council is working closely with the MoD, QinetiQ and other stakeholders to support future opportunities for investment and growth in that location. Many of these opportunities link to the defence aerospace sector and may include a substantial investment by Boeing Defence UK which has shortlisted Boscombe Down as a preferred location for future investment.

#### Member and Officer Support

10. 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 HQ South West Brigade
  - Portfolio Holder (for Strategic Highways, AONB, ESIF Canals and MCI matters)
  - Corporate Director, Wiltshire Council
  - Defence Infrastructure Organisation
  - Commandant of the Defence School of Electronic and Mechanical Engineering (DSEME)
  - RAF Boscombe Down

- MOD's Director General of Information Systems and Services (Corsham)
  - Homes and Communities Agency
  - Appropriate military charities representation
  - MCI Programme Manager, Wiltshire Council
11. 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. Its governance structure which also details full membership and each of these workstreams, which were reviewed in early 2017 is set out at Appendix 1. 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 and other initiatives. Salisbury Foundation Trust is about to join the group.

### Army Basing

12. 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 in excess of £1 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.
13. An Army Basing Steering Group was established in 2013, which includes representatives from Wiltshire Council, SWHQ 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 be regularly briefed and meets, as required, to provide communities with information and a chance to influence implementation of MOD development proposals.
14. The first significant moves to Wiltshire occurred in the summer of 2016, when 5 RIFLES relocated from Paderborn (Germany) to Bulford. This move was successful and required extension of Bulford Kiwi Primary School, which occurred on time to cater for the additional children of the military families. A Learning from Experience Exercise to consider changes any improvements to the council's plans for the remainder of the units relocating to Wiltshire is presently underway.

15. Following the grant of planning permission (some 20 separate applications) work is well underway in the camps, with highly publicised development on new single living accommodation. The first new-build school has commenced on site (June 2017) which will provide 420 school places plus 60 early years capacity. It will enable the transfer of the school from its present site at Figheldean by 2018, as well as expanding its capacity from the present 100 or so places. The remaining school expansion plan under the programme is well advanced with designs reaching conclusion
16. The success of the programme was acknowledged by a LGA Peer Challenge Review conducted in September 2016. The team considered it to be an exemplary programme and organised a national seminar in May 2017 - led by Wiltshire Council - to highlight the programme approach. Over 100 delegates from LAs, the MOD and LGA attended the event.
17. The timely progress of the programme is 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, won the award for its partnership approach at the SW Regional RTPI awards in May 2017. The project also reached the final of the body's national awards.
18. The MOD's Service Family Accommodation and all school places required to support the remainder of the unit moves are on course for completion by 2019.

#### MOD Estate Review

19. 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. This was affirmed by the MOD's Better Defence Estate strategy published in November 2016. The review confirmed the potential to create 55,000 new homes but set a target to release 30% of its built estate. MOD is committing significant funds in improving its retained estate to enable other sites to be released for disposal. The aim is to complete the Defence Estate Optimisation Programme (DEOps) by the early 2030s.
20. Wiltshire Council contributed to the review by advising where development and disposal of Wiltshire based sites is likely to be supported in planning terms and to maximise sales receipts. Wiltshire Council is bidding in partnership with MOD and DIO for Round 6 of the One Public Estate programme for funds to comprehensively masterplan the sites at Colerne, Westbury, Hullavington (for release); help unlock smaller, dispersed MOD sites and accelerate the rationalisation of Boscombe Down (to develop optimal expansion plans). Wiltshire Council sees the opportunity to develop and grow the synergies between the Porton and Boscombe campuses with the theme of defence and security technologies common to both. This will build upon local excellence in areas including forensic energetics, cyber security, vaccinology and wider defence linked health and life sciences at Porton and defence aerospace technologies at Boscombe.



### Support to Military Veterans

21. Following adverse publicity on the treatment of military veterans, Wiltshire Council resolved to review and make improvements for the handful of known homeless veterans in the county. With assistance from CAB, Wiltshire Council led a short Task and Finish Group which examined the scale of the problem and made a number of recommendations which were endorsed by the MCI Board in June 2017. It includes proposed changes to qualifying criteria to obtain social housing to service leavers in the council's housing policies, ensuring that veterans are provided with fares to reach support centres by public transport and investigating a veteran self-build initiative in conjunction with the Homes and Communities Agency and military charities.

### Implementation of the AF Covenant by Local Authorities

22. Wiltshire Council successfully led a bid on behalf of a number of LAs in the SW, to improve implementation of the AF Covenant. The award was for £190k and will be used to achieve two key aims detailed earlier. A project manager (employed by Wiltshire Council) will drive the changes required across the region. The role will establish a good communications plan, web portal and processes and procedures which can be embedded in the LAs so that front-line staff are trained in dealing with the particular needs of the AF community, which includes serving members, reservists, cadet instructors, veterans and their families. One of the first actions will be to identify and reach out to those in need of greater assistance from LAs.

### Communications Plan

23. 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 were merged and new web pages launched in 2016. These are far clearer and aimed at the military community in Wiltshire. The pages are regularly reviewed for accuracy and publication of new material.
24. The council remains supportive of the proposal to site the [Salisbury Plain Heritage Centre](#) which will be a new home for the Royal Artillery Museum and other heritage offerings in the area. Current site proposals are still being considered, but it is likely to be in the Durrington area.

### **Overview and Scrutiny Engagement**

25. The Overview and Scrutiny Committee 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 raised a number of issues which have been largely addressed. The T&F Group have produced a number of interim reports, but is yet to finalise its work.

### **Safeguarding Implications**

26. 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 although this could be due to different thresholds).

### **Public Health Implications**

27. 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.
28. Our public health team routinely works closely with the Defence Medical Service (DMS), 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. Working closely with the DMS and the NHS, a paper was produced in June 2017 (titled "*Meeting the Public Health Needs of the Armed Forces - A Resource for Local Authorities and Health Professionals*") in an attempt to ensure the military community were not disadvantaged in the provision of health services. The LGA praised Wiltshire's MCI Partnership for its work in drawing up the guide saying the MCI partnership takes "proactive steps to ensure that all of its health improvement initiatives are accessible to the 16,000 service population and their families living in Wiltshire. It recognises that those wearing a uniform and their families are equally entitled to access services provided by the local authority as other residents."

### **Procurement Implications**

29. 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 Figheledean
  - 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 with funds secured from the MOD through the s106 agreement to the 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)

30. 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 as detailed above was re-launched in March 2017. In addition, measures will be taken to ensure that this does not adversely affect existing Wiltshire communities.

**Environmental and Climate Change Considerations**

31. The areas involved in and surrounding the majority of the development proposals are particularly sensitive in terms of environmental and ecological matters not least due to the European protected sites which occur on the Plain. It will be essential to carefully manage the associated potential increased recreational pressure; limit physical damage due to housing provision / transport infrastructure development and offset the impact on the Hydrogeology / hydrology.
32. 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 cooperatively with Wiltshire Council and statutory authorities' counterparts to resolve or mitigate potential harmful effects on the environment arising from new developments.
33. The MOD's build programme will be constructed to its sustainable build equivalent to the Building Research Establishment Environmental Assessment Model (BREEAM) - that is the Defence Related Environmental Assessment Methodology (DREAM). Through this methodology, the impact to the environment and climate change of such a scale of development will be mitigated by sustainable build practices.

**Risk Assessment**

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

35. 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**

36. 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**

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

### **Financial Implications**

38. The Army Basing Programme is expected to bring in excess of £1 Billion of infrastructure investment into the local economy. There will be costs associated with the additional services required by the Army Basing Programme. In addition to revenue derived from the Army Basing planning applications, which already stands in the order of £550,000 (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. £1.5m 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. This too will need to be monitored to ensure it provides good value for money.

39. Other major capital projects are currently being discussed with the DIO. This will include potential additional development at Lyneham and a £250 million project on Salisbury Plain which MOD is currently assessing and has engaged Wiltshire Council on a confidential basis since late 2015. These will further assist the generation of military related jobs in Wiltshire.

### **Legal Implications**

40. 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.

41. 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**

42. 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**

43. 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 cooperative approach that the MCI Partnership embodies, so that the opportunity to unlock the economic potential of the military and provide better services to Wiltshire's communities will be enhanced.

### **Tim Martiensen (Acting Associate Director, Economic Development and Planning)**

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### **Appendices**

MCI Delivery Group Governance Structure

### **Background Papers**

The following documents have been relied on in the preparation of this report:  
none