



NOTICE OF MEETING

CABINET

THURSDAY, 9 JUNE 2016 AT 1.00 PM

THE EXECUTIVE MEETING ROOM - THIRD FLOOR, THE GUILDHALL

Telephone enquiries to Vicki Plytas, Democratic Services Tel 9283 4058

Email: vicki.plytas@portsmouthcc.gov.uk

Membership

Councillor Donna Jones (Chair)

Councillor Luke Stubbs
Councillor Ryan Brent
Councillor Jim Fleming
Councillor Lee Mason

Councillor Rob New
Councillor Linda Symes
Councillor Steve Wemyss
Councillor Neill Young

(NB This Agenda should be retained for future reference with the minutes of this meeting.)

Please note that the agenda, minutes and non-exempt reports are available to view online on the Portsmouth City Council website: www.portsmouth.gov.uk

Deputations by members of the public may be made on any item where a decision is going to be taken. The request should be made in writing to the contact officer (above) by 12 noon of the working day before the meeting, and must include the purpose of the deputation (for example, for or against the recommendations). Email requests are accepted.

A G E N D A

1 Apologies for Absence

2 Declarations of Interests

3 Record of Previous Decision Meeting - 3 March 2016 (Pages 1 - 8)

A copy of the record of the previous decisions taken at Cabinet on 3 March 2016 are attached for approval.

RECOMMENDED that the record of decisions taken by Cabinet on 3 March 2016 be approved as a correct record and signed by the Chair.

4 Notice of Motion Referral - Consultation

At the Council meeting held on 22 March 2016 it was agreed that Notice of Motion (f) was set out on the agenda would not be debated that day but that this would be referred to Cabinet for consideration.

The Notice of Motion proposed by Cllr Vernon-Jackson and seconded by Cllr Sanders stated:

"The City Council has a role to speak up for the people of this city and for this city. The City Council therefore has a duty to respond to consultations that affect services for residents in the City. The City Council regrets the decision by the Council not to reply to consultations that affect services upon which residents of the city rely as this can mean decisions are taken by others that disadvantage local residents."

A response statement will be made by the Leader on behalf of the Cabinet at the meeting.

5 Widening Student Opportunities - EDCL Scrutiny Panel report and response report (Pages 9 - 56)

The Economic Development Culture and Leisure Scrutiny Panel conducted a review into widening student opportunities in the city. Councillor Jennie Brent will present the report by the EDCL Scrutiny Panel, for the review she chaired in 2015/16. A directors response report has also been provided by the Director of Public Health.

RECOMMENDED

- (1) that the Panel is thanked for its work in undertaking the review;**
- (2) That the Economic Development Culture and Leisure Scrutiny Panel's recommendations be approved in line with the responses noted in section 4 of the response report.**

6 Home to School Transport and Access to Primary School Places - ECYP Scrutiny Report and Response Report (Pages 57 - 94)

The directors response report is attached as well as the report by the Education, Children & Young People Scrutiny Panel are attached. Councillor Will Purvis chaired this review in 2015-16.

RECOMMENDED

- (1) That the Panel is thanked for its work in undertaking the review;**
- (2) That the Cabinet notes and supports the recommendations in the report, which are listed on pages 5-6 of the report, and the response from the Education Service as set out in section 4 of this report.**

7 The Portsmouth Lottery (Pages 95 - 100)

The report by the Director of Community & Communication seeks to introduce a Portsmouth Lottery, considers how Portsmouth will benefit from the

introduction of a lottery and suggests how this can best be achieved.

RECOMMENDED that:

- 1) **A city council run Portsmouth Lottery be introduced in 2016, called The Portsmouth Lottery.**
- 2) **The purpose of the lottery is to raise funds for local charities, voluntary organisations and good causes in the city.**
- 3) **That the city council works with Gatherwell, the external lottery management company (ELM) behind Aylesbury Vale District Council's lottery, in order to deliver a Portsmouth Lottery.**
- 4) **The initial set up fee of £3,500 is sourced from Resources underspend to initiate the lottery.**
- 5) **The ongoing £500 annual licence fee is assigned from ongoing lottery income streams.**
- 6) **An annual £2,000 marketing budget be allocated to the lottery (from ticket receipts) to ensure ongoing lotto awareness and promotion to drive ticket sales and to promote the lottery amongst good causes.**
- 7) **That two council officers - the Director of Community & Communications and the Corporate Marketing & Business Development Manager are nominated to be the licenced personal holders.**
- 8) **The city council hosts a launch event to promote the lottery - to include press, PR, Flagship and social media, as well as provide additional first draw prizes (iPad, theatre tickets etc.).**
- 9) **Delegated authority is given to the Deputy Leader and the Resources Portfolio Holder to agree a policy and process for the allocation of the good causes central pot in conjunction with relevant officers.**

8 Proposed shared senior management arrangements with Gosport Borough Council (Pages 101 - 106)

There is a strong indication that Gosport Borough Council will approach Portsmouth City Council with a view to Portsmouth jointly working with Gosport to share a number of senior management posts. This will lead to further joint arrangements and shared services between the two councils.

This report by the Chief Executive seeks to gain Cabinet approval to respond positively to Gosport's request as a way of providing more efficient services for both councils. The report also identifies a financial share model that could be used for such an arrangement. This would be subject to detailed negotiations. The report finally seeks to gain approval to delegated authority being given to the Director of HR, Legal and Performance in consultation with the Leader of the Council to approve the final arrangements.

RECOMMENDED that Cabinet recommended agree that:

- (1) **should Gosport Borough Council approach Portsmouth City Council to share senior management staff that the City Council looks favourably at this approach and explores how to make this work for the benefit of both councils.**
- (2) **if an "in principle" agreement can be reached with Gosport:**

- that the financial model outlined in section 5 should be used as the starting point for a discussion to agree how we would share costs and savings between the two councils
- that an agreement should be developed to formalise the arrangements
- a report should be taken to Employment Committee to allow for changes to the terms and conditions of relevant staff
- delegated authority be given to the Director of HR, Legal and Performance in consultation with the Leader of the Council to approve the final arrangements including an agreement between the councils.

9 Appointments to outside bodies

A schedule of proposed nominations to outside bodies will follow.

Appointments will be made by the Cabinet Members at the meeting.

10 Approval of UK Municipal Bond Agency's Framework Agreement (Pages 107 - 122)

The report by the Section 151 Officer seeks approval for the Council to enter into the borrowing documents prepared by the Agency.

The Agency requires that local authorities borrowing from it enter into its Framework Agreement. The Agreement includes an accession document confirming that the council has the necessary approvals to sign the Agreement and a joint and several guarantee to those lending money to the Agency in respect of the borrowing of all other local authorities from the Agency. Entering into the Framework Agreement enables the Council to access funding from the Agency as and when required.

RECOMMENDED that the City Council:

- (1)approve the Council's entry into the Framework Agreement and its accompanying schedules including the joint and several guarantee;**
- (2)delegate authority to the Director of Finance and Information Services as Section 151 Officer and the Deputy Chief Executive as Monitoring Officer to sign those documents, as appropriate, on behalf of the Council;**
- (3)grant the Section 151 Officer delegated authority to agree amendments to the Framework Agreement as appropriate.**

11 Date of next Cabinet Meeting (information item)

Members are asked to note that the next scheduled Cabinet meeting will take place on Friday 8th July at 1pm.

12 Exclusion of Press & Public

RECOMMENDED that, under the provisions of Section 100A of the Local Government Act, 1972 as amended by the Local Government (Access to Information) Act, 1985, the press and public be excluded for the consideration of the following item on the grounds that the report contains information defined as exempt in Part 1 of Schedule 12A to the

Local Government Act, 1972.

The public interest in maintaining the exemption must outweigh the public interest in disclosing the information.

Under the Local Authorities (Executive Arrangements) (Meetings and Access to Information) England Regulations 2012, regulation 5, the reasons for exemption of the listed item is shown below.

Members of the public may make representation as to why the item should be held in open session. A statement of the Council's response to representations received will be given at the meeting so that this can be taken into account when members decide whether or not to deal with the item under exempt business.

(NB The exempt/confidential committee papers on the agenda will contain information which is commercially, legally or personally sensitive and should not be divulged to third parties. Members are reminded of standing order restrictions on the disclosure of exempt information and are invited to return their exempt documentation to the Local Democracy Officer at the conclusion of the meeting for shredding.)

<u>Item</u>	<u>Paragraphs</u>
13. Arms Length Property Company (open report with exempt appendices)	3 & 5

(Paragraph 3 relates to information relating to the financial or business affairs of any particular person or authority, Paragraph 5 relates to information in respect of which a claim to legal professional privilege could be maintained in legal proceedings.)

13 Arms Length Property Company (Pages 123 - 138)

A report by the Director of Property (with an exempt appendix) is now attached.

The report proposes the formation of a parent company to deliver housing and property projects, and a subsidiary company for the purpose of developing the Dunsbury site, and potentially other assets through an appropriately commercial and legal framework.

Members of the public are now permitted to use both audio visual recording devices and social media during this meeting, on the understanding that it neither disrupts the meeting or records those stating explicitly that they do not wish to be recorded. Guidance on the use of devices at meetings open to the public is available on the Council's website and posters on the wall of the meeting's venue.

30 May 2016

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Agenda Item 3

CABINET

RECORD OF DECISIONS of the meeting of the Cabinet held on Thursday, 3 March 2016 at 1.00 pm at the Guildhall, Portsmouth

Present

Councillor Donna Jones (in the Chair)

Councillors Luke Stubbs
Ken Ellcome
Lee Mason
Robert New
Linda Symes
Steve Wemyss
Neill Young

8. Apologies for Absence (AI 1)

There were no apologies for absence but Councillor Wemyss' apologies were given for a late arrival from work.

9. Declarations of Interests (AI 2)

There were no declarations of members' interests.

10. Record of Previous Decision Meeting - 8 February 2016 (AI 3)

DECISION: that the record of decisions from the previous Cabinet meeting held on 8 February be approved as a correct record to be signed by the Leader.

11. Treasury Management Policy and Strategy for 2016/17 (AI 4)

Julian Pike, the Deputy Director of Finance and S151 Officer and Michael Lloyd presented the report and drew the members' attention to recommendations 3(i) b, v, k, p & q in particular regarding the change in the type of investments at a higher risk level than previously invested and regarding the changes to the provision for the repayment of debt. Recommendations 3(i) suggested extending the time limits for investments and recommendation 3(i)ac suggested limiting investments that track the equity marketed to £70m.

Cabinet members raised questions regarding the debt profile and level of anticipated return, for which approximately 8% was anticipated. The Leader welcomed the carefully considered steps that were being taken to increase income through investments which would help to mitigate any future potential cuts and would therefore commend the report's recommendations to the Council.

RECOMMENDED to Council that:

1a the Head of Financial Services and Section 151 Officer and officers nominated by him be given authority to lend surplus funds as necessary in accordance with the Treasury Management Policy;

1b the Council adopts a risk appetite statement that permits investments to be made in instruments that do not guarantee that the capital sum will not be diminished through movements in prices;

1c the Director of Finance and Information Services (Section 151 Officer) is given delegated authority to either replace maturing debt or repay it depending on the outlook for long term interest rates that exists at the time

1d the upper limits for fixed interest exposures are set as follows:

2015/16 £195m

2016/17 £358m

2017/18 £446m

2018/19 £482m

1e the upper limits for variable interest exposure are set as follows:

2015/16 (£265m) – Investments up to £265m

2016/17 (£444m) – Investments up to £444m

2017/18 (£526m) – Investments up to £526m

2018/19 (£555m) – Investments up to £555m

1f the following limits be placed on principal sums invested for periods longer than 364 days:

31/3/2016 £286m

31/3/2017 £196m

31/3/2018 £123m

31/3/2019 £90m

1g the City Council set upper and lower limits for the maturity structure of its borrowings as follows:

Amount of projected borrowing that is fixed rate maturing in each period as a percentage of total projected borrowing that is fixed rate.

	Upper Limit	Lower Limit
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Under 12 Months	10%	0%
12 months & within 24 months	10%	0%
24 months & within 5 years	10%	0%
5 years & within 10 years	20%	0%
10 years & within 20 years	30%	0%
20 years & within 30 years	30%	0%
30 years & within 40 years	30%	0%
40 years & within 50 years	40%	0%

1h authority to reschedule debt during the year is delegated to the Director of Finance and Information Services (Section 151 Officer) subject to conditions being beneficial to the City Council;

1i no restriction be placed on the amount that can be borrowed in sterling from an individual lender provided it is from a reputable source and within the authorised limit for external debt approved by the City Council;

1j the principles upon which the apportionment of borrowing costs to the Housing Revenue Account (HRA) should be based are as follows:

- The apportionment is broadly equitable between the HRA and the General Fund, and is detrimental to neither;
- The loans portfolio is managed in the best interests of the whole authority;
- The costs and benefits of over and under borrowing above or below the capital financing requirement (CFR) are equitably shared between the General Fund and the HRA;

1k the Council adopts a Minimum Revenue Provision (MRP) policy based on a straight 2% for pre 1 April 2008 debt and government supported debt excluding finance leases and service concessions (including Private Finance Initiative schemes);

1l the MRP on finance leases and service concessions including Private Finance Initiative (PFI) arrangements equals the charge that goes to write down the balance sheet liability;

1m the asset life (annuity) method of calculating MRP is applied to post 1 April 2008 self-financed borrowing but excluding:

- Finance leases
- Service concessions (including Private Finance Initiative schemes)
- Borrowing to fund long term debtors (including finance leases)

- Borrowing to fund investment properties
- Borrowing to fund equity shares purchased in pursuit of policy objectives;

1n the principal element of the income receivable from long term debtors be set aside to repay debt if the asset was financed through self-financed borrowing in order that the repayment of the debt is financed from the capital receipt;

1o the principal element of the rent receivable from finance leases be set aside to repay debt if the asset was financed through self-financed borrowing in order that the repayment of the debt is financed from the capital receipt;

1p that debt resulting from self-financed borrowing to fund investment properties be provided for by setting aside the capital receipt on disposal

1q the Council sets aside the capital receipt to provide for the repayment of the self-financed borrowing in the event of it selling its shares in the Municipal Bonds Agency or Hampshire Community Bank

1r the Housing Revenue Account (HRA) provide for the repayment of the Self Financing Payment over 30 years;

1s that specified investments should only be placed with institutions that have a long term credit rating of at least A- from at least two credit rating agencies except registered social landlords for which a single credit rating will be required;

1t investments should only be placed with institutions based in either the United Kingdom or sovereign states with an AA+ credit rating;

1u the Council's investments are limited to senior debt;

1v the Director of Finance and Information Services (Section 151 Officer) be given delegated authority to invest the Council's funds in structured investment products which follow the developed stock markets but do not fully protect the Council's capital invested;

1w the bodies meeting the criteria of categories 1 to 8 in paragraph 18.17 are approved as repositories of specified investments of the City Council's surplus funds;

1x that credit ratings be reviewed weekly and that any institution whose credit rating falls below the minimum level stated in paragraph 18.17 of the Treasury Management Policy be removed from the list of specified investments;

1y that institutions that are placed on negative watch or negative outlook by the credit rating agencies be reassigned to a lower category;

1z that non-specified investments in aggregate are limited to the following:

	£
Building societies with a BBB credit rating and unrated building societies	81m
Investments in MMD (Shipping Services) Ltd including funds lodged to guarantee the company's banking limits. MMD is a wholly owned subsidiary of the City Council.	2m
Long term investments	286m
Investments denominated in foreign currencies to hedge against contracts priced or indexed against foreign currencies	5m
Total	374m

- 1aa the total amount that can be directly invested with any organisation at any time should be limited as follows (see paragraph 20.1):

	Maximum Investment in Single Organisation
Category 1	Unlimited for up to 6 years
Category 2	£30m for up to 6 years
Category 3	£30m for up to 10 years
Category 4	£26m for up to 6 years
Category 5	£20m for up to 10 years
Category 6	£20m for up to 6 years
Category 7	£13m for up to 6 years
Category 8	£10m for up to 6 years
Category 9	£10m for up to 2 years
Category 10	£6m for up to 2 years
Category 11	£6m for up to 364 days
MMD (Shipping Services) Ltd including sums lodged to guarantee the company's banking limits	£2m for up to 364 days

- 1ab the Director of Finance and Information Services (Section 151 Officer) in consultation with the Leader of the Council is given delegated authority to revise the total amount that can be directly invested with any organisation at any time

- 1ac the following investment limits be applied to sectors:

Money market funds	£80m
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Building societies	£107m
Registered social landlords	£80m
Investments tracking the equity markets	£70m

1ad the following investment limits be applied to regions outside the United Kingdom:

Asia & Australia	£60m
Americas	£60m
Eurozone	£30m
Continental Europe outside the Eurozone	£30m

2 the Director of Finance and Information Services (Section 151 Officer) submits the following:

- (i) an annual report on the Treasury Management outturn to the Cabinet by 30 September of the succeeding financial year;
- (ii) A Mid-Year Review Report to the Cabinet and Council;
- (iii) the Annual Strategy Report to the Cabinet in March 2017;
- (iv) quarterly Treasury Management monitoring reports to the Governance and Audit and Standards Committee.

12. Budget & Performance Monitoring 2015/16 (3rd Quarter) to end December 2015 (AI 5)

Julian Pike, the Deputy Director of Finance and S151 Officer presented the report which was to be forwarded for noting at Council and reported that the forecasted overspend position was slightly less now for both Adult Social Care and for Children & Education, and there was therefore a reduced call on contingency. He further explained the addition £1.48m transfer to Capital Budget could only be switched back to revenue if it was not already committed. The Leader welcomed the improved position at the close of the first Conservative budget with an underspend and that that the two portfolios with social care responsibilities were coming in under their predicted spends which would help fund the schools' building programme.

RECOMMENDED to Council that:

(1) The forecast outturn position for 2015/16 be noted:

(a) An underspend of £1,727,700 before further forecast transfers from/to Specific Reserves

(b) An underspend of £1,481,000 after further forecast transfers from/to Specific Reserves.

(2) Members note:

(a) that on 9th February 2016 City Council approved that the "clawback" requirement for overspendings be waived for 2015/16 for both the Children & Education Portfolio and the Health & Social Care Portfolio given the scale of those overspendings and also that the financial risks contained therein were fully provided for within the Council's contingency provision

(b) that on 9th February 2016 City Council approved that any underspending for 2015/16 arising at year-end outside of those made by Portfolios (currently forecast at £1,481,000) be transferred to Capital Resources.

(c) that all other actual portfolio overspends at year end will in the first instance be deducted from any Portfolio Specific Reserve balance and once depleted then be deducted from the 2016/17 Cash Limit.

(3) Directors, in consultation with the appropriate Cabinet Member, consider options that seek to minimise any forecast overspend presently being reported and prepare strategies outlining how any consequent reduction to the 2016/17 Portfolio cash limit will be managed to avoid further overspending during 2016/17.

13. Childcare Early Implementer Status (AI 6)

Catherine Kickham, Early Support Commissioning Manager, presented the report on behalf of the Director of Children's Services. Portsmouth had been awarded the Childcare Early Implementer Status as part of the pilot for 30 hours free childcare, ahead of the roll-out of the scheme nationally, which gave the local authority the opportunity to take an innovative approach. The report requested the £55k grant be kept for the service for this use.

Councillor Young as the Cabinet Member for Children & Education wished to give credit to Catherine Kickham and her team for submitting this bid which would benefit working parents and those looking to return to work. The Leader added her thanks to the team on this influential work (liaising closely with the Department for Education) and agreed that it should be protected funding.

The Cabinet agreed:

- (1) To note the award which will mean Portsmouth is part of the national pilot to work in partnership with its local Early Years providers to develop additional places with the flexibility that working parents need. The pilot will mean Portsmouth can develop 30 hours of free childcare for working parents in advance of the national roll out in September 2017. This childcare will meet the needs of particular communities including those in deprived neighbourhoods, children with SEND providing high quality childcare for all participating 3 and 4 year olds.**
- (2) The involvement in this exciting national pilot will enable the local authority to try out innovative ways of working and enable feedback from Portsmouth Early Years providers and other**

findings to inform national policy. The grant to support this pilot currently stands at £55,000 but may increase and funding will be paid to the LA through a Section 31 grant. In the event that this is not ring fenced the Cabinet agreed this grant is allocated in full to the service for the implementation of this pilot.

St Edmunds RC School - Ofsted outcome

At the conclusion of the meeting the Leader wished to place on record congratulations to the school for its recent 'outstanding' Ofsted outcome, and thanked Councillor Young, the Directors of Children's Services (Di Smith and now Alison Jeffery) and Mike Stoneman as well as the Headteacher Mr Simon Graham and his staff for this good news which would also help to encourage inward investment in the city. Councillor Young as Cabinet Member for Children & Education also believed that this would encourage the raising of attainment levels and good teaching across the city.

The meeting concluded at 1.22 pm.

Councillor Donna Jones
Leader of the Council

Agenda Item 5



Portsmouth
CITY COUNCIL

Title of meeting: Cabinet

Date of meeting: 9 June 2016

Subject: Response to the Economic Development Culture and Leisure Scrutiny Panel's report "Widening Student Opportunities in the City"

Report by: Dr Janet Maxwell, Director of Public Health

Wards affected: All

Key decision: Yes/No

Full Council decision: Yes/No

1. Summary

The Economic Development Culture and Leisure Scrutiny Panel conducted a review into widening student opportunities in the city.

2. Purpose of report

The purpose of the report is to respond to the Economic Development Culture and Leisure Scrutiny Panel - "Widening Student Opportunities in the City"

3. Recommendations

That the Panel is thanked for its work in undertaking the review:

That the Economic Development Culture and Leisure Scrutiny Panel's recommendations be approved in line with the responses noted in item 4 below.

4. Response to panel recommendations

- I. Efforts must be made to ensure the co-ordination of volunteering opportunities in the city for students, regardless of background, by continuing the work of Portsmouth Together to ensure a single point of contact and use of suitable branding and a single banner for volunteering in the city.

Response: The Portsmouth Together partnership was created in 2014 when the city received a grant from the Cabinet Office to join the Cities of Service UK pilot. The grant funding, which provided the post of Chief Service Officer and administration for the Portsmouth Together website, comes to an end in June 2016. However, the programme has now been extended until March

2018 as a result of funding drawn from the Public Health Grant held in the corporate reserve.

This funding ensures the continuation of Portsmouth Together to continue to develop as a central network for promoting and extending social action, including volunteering, in Portsmouth.

The Chief Service Officer will continue to work with University of Portsmouth (UoP) Purple Door, University of Portsmouth Students Union (UPSU), colleges and schools to co-develop an infrastructure which encourages young people to be motivated to seek out opportunities and actively take part in social action.

- II. The positive contribution of students to community life should be celebrated and publicised and there should be publicity for the National Citizen Service (NCS) scheme to encourage more volunteers to take part, with the use of PCC publications such as Flagship and Term Times and the use of social media (looking at a Facebook page and hashtag # for Portsmouth Volunteering which could be monitored by a student volunteer) and local community stations, hospital radio and Portsmouth Football Club.

Response: Portsmouth Together regularly promotes the value of the National Citizens Service (NCS) programme and the NCS lead in Portsmouth, Pompey in the Community (PICT), are represented on the membership of the Portsmouth Together Steering Group.

The Chief Service Officer will continue work with PITC to support communications strategy which seeks to:

- Increase the number of young people taking part in NCS
- Increase the number of NCS graduates continuing to participate in social action
- Promote NCS graduates as a resources to the voluntary and community sector

- III. Councillors should help promote the role of young volunteers (including the university's VIP participants) in community events to extend the geographical areas covered. Councillors should also actively promote volunteering opportunities in their area city-wide to maximise attendance. Councillors should encourage engagement via attendance at college aspiration-raising events and by acting as mentors.

Response: The Chief Service Officer can provide a point of contact to Councillors wishing to engage with the colleges and schools.

- IV. To encourage younger participants to join in volunteer schemes as part of the social responsibility agenda, best practice elsewhere should be looked at, to get younger people into schemes such as the NCS. There should also be exploration of non-monetary incentives and a Portsmouth Young

Volunteer of the Year Award organised in conjunction with partner organisations in the city.

Response: The Chief Service Officer (CSO) is engaged with 'Step Up To Serve', a national youth social action organisation, to identify good practice and guidance. The CSO will also be leading a small working group, involving UoP and colleges and youth organisations, to develop improved ways of promoting the benefits of social action to young people.

The Portsmouth Inspiring Volunteers Awards, which are organised jointly by Portsmouth Together and Pompey in the Community, recognised a 'Young Volunteer of the Year' in 2015 and will do so again in 2016. The Awards organisers seek to increase the number of nominations that recognise the volunteering efforts of young people. It is believed that the active support of Councillors in promoting the awards to voluntary and community organisations in their wards, and in particular with those supported by young people, could help in see an increase in nominations.

- V. To further explore ways to encourage student placements in key areas of the council (where future customer demand will be high) such as in social care and public health, with the offering of training/qualifications/career enhancement as part of the experience, and monitoring of the pathways into employment at PCC.

Response: The Chief Service Officer, with the support of UoP, Colleges and relevant PCC services, will arrange, encourage attendance and host a stakeholder event aimed at developing an action plan to 'Encouraging Youth Volunteering in Health a Social Care' an area where the involvement of young people is considered to be a particular challenge.

In addition, the Chief Service Officer will also work with the Director of HR to consider options for increasing the number of work placements that are available to young people within PCC services to promote employment opportunities, including apprenticeships, within the council.

- VI. PCC departments to have a presence at Volunteers Fairs held for students by the university, colleges and partner organisations and encourage their expansion around the city.

Response: Portsmouth Together team has since its launch attended volunteer fairs at colleges and partner organisations across the city to promote the benefits and opportunities of volunteering. It is proposed that this would continue and, in addition, the Portsmouth Together branding and staff could be also be used to support a coordinated marketing of volunteering opportunities with PCC Services.

5. Background

The Economic Development Culture and Leisure Scrutiny Panel set the objectives noted below.

Objective 1 - To understand the existing student base in further education and at the University of Portsmouth as part of the city's population

Objective 2 - To gather evidence on the positive contributions of students to community life in Portsmouth, not only in a voluntary capacity but in other ways such as participating in arts and community projects

Objective 3 - To be informed of the work of the council and other bodies in the city with students which are mutually beneficial economically and academically

The EDCL scrutiny panel decided to have one large evidence gathering event, which took place on 24 November 2015. Verbal and written responses were received from a number of bodies including University of Portsmouth (UoP), UoP Students Union, three colleges (Portsmouth, Highbury and South Downs), Pompey in the Community, Portsmouth Together and a number of PCC Services (including Museums, Libraries, Public Health, Business Enterprise, Human Resources, Social care).

The panel's recommendations are noted in item 4 of the Economic Development Culture and Leisure Scrutiny Panel's report and the responses to the recommendations noted in item 4 above.

6. Reasons for recommendations

The Panel's recommendations are supported and will be put into action by a number of Council officers, in the main from within existing budgets.

7. Equality impact assessment (EIA)

This is covered in the main report.

8. Legal implications

This is covered in the main report.

9. Finance comments

The responses to the panel's recommendations mainly require staff resources to attend and manage partnership meetings and events. These are not expected to require a significant amount of additional officer time and should be able to be

absorbed within existing resources and cash limits, particularly with partnership support.

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Signed by:

Appendices:

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

.....
Signed by:

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Portsmouth CITY COUNCIL

Economic Development, Culture & Leisure *Scrutiny Panel*

'WIDENING STUDENT OPPORTUNITIES IN THE CITY'

Date published: 23 March 2016

Under the terms of the council's constitution, reports prepared by a scrutiny panel should be considered formally by the cabinet or the relevant cabinet member within a period of eight weeks, as required by Rule 11(a) of the Policy & Review Procedure Rules.

PREFACE

The Economic, Development, Culture and Leisure Scrutiny panel (EDCL) looked at examples of good practice across Portsmouth from institutions that engage with volunteers and utilise their resource across the city-wide community. Our aims were to identify how pupils in schools, students at College and University are engaged and encouraged to maximise their opportunities within the locality.

At the EDCL meeting in September it was decided to follow an innovative approach in collating and establishing information about how Portsmouth engage volunteers within our communities. The decision was made to organise an event. Each organisation had an opportunity to discuss their work through an interactive and informative presentation. Good practice was shared and the ideas of how more opportunities could be created by linking aspects of each organisation's aspirations and objectives and by working more collaboratively together. We established provisions that are in place at present and where good practice can be connected and shared in the community of Portsmouth.

The event was organised and took place on the 24th November which proved to be very successful. In attendance were a range of participants across numerous sectors, representing the university, colleges, schools, training agencies, sport providers, museums, libraries and employment organisations. Each had an opportunity to discuss their work. Good practice was shared and the ideas of how more opportunities could be created by linking aspects of each organisation and by working more collaboratively together were discussed with respect to institutional objectives. The panel believe that this can be an effective format for certain scrutiny panel reviews and can facilitate the effectiveness of scrutiny by establishing and understanding the provisions that are in place at present and where good practice can be connected and shared within the community of Portsmouth by involving those individuals across the city who have the expertise in specific industries and areas.

I would like to personally thank Joanne Wildsmith for her proactive and extremely organised approach that has facilitated the delivery of very high standards throughout the production of this report. In addition to this, I would like to give my great thanks to my Portsmouth City Councillor colleague members of the panel: David Tompkins (St Jude), Scott Harris (Hilsea), Lee Hunt (Central Southsea), Matthew Winnington (Eastney and Craneswater) and Julie Swan (Fratton) who have been very involved, supportive and also taking the initiative in understanding the importance of team work in the thoughtful and dedicated way that they have approached this topic and produced an excellent set of recommendations that, if adopted, will serve Portsmouth well with reference to future developments within this area. I would also like to thank Councillors: Ryan Brent (St Thomas) and Simon Boshier (Drayton and Farlington) for their contributions in the meeting that they attended as standing deputies and Councillor Steve Hastings who attended and participated as the Chair of the Scrutiny Management Panel. My gratitude also goes to the Lord Mayor of Portsmouth, Councillor Frank Jonas, for the provision of the venue to facilitate the event.

I continue to receive consistently positive feedback from all of the participants who attended the event, both about its structure and process, and I know that they are all still linking together and looking for opportunities for the future which will enhance

many lives within the community of Portsmouth. It is important to note that there is a need for transparency amongst organisational objectives as well as a perspective to further work together to minimise any possible unnecessary duplication with services across the city – especially within the current economic climate of financial pressures on Local Authorities. I would suggest that the work that this panel has undertaken has further illustrated the good practice of services with regards to the subject matter of volunteering within the city and has further highlighted the need for a collaborative effort to raise efficiencies, effectiveness and outcome attainment in widening opportunities across the locality.

I commend this report to the Cabinet and the People of Portsmouth.

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Councillor Jennie Brent
Chair, Economic Development, Culture & Leisure Scrutiny Panel
Date: 23 March 2016

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1. Purpose

- 1.1 The Scrutiny Management Panel (SMP) on 31 July 2015 requested that the Economic Development, Culture & Leisure (EDCL) Scrutiny consider:

'How to develop wider opportunities - especially to consider involving students from the University and those in other further education to the mutual benefit of the students and the City Council'

The EDCL scrutiny panel decided to have one large evidence gathering event, which took place on 24 November 2015 (the guests are listed in appendix A). The panel received oral and written evidence with feedback sessions to look at the areas of interest within this review's draft scoping document which had set out 3 objectives:

- To understand the existing student base in further education and at the University of Portsmouth as part of the city's population
- To gather evidence on the positive contributions of students to community life in Portsmouth, not only in a voluntary capacity but in other ways such as participating in arts and community projects
- To be informed of the work of the council and other bodies in the city with students which are mutually beneficial economically and academically

The EDCL Scrutiny Panel membership for the 2015/16 municipal year comprised Councillors Jennie Brent (Chair), David Tompkins (Vice-Chair), Scott Harris, Lee Hunt, Julie Swan and Matthew Winnington.

Summary

- 1.2 **Objective 1 - To understand the existing student base in further education and at the University of Portsmouth as part of the city's population**

The panel heard directly from the University of Portsmouth and Portsmouth College representatives and received written evidence from Highbury College, all outlining how they sought to promote educational, employment and voluntary opportunities to their students.

At Portsmouth College this includes motivational talks, placements and apprenticeships relevant to the study areas, using their sports expertise in coaching, and internships such as in health. Teaching placements take place in 10 local schools. The college also has an Enterprise academy and works closely with South Downs College.

Highbury College reported 1,169 apprenticeships in 2014/15 and has close links with large major companies in the Portsmouth area who offer work placements. An example of innovation is the purchase of properties for their construction students to renovate before sale. The 'Highbury Handover' is a large scale work experience event that is held at Port Solent where students take on roles of staff in various disciplines. There are also supported internships for students with learning difficulties and disabilities. There is

also LEP funding for business and social enterprise projects.

The University of Portsmouth has 18,000 full time students (with an economic impact of over £113m student expenditure). Volunteering opportunities will help develop the students' employability as well as benefiting the wider community. UoP's Purple Door co-ordinates structured experiences (with 700 volunteers on roll) and the Students' Union provide one-off type volunteering opportunities.

1.3 Objective 2 - To gather evidence on the positive contributions of students to community life in Portsmouth, not only in a voluntary capacity but in other ways such as participating in arts and community projects

'Pompey in the Community' delivers the National Citizens Service (NCS) scheme open to 16-17 year olds who are not necessarily in higher education, which runs positive community events through its volunteers, not only in sports projects but charity events and renovation works in community centres and gardens.

The local colleges also undertake community work through volunteer placements such as Highbury College students offering hair and beauty treatments in residential care homes, construction work for a scout hut and a garden for a local nursery.

The University works with 19 primary schools to promote higher education and with the city's 10 secondary schools to raise aspirations by mentoring and speaking to students and inviting them to visit UoP. There is also aspiration raising work with the local 6th form colleges (and Charter Academy) to give advice on progression routes and UoP hold workshops for prospective students.

Approximately 700 UoP students volunteer through Purple Door, thereby developing their employability skills relevant to their course, in a wide range of roles, many with charities as well as reading and numeracy schemes in 10 primary schools, the Kings Theatre, PCC roles at community centres, the museums service and code clubs in schools. The UoP Students' Union's VIP scheme also has 750 students giving their time to community projects ranging from Christmas parties for 100 older persons and 400 children, to soup kitchens, beach cleans and helping at school discos. They participate at public events in Guildhall Square such as the Good Deed Day, Feed the 5000 and also in the Great South Run at the seafront. The University's societies also give their time to community events.

The wide range of placements through the individual departments were detailed. Examples include: working with the police and criminology students working as special constables; The School of Education and Continuing Studies participated in the European Day of Languages at PFC (attended by 100 local language students delivered by 33 PGCE language trainee teachers) as well as revision days and Spelling Bee Competitions; the School of Languages and Area Studies provides translators for local events; The School of Social Historical and Literary Studies will have student participation in organising the Shakespeare festival 'Much Ado About Portsmouth' in 2016; Brazilian student architects have worked with 3 local

churches; CCI film students have worked locally to help improve the confidence of black and minority ethnic women; Portsmouth Business School collaborates with businesses to deliver services such as law clinics and auditing for charities; Biology students have worked on research projects at the Mary Rose and present public lectures; Sports students have placements in local sports clubs and schools and are involved in the Great South Run; Geography students work with the Farlington Marshes Committee and also make presentations to schools on Historical Geography; Pharmacy students are involved in development of the 'Healthy Living Pharmacy' with Laly's Pharmacy; Earth and Environmental Sciences provided a volunteer intern to PCC's Contingency Planning Team; Psychology students have placements at Queen Alexandra Hospital; Social work students liaise with both the health service and PCC working with Adult Social Care on research work and also mentoring Looked After Children, and the department works with the council on court skills; The Dental Academy gives the community access to dental treatment and also goes into residential homes to assist older persons; the UoP Ageing Network works closely with Age UK Portsmouth and the Portsmouth Pensioners; Cosmology students participate in the annual Stargazing Live event in the Historic Dockyard; Maths students work in local schools to gain teaching experience as part of an undergraduate ambassador scheme as well as technology students helping in school Code Clubs.

1.4 **Objective 3 - To be informed of the work of the council and other bodies in the city with students which are mutually beneficial economically and academically**

The wide range of placement opportunities at PCC include: 16 student volunteers working with the Museum Service helping with research projects such as 'Lest We Forget' and on the funding submission for the D-Day Museum transformation; Literature students work with the Libraries Service on events such as Bookfest; there are Public Health research opportunities; the Strategy Unit also works with UoP students in joint research projects and funding applications; there are Business Enterprise projects with local college students; Human Resources co-ordinate work placements and apprenticeships which include placements for Social Work undergraduates in both Children's and Adults' Social Care and Legal Services help in the court skills training for social work students; Trading Standards host law students who assist in consumer protection activities (which counts towards their studies); PCC's Sports Officer works closely with local schools, colleges and UoP with many of the secondary schools running 'Sports Leaders' courses whose participants then volunteer in delivering sports competitions. Similarly UoP sports students help in the delivery of sports events in the community.

The Portsmouth Together project has close collaboration between PCC, UoP and Pompey in the Community in the co-ordination and advertising volunteering opportunities in community projects which links in with the government's social action agenda. Examples of opportunities include Code Clubs in primary schools and count champions for the Numeracy Challenge. There are areas to be expanded such as in public health and social care. Cities of Service funding for Portsmouth Together would run out in June 2016 so the harnessing of the enthusiasm of volunteers would need to be

sustained and co-ordinated to support the good work seen across the city.

2. CONCLUSIONS

(These are in part based on section 6.3 on Feedback and Way Forward from the evidence gathering event of 24 November 2015. There are also references within the body of the report at the section and paragraph numbers stated.)

- 2.1 The panel was impressed by the extensive resource of talent and goodwill in the city with school, college and university students playing a positive part in community life, which needs to be harnessed and co-ordinated. (Sections 5.1, 5.2, 5.3, 5.4, 5.5, paras 6.2.7-10)
- 2.2 The City Council benefits from the activities of young volunteers and work placements and councillors can be further involved in encouraging participation in community events. (Section 6.1, paras 4.1.7, 6.1.10, 6.1.28-30)
- 2.3 Portsmouth students also value these skilled experiences which enhance their employability and confidence and which can lead to work opportunities locally, thereby retaining these skills in the city. (Sections 4.2, 4.3, 5.6, para 5.4.3)
- 2.4 The importance of the Portsmouth Together project (and its website) was recognised in making strong links between the council, university, colleges and local organisations such as Pompey in the Community. (Section 6.2, para 5.1.8)

3. RECOMMENDATIONS

- 3.1 Efforts must be made to ensure the co-ordination of volunteering opportunities in the city for students, regardless of background, by continuing the work of Portsmouth Together to ensure a single point of contact and use of suitable branding and a single banner for volunteering in the city. (Linked to Conclusions 1 & 4)
- 3.2 The positive contribution of students to community life should be celebrated and publicised and there should be publicity for the National Citizen Service (NCS) scheme to encourage more volunteers to take part, with the use of PCC publications such as Flagship and Term Times and the use of social media (looking at a Facebook page and hashtag # for Portsmouth Volunteering which could be monitored by a student volunteer) and local community stations, hospital radio and Portsmouth Football Club. (Conclusions 1 & 4)
- 3.3 Councillors should help promote the role of young volunteers (including the university's VIP participants) in community events to extend the geographical areas covered. Councillors should also actively promote volunteering opportunities in their area city-wide to maximise attendance. Councillors should encourage engagement via attendance at college aspiration-raising events and by acting as mentors. (Conclusion 2)

- 3.4 To encourage younger participants to join in volunteer schemes as part of the social responsibility agenda, best practice elsewhere should be looked at, to get younger people into schemes such as the NCS. There should also be exploration of non-monetary incentives and a Portsmouth Young Volunteer of the Year Award organised in conjunction with partner organisations in the city. (Conclusion 1)
- 3.5 To further explore ways to encourage student placements in key areas of the council (where future customer demand will be high) such as in social care and public health, with the offering of training/qualifications/career enhancement as part of the experience, and monitoring of the pathways into employment at PCC. (Conclusion 3)
- 3.6 PCC departments to have a presence at Volunteers Fairs held for students by the university, colleges and partner organisations and encourage their expansion around the city. (Conclusion 2)

4. **Objective 1 - To understand the existing student base in further education and at the University of Portsmouth as part of the city's population.**

As part of their review of the existing student base in Portsmouth the panel members heard from representatives of the University of Portsmouth (UoP) and local colleges regarding the provision of further education and the encouragement given to higher education and employment opportunities in the city.

4.1 PORTSMOUTH COLLEGE

4.1.1 Tom Lloyd, Director of New Business Development, Enterprise & Employability, Work Placements, Volunteering and Sports Academy, gave a presentation to the panel. He had been asked to look at apprenticeships at the college where 50-60% of the students went on to higher education. His role is therefore to look at the provision of exit routes from college for the students.

4.1.2 *Portsmouth College's Mission Statement: "To embed a provision into students study programmes that actively enhances their work readiness skill set and presents them with a pathway to Employment, that also allows them to achieve to the level their ambition desires"*

4.1.3 The aim was to develop the study programmes to prepare for life after college either at university or in work placements etc. The college was undertaking their E4 programme with the university and working closing with South Downs College. The programme included an enterprise academy (which also had involvement from Councillor Dowling) seeking to raise aspirations, encouraging students to set up and run their own business with "Apprentice" style tasks. One of these students had won a regional Chamber of Commerce award through the 'Ignite' phase of the E4 programme in starting up their own businesses. The intention was to find professional mentors. There was also political engagement through the "Youth Speaks" programme (with debating competitions).

4.1.4 **Employability** - 'PEP'¹ talks were given and UoP provided insights regarding funding, and a day in the life of a student. There was also help on work preparation such as CV writing, interviewing techniques, neuro-linguistics.

4.1.5 **Experience** - There were two strands: generic and teaching placements. For teaching experience there is work with the university in schools and teaching assistant programmes. There were 10 pilot schools in the city, and this encouraged a pathway into primary education. It was noted that there had been a lot of male participants in this. The generic placements were relevant to their field such as media students going to Express FM etc. The college ensure that this is available to all students through the timetable.

¹ PEP at Portsmouth College = create your **P**ackage, enhance your **E**mployability, follow your **P**athway

- 4.1.6 **Exercise** - As a sports academy there are team sports (men's and women's football, men's and women's basketball, badminton and rugby), personal fitness programmes and multi-sports options to encourage coaching skills.
- 4.1.7 **How can PCC help?** This could be through the delivering of the PEP talks and provision of mentors and tapping into available bursaries with work already taking place with Matt Birch, the Sports Officer on this.
- 4.1.8 **Apprenticeships** The college has a wide range of apprenticeships including: animal care, barbering, hairdressing, business administration, childcare, exercise & fitness, marketing, sports development. The placements of volunteers and apprentices could lead to paid positions.
- 4.1.9 **Health links** - The college was giving consideration to supported internships as advocated by NHS England to employ those with learning disabilities, with a dedicated member of staff looking into this and at provision of work experience for the Horizons programme. There was also linkage with the NHS on a dementia programme. Getting volunteers into the hospitals was more of a challenge than for the sports programmes, but a college governor is on the board at the hospital so this is helpful in the placement of health and social care students. The funding to have the hospital placements was included as part of their study programme based funding.

4.2 Highbury College

- 4.2.1 Helen Brennan, Managing Director, Highbury College had supplied written evidence to the panel on the range of apprenticeships, business links, enterprise programmes, work experience and volunteering opportunities on offer at the college.

4.2.2 Highbury Employment Service

The College also has its own Job Shop/Highbury Employment Services the function of which is to source apprenticeships and full and part time jobs for students.

- 4.2.3 In 2014/15 the service achieved the following outcomes:

2014-15 Learners	Number
Students Placed in Full and Part Time Jobs	435
Students placed in Apprenticeships	120

4.2.4 Highbury Employment Space

During 2014/15, the College launched Highbury Employment Space; bespoke software which enables students to upload evidence of their employability skills and work experience. It also enables students to record and reflect on their work experience, and employers to feedback on student employability skills as demonstrated during work experience.

4.2.5 Work Experience

The College Job Shop/Highbury Employment Service is also responsible for sourcing student work experience placements. All Highbury College Study

Programme students (the Study Programme is for students aged 16 -19) undertake a work experience placement during the first or second year of their programme. In 2015, 506 students completed work experience with external organisations/employers. Employers placements include:

- Santander
- Barclays
- Southern Cooperative Head Office
- Kier Construction
- First Wessex
- PMC Construction
- Thomson
- Mary Rose Museum
- Premier Inn
- Ralph Lauren
- Parkwood Leisure
- Southwest Trains
- Red Funnel
- Holiday Inn
- MacDonald Hotels
- Blake Morgan

4.2.6 The College has also purchased two houses in need of renovation; HC **Construction** students use their vocational skills to modernise them before sale.

4.2.7 Highbury also organises large scale work experience events; for instance 99 students took part in the “Highbury Handover” at Port Solent. Students from a range of different academic and vocational disciplines took part, “taking over” roles normally carried out by employed staff. Catering students worked in the restaurants, Performing Arts students gave street performances and Media students made a film about the event.

4.2.8 Students also gain work experience in the College’s restaurant and hair and beauty salons.

4.2.9 **Supported Internships**

In 2014/15 the College introduced Supported Internships for students with learning difficulties and disabilities, who have progressed through Foundation Studies programmes, and are seeking employment. Supported Internships enable students to enhance their employability skills via supervised (by Job Coaches) and independent work placement opportunities.

4.2.10 **Enterprise/ Self Employment**

Highbury is a proactive member of the Gazelle Colleges Group; a network of colleges transforming the ethos, values and culture of learning through innovation, enterprise and entrepreneurship. The group has local, national and international connections with employers and entrepreneurs. Currently there are 10 Gazelle colleges across the UK all of which are committed to equipping students with the skills to make or take a job through student enterprise initiatives. At Highbury 51 student businesses have been set up in the past 3 years with active support from the College. In 2014/15 6 students were given £29,000 by the LEP to set up their own businesses/social

enterprises and a further team of 5 students were awarded funding to set up their own social enterprises by NACUE.

4.3 UNIVERSITY OF PORTSMOUTH (UoP)

4.3.1 Bernie Topham, Chief Operating Officer represented the University of Portsmouth at the evidence gathering event and she stressed that the directorate recognised the importance of students having volunteering opportunities in the city. The University is keen to be a key player in the city.

4.3.2 Background statistics for the University of Portsmouth (UoP):

- 22,000 + students (including 3000 international)
- Approx. 18,000 full-time undergraduates
- The 25th largest university by numbers enrolled
- Income – over £200m per annum
- Economic impact on the city of Portsmouth – in excess of £200m per annum, with student expenditure estimated at over £113m

4.3.3 The average distance from home that students at the University travel is 63miles (although there are a growing number of international and overseas students) with a high proportion of our undergraduates being recruited from local colleges, the largest number coming from South Downs College.

4.3.4 **Why volunteering is important** - this is not only good for the community but it helps develop students' employability skills and confidence. This university strategy will contain a commitment that all students have career enhancing opportunities and the UoP want this to have a 100% take up by 2020 - there is a variety of choice for regular or one off commitments. It is important in how students present themselves to future employers not just a boost on their CV but this also links in with the social responsibility agenda. This shows a broadening approach which is valued by employers:

80 % of HR Executives said they would be more likely to hire a graduate with skilled volunteer experience – Deloitte 2015

4.3.5 **Purple Door** deal with volunteering experiences and have recorded 700 students volunteering (in the 2014/15 academic year) in addition to those taking part through their own courses such as sports and recreation and the Students Union run their own volunteering programmes (as explained in paragraph 5.5.7 onwards). Sport Coaches go out into the community and there is also a dance programme linked to the community. The faculties work to provide opportunities at building into the curriculum real life experiences. These include (and are expanded upon later by the individual faculties in Section 5.6) :-

- Criminology - Students acting as special constables with UoP enjoying good links with the Police
- Journalism with links to Pure FM and other media opportunities
- The Shakespearean Festival involvement and the Shakespeare

Sonnet Competition

- Science Without Borders
- Architectural studies have links with local churches
- CCI students work with retired service personnel
- Business School links with small businesses to give support and develop skills
- Dental School - Kings College project in the community
- Pharmacy students work with the Guildhall Walk-in Centre and the Healthy Living Pharmacy.

4.3.6 **Benefits of Volunteering** for the UoP students include:

- Developing new skills such as communication, teamwork, confidence and self-esteem.
- This is also a positive way of getting references and can lead to direct employment opportunities.
- The university looks for a structured experience but also looks to give back to the community.

5. **Objective 2 - To gather evidence on the positive contributions of students to community life in Portsmouth, not only in a voluntary capacity but in other ways such as participating in arts and community projects.**

The panel heard from Portsmouth in the Community as well as the local colleges and university on how students contribute positively to community life in Portsmouth.

5.1 POMPEY IN THE COMMUNITY

5.1.1 Clare Martin, Director of Community Projects explained the role of Pompey in the Community, its delivery of the National Citizens Service scheme and how many of its participants are young people (not necessarily in higher education) who are benefitting and interacting with the wider community.

5.1.2 Pompey in the Community is a charity affiliated to Portsmouth Football Club. It has expanded from its initial coaching department and works with 2 to 96 year olds and with local schools. The coaching in term-time reached up to an estimated 7500 participants per week with 35,000 in the wider area. They also provide learning, education and health promotion through the Pompey Study Centre. Projects included:-

- Your Street Project funded by Hampshire Police & Crime Commissioner, to reduce anti-social behaviour and engage in positive activities - such as sports at Bransbury Park
- The Rugby Volunteering Project
- Inclusion - Volunteering Pathways with 1354 individuals last year
- Southwest Trains volunteers

5.1.3 There are success stories of individuals who had come from difficult backgrounds who have succeeded, e.g. Tyler who had started through a refereeing course and who now worked in the junior league as a referee and Louis who had become a Beyond Sport Ambassador. There were also examples of participants joining apprenticeship schemes with the Pompey Centre who have now been taken on as paid staff, as well as volunteers helping to run schemes.

5.1.4 As well as health programmes (including hard to reach groups such as men's health and dementia work) Pompey in the Community runs many other innovative projects, which include: adult social needs football, cerebral palsy football, amputee football sessions (1 of 5 nationally), a national level power-chair team and the walking football project, which is run by two students. Portsmouth in the Community also has a scheme for learning disabled groups to be accompanied to the ground (but not yet for individuals).

5.1.5 **The National Citizens Service (NCS)**

Pompey in the Community is the sole provider of NCS in Portsmouth. The NCS scheme in Portsmouth is for years 11 and 12 for 16 to 17 years old, although there is a limit of up to 19 for disabled and exception categories.

This is a four-week course which is free to those receiving free school meals otherwise at a cost of £35. The first week is set in Dorset for outdoor activities and then a week at Fort Purbrook where participants had to self-cater and then later go into the community, undertaking fundraising projects including raising money for the Homeless Shelter, renovation and decorating schemes (such as brightening up play centres and gardens), sponsored walks, work with Friends of the Museums, a collage at Stamshaw Community Centre, raising funds for the homeless and providing them with suits so they could attend interviews.

- 5.1.6 After the four weeks NCS participants could be a graduate co-ordinator who could offer further volunteering opportunities. The PFC players were also involved in encouraging graduate opportunities. There is also the International Citizens Service giving opportunity to participate through an interview and fund-raising, with previous participants going to a Capetown township to help in Children's Homes and Aids educational projects.
- 5.1.7 The Pompey Centre now had cooking classrooms to teach young people to cook so they could go on the self-catering courses. There is also involvement in a Recovery Kitchen which is helped through donations from Tesco.
- 5.1.8 **The future:** A problem identified for the NCS scheme is the initial engagement, with not all schools knowing of the scheme and Portsmouth in the Community would like to get more youngsters involved. To help ensure there is capacity to expand a co-ordinator now records volunteering hours with will help in expanding volunteering opportunities. The Pompey Centre advertises via social media and is linked to the Portsmouth Together website. It was stressed that to get people involved initially in projects this may not be seen by the participants as 'volunteering' but as asking for help, then this can later progress into more formal volunteering, as supported by the Cabinet Office's Social Action Agenda.

5.2 Highbury College - Volunteering programme and community work

- 5.2.1 The panel received written evidence which illustrated how many Highbury College students make a contribution to the local community by volunteering their time and skills. Students often use the skills they have learnt at College to support disadvantaged members of the community. Examples include:
 - Hair and Beauty students visit residential care homes to offer hair and beauty treatments
 - Computing students have assisted staff at a local community centre to install and make the best use of its IT system
 - Construction students have helped to build a Scout Hut and a garden for a local nursery school
 - Helping a local junior school to landscape its grounds
 - Building a sensory room for young people with learning difficulties and disabilities

- Cleaning and decorating care homes
- Supporting Southsea Fashion show
- Supporting the Victorian Festival of Christmas (in the Dockyard)

5.2.2 The College also hosts an annual Volunteering Fair attended by organisations such as Christian Aid and Projects Abroad.

5.3 UNIVERSITY OF PORTSMOUTH (UoP)

5.3.1 The University of Portsmouth provided both written and oral evidence to support the positive contributions made by UoP students to their community, including the schemes run through Purple Door (responsible for recruitment and formal placements), the individual faculties and departments interacting with the community and the volunteering opportunities offered by the expanding Students' Union's Volunteering in Portsmouth (VIP) scheme.

5.3.2 **Education Liaison and Outreach work in Portsmouth, via Purple Door** - written evidence had been provided by Chris Martin Education Liaison Manager at Purple Door.

5.3.3 **Primary Schools** UoP works with 19 primary schools in the city each year to raise aspirations and increase knowledge of higher education. In-school workshops are offered for Year 5 pupils as well as an all day visit to UoP in Year 6. It is estimated that UoP worked with almost 2000 children in 2014/15. Some departments such as the Dental School and Cosmology also run in-school subject workshops (covered later by the individual faculties at Section 5.6).

5.3.4 **Secondary Schools** - UoP works with all 10 of the secondary state schools to offer aspiration raising and attainment raising activities. It is estimated that the 186 events in 2014/15 involved 8500 pupils, which include:

- "Why Higher Education?" days run on campus
- 3 day residential visits to UoP (100 pupils attending)
- 10 week mentoring scheme delivered by undergraduates (100 pupils)
- "Up for Uni" holiday workshops (180 pupils)
- A wide range of subject specific workshops across the 5 faculties

5.3.5 **Post 16/Colleges** - there is aspiration raising work with Charter Academy, Portsmouth College and Highbury College, including:

- Progression routes from vocational courses
- Access to the professions sessions e.g. Architecture, Law etc.
- Student finance sessions for parents
- Wide range of subject specific workshops

- Catch 22 workshops for young people in training

5.4 PURPLE DOOR UoP - Volunteering Opportunities

5.4.1 Written evidence had been submitted by Jane Howe, Volunteer Co-ordinator at Purple Door. Volunteering at UoP is growing, with 700 students recorded as volunteering by Purple Door in the 2014/15 academic year. This is in addition to those volunteering via the Sport & Recreation Department and the Students' Union (covered separately at sections 5.5.7, 5.6.8 and 6.1.25). The focus for Purple Door is offering longer term volunteering roles to help students to develop employability skills relevant to their course or future career path, rather than the one of projects offered by the Students' Union or the coaching and dancing projects provided by the Sports & Recreation Department.

5.4.2 Purple Door operates both a paper based volunteering bank as well as on-line applications. Purple Door assess if the application is for a placement or academic credit. As at November 2015 there were 204 volunteering roles on line (the highest number so far recorded). These are often to offer support to charities (200 charities are partners) and the voluntary sector, with examples of roles including:

- Reading scheme volunteer at 10 Portsmouth primary schools
- Mentor with the Portsmouth Family Intervention Team at Barnardo's*
- Jobseeker Support Volunteer with the Shaw Trust
- Videographer at the Kings Theatre

*The Volunteer Coordinator at Barnardo's said of a recent volunteer:
"She has proven to be a great asset to our organisation and we hope she continues to be an ambassador for Barnardo's"

5.4.3 **PCC and areas to expand** - In partnership with Portsmouth City Council there have been roles at Hillside & Wymering Community Centre, the Independence and Wellbeing Team (Community Connector Project) and the city's museums. Some areas to expand had been identified which include supporting the Fostering Team in Hester Road which is being pursued, and there is a desire for further collaboration to provide student volunteers in other departments at PCC such as Property, Planning, Finance, Environment and Health & Safety.

5.4.4 There are links with Brian Bracher, Chief Service Officer (Cities of Service) PCC, on many projects - with involvement in the America's Cup World Series and the Code Clubs in schools.

5.4.5 Purple Door co-host an annual volunteering awards ceremony with the Students' Union and Sport & Recreation Department, and an annual volunteering fair takes place in October each year to promote the range of opportunities to students so that they can commit to a decent length of volunteering prior to the end of the academic year.

5.5 UoP STUDENTS' UNION - Volunteering Experiences

5.5.1 Brendan McCarthy, Student Experience Manager reported that the Students' Union supports the student lead group Volunteering in Portsmouth (VIP) to encourage 750 students to give their time to community projects. VIP aim to give students the flexibility they need to commit to their studies as well as volunteer within the local community. Key initiatives (later expanded on by Waqar Younas at 5.5.3 onwards) include:

- Older Persons' Christmas Party - last year 21 students supported local charity Personal Choice with their event at the Oasis Centre for 75 guests- decorating the venue, preparing the food, running a raffle, serving food and tidying up after the event and there were performances by 3 societies singing and dancing.
- NUS Green Impact Week Scavenger Hunt - inviting school children (aged 9-11) to Ravelin Park where 20 volunteers ran an educational scavenger hunt and seed planting event.
- Soup Kitchen - linking with local churches in Southsea who run weekly soup kitchens, serving meals to the homeless
- Beach cleans - these are popular events, in 2014/15 there were 2 events with 100 participants contributing over 400 hours of volunteering, work is taking place with PCC to promote future ones.
- Big Move Out/Big Move In - in conjunction with PCC's Big Recycle Scheme, with those moving out of student accommodation donating unwanted items instead of throwing them away and these can be offered for reuse by students in the next academic year.
- Great South Run - providing stewards and being official charity ambassadors supporting participants in the race
- School Disco - helping the event at Solent Junior School

5.5.2 **Future Plans** - The Student Experience Department in the Union are promoting skills recognition, by launching a skills badging initiative to ensure that students understand the skills they are gaining when working on projects. Outlining the number of hours that the VIP volunteers undertake will be part of the focus on recognition.

5.5.3 Waqar Younas, President of UoP Student's Union Volunteering in Portsmouth (VIP), and their Young Volunteer of the Year gave a presentation to the panel. VIP is the Student Union's largest voluntary group which tries to offer one-off events around timetables to be flexible and encourage involvement.

5.5.4 The VIP mailing list has 1,000 students on it (last year there were 800 participants). Recruitment takes place at the Fresher's Fair and over 800 hours of volunteering had been accrued over the year so this year they were aiming to deliver 1000 hours. VIP also advertises opportunities on their website.

- 5.5.5 The focus for volunteering is educational, community based and charitable. There is work with schools, national and local charities and churches across Portsmouth (including Solent Junior School, The Rowans Hospice, Buckland United Reformed Church and Food Cycle). Whilst events are mainly in Southsea, where most of the students were based, there is the intention go further north in the city.
- 5.5.6 **Funding** of the opportunities is mainly by the university with some external funding from local businesses and the VIP does receive sponsorship.
- 5.5.7 **Events organised by VIP** - these included seasonal parties for children with 300 children attending the Christmas party, scavenger hunts which were used to teach participants about the environment and one-offs such as school discos and school summer fairs (if students were still available as some stayed on in the city to volunteer for these).
- 5.5.8 **Environmental projects** included beach cleans which were very popular and Waqar wanted more contacts for such projects. 10 students had helped PCC out at with tree planting in the north of the city. Other projects include Southsea Greenhouse, with redecorating and planting projects and the setting up of a garden polytunnel.
- 5.5.9 **Older Persons** - there is work with Personal Choice at the Oasis Centre with students helping out at the lunch club there. There is also involvement in cake decorating competitions, tea dances and cultural lunches. The biggest event is the Christmas party with 20 volunteers and 75 participants at the Oasis Centre and 3 societies help perform with singing and dancing, to use all the talent available.
- 5.5.10 **Community events** included Good Deed Day with a marquee being set up in Guildhall Square with face painting etc. Soup kitchens are regular events giving once a week interaction with the homeless. Students also take part in the Great South Run, sponsoring Dementia UK and help Food Cycle with the redistribution of food from supermarkets to the homeless. Students were also participating at the Feed the 5000 event.
- 5.5.11 At the time of the review meeting, plans were being made for the 2015 Christmas party at the Mountbatten Centre, for 400 children with 15 students volunteering. Also planned for 9th December was a Christmas party for 100 older persons, with 4 societies performing. There were also events to help the RSPCA - with redecoration of kennels at The Stubbington Ark, and work with the animals there.
- 5.5.12 These volunteering opportunities are facilitated with the help of others, such as Purple Door especially with placements for sports and recreation, after school clubs, coaching (sports, dancing and cheerleading) and during the RAG (raising and giving) week £220,000 had been raised.
- 5.5.13 **Outreach work** included first aid provision at the Guides and science outreach with sixth formers being invited to under experiments at the university laboratories. There is mentoring involvement in the city of numeracy project within local schools.

- 5.5.14 **University Societies** are a way of harnessing talents, giving experience such as writing for a paper, presenting on radio, captaining in sports clubs etc. and 6000 students are members of societies.

5.6 UNIVERSITY FACULTIES

Written evidence was submitted from individual faculties, detailing their local placements and volunteering opportunities for students which include:

5.6.1 Institute of Criminal Justice Studies (ICJS)

ICJS Links with the local police in Portsmouth - it is estimated that between 100-150 students will have spent 3 shifts each with the police this academic year and provide constructive feedback on their experiences to feed back to senior police officers.

There are criminology students who are special constables with Hampshire Constabulary, the British Transport Police and Sussex Police. Some students are also engaged in volunteering activities within the community dealing with vulnerable adults and victims of crime.

In autumn 2015 the ICJS and PCC staff held an event at Portsmouth Museum called "Sherlock Holmes to modern CSI" attended by 16 local families and a group of young carers.

Every other year ICJS hold a partnership day with their forensic and policing partners to showcase their work with UoP and their research. The students attending discuss the opportunities available to them and the experience gained from sandwich year placements and internships.

5.6.2 School of Education and Continuing Studies (SECS)

A variety of placement opportunities are offered through local schools, colleges, nurseries and other educational/non educational settings. These placements provide invaluable supported experience for students, this also helps them to decide if they would like to go into teaching and at which level (Early Years, primary, secondary or further education) and other students to consider a career in areas such as social work, youth offending or health.

Events include:

- European Day of Languages at Portsmouth Football Club on 25 September 2015 which was attended by 100 local year 9 pupils (French & Spanish) and delivered by 33 PGCE² language trainee teachers³
- Year 11 Revision day for French, Spanish, German and Italian 22 January 2016 - inviting 200 local year 11 pupils to UoP for a revision day to develop listening, reading and memorisation skills⁴

² PGCE = Post Graduate Certificate in Education, a 1 year higher education course for graduates to train to become teachers in maintained schools

- Spelling Bee Competition - the regional competition will take place at Brighton University on 20 April 2016 for local year 7 pupils of any language⁵ - this is delivered and supported by the PGCE MFL course leader and her 33 trainee teachers.
- Global Campus Year 8 international event - 7 May 2016 - 33 PGCE MFL trainee teachers deliver half hourly sessions based on cultural themes for their countries e.g. Spanish Salsa, African Drumming⁶
- Adopt a Class - this is an ongoing 3 year rolling programme where classes of Year 8 pupils are adopted by a second year undergraduate student with contact maintained during the year abroad and classes revisited in the students' final year when the pupils are in Year 10, to prolong an interest in languages and encourage GCSE take up later on.⁷

5.6.3 School of Languages and Area Studies (SLAS)

- A level 6 Applied Languages student works part time as a Bilingual Learning Assistant (Hungarian) for Portsmouth City Council, and example of UoP's 'Learning Through Experience' opportunities (arranged through the LiFE Unit). This was mutually beneficial for the student's employability and for local Hungarian pupils accessing the national curriculum.
- There is community involvement of MA Applied Linguistics and TESOL⁸ programme with a high proportion of the students being local Portsmouth teachers so there is upskilling of the local workforce.
- There is provision of translators and interpreters for local events - e.g. 12 languages students volunteered to help at the 52nd International Submariners Congress at the Guildhall in May 2015 which was also supported by PCC.

³ This has 'Routes into Languages' funding from the Higher Education Funding Council for England, the scheme runs from August 2013 to July 2016

⁴ This has 'Routes in Languages' funding

⁵ Arranged via the 'Routes into Languages' co-ordinator at Brighton University

⁶ Part funded by 'Routes into Languages'

⁷ Funded by 'Routes into Languages'

⁸ Teachers of English to Speakers of Other Languages

5.6.4 School of Social Historical and Literary Studies (SSHLS)

- Journalism students contribute to university media such as Pure FM which is also accessible by the local community.
- There is coverage of local events such as the Great South Run and Council meetings, including publications in student papers and their journalism website The Hub, the hyperlocal About My Area website and The News, as well as YouTube and Twitter.
- Journalism students also work with local companies and start-ups to create press packs to promote their businesses, which are done free of charge and some of which are used commercially.
- Some Politics and International Relations students work as volunteers with the local Red Cross, the armed services, local judiciary and within local politics.
- Students from SSHLS are involved in the organisation of the Shakespeare festival - Much Ado About Portsmouth 2016, in particular with the promotion and delivery of the sonnet competition with schools and the schools' library service. Students are also involved in the Designers Tudor Fashion Show at the Square Tower.

5.6.5 Faculty of Creative and Cultural Industries (CCI)

- There is an annual Faculty Graduate Show, the latest preview night attended by 2142 people and 1000 tuned in to watch on line, the VIP Research and Innovation launch was attended by 1000 VIP guests
- 'Science without Borders' - Brazilian architecture students collaborate with CCI student architects and have analysed and re-imagined use of 3 Portsmouth church spaces (26 students looked at Christ Church at Portsdown, St. Michael's at Paulsgrove and St. James' Church at Milton). Bishop Christopher said *"They have inspired us to think more about the impact of our buildings and the way they engage the local community"*
- Open lecture delivered on the theme 'Port City: Narratives of Migration' aiming to dispel the notion that the city is mono-cultural
- 'Far from Home' public exhibition, book and documentary, which were researched with retired service personnel (including local residents at Greenwich Court Retirement Home).
- 'New Educators' workshops with local schoolchildren; 12 students worked with 240 pupils, in collaboration with Aspex Gallery
- Illustration students collaborate with local iconic company Anglepoise in 'The Great Reveal' event. Simon Terry of Anglepoise said *"Going round the room and talking to the students about their work it was clear just how much time and effort had gone into this from each and every one of them... For many of them the process had really taught them a great deal on how to approach future projects which was great"*

to hear".

- 'Design thinking in practice' - Creative Technology students designed an interactive mobile app to guide foster parents, in collaboration with IBM and Catchpoint charity
- TV & Film Production students make films in collaboration with the police and PCC to help improve the lives of minority women in the region to try to improve the confidence of black and ethnic minority women, covering the themes of forced marriage, 'honour' based domestic and sexual violence.
- Big Screen broadcasts of CCI Live TV in Guildhall Square with a weekly show interviewing members of the community
- Navy liaison - Computer games and animation students work with the Navy reproducing 3-D models of military hardware (ships etc.) which are embedded in computer simulators reflecting real combat situations. The project has been running since 2011 and has recently expanded to include smartphone apps for the Royal Marines School of Music.
- Collaboration with the Portsmouth Cultural Trust displaying reactive work in the Guildhall's Freda Swain Business Lounge, in a dedicated gallery space for work of students and alumni. Quote from Catherine Harper, Dean of the CCI Faculty on the value of the CCI students *"Many remain here as part of Portsmouth's creative workforce, incubating their ideas, generating, innovating, producing, and making significant contributions to the city's culture and economy, while others travel out across the globe as ambassadors of this community of design businesses, creation collaborations, entrepreneurial partnerships and creative practices."*
- 'Stina and the Wolf' feature animation film being made in Portsmouth involving dozens of students from the School of Creative Technologies for students to gain experience on real projects as part of a UoP not for profit company.

5.6.6 Portsmouth Business School (PBS)

There are collaborations with local large and small businesses and delivering 'pro-bono' (i.e. for free) services in the professions.

- PBS Schools of Law and Accounting and Financial Management run clinics offering expertise and support both within the university and external in the local community in Intellectual Property, Employment Law and Debt Management. There is involvement in law clinics, Citizens Advice Bureaux and police support volunteers.
- Large firm development - there is a successful collaboration with Hewlett Packard with approximately 20 students (MSc Strategic Quality Management) taking part each year on an 18 month programme, supporting regional development.
- SME Development - PBS was awarded Silver Small Business Charter

recognition for work to promote small businesses growth. In the last 2 years over 1100 PBS students have engaged in live client projects with 196 local small businesses. Projects have included accounting students auditing local charities and social enterprises and law students working with charities on corporate governance projects. Many final year students choose to work with local firms and to take up the opportunity to write up a project completed on their small business placement.

5.6.7 Faculty of Science (SCI)

- Biology students have worked on research projects at the Mary Rose (e.g. preservation of timbers), participated in the Langstone Harbour Board fish survey and in public lectures (including Café Scientifique). They have also helped in aspiration raising in education especially among females into STEM⁹ subjects, hosting visits with local primary and secondary schools and colleges.

5.6.8 Sport & Exercise Science

There is collaboration with PCC and the School Sport Networks to increase physical activity rates for young people, with students organising events in the community and school settings. Examples of interaction with the council and wider community include:

- Consultancy work on the PCC Physical Activity Strategy
- Support for the 'City of Football' bid to Sport England and student placements and liaison with Portsmouth FC
- Student placements in local sports clubs and work with the seafront events team such as the Great South Run
- Student projects in the local community including the John Pounds Centre and the Mountbatten Centre
- Work with the Sport & Recreation Dept to place students in leadership and sports coaching opportunities across the city.

⁹ STEM subjects are Science, Technology, Engineering & Mathematics

5.6.9 Geography

- There is a strong connection with the Mary Rose Museum.
- Research has formed an important part of several TV documentary films
- There are links to PCC's Farlington Marshes Committee and over 20 years involvement in the study of the intertidal archaeology around Portsmouth and its harbours.
- **Public lectures** contribute to the cultural and educational activity of the city, including on the topic of the Mary Rose as well as presentations to schools on Historical Geography.

5.6.10 Pharmacy and Biological Sciences

- The School of PBS is working in partnership with Laly's Pharmacy to develop 'Healthy Living Pharmacy Live', to combine the ethos of a Health Living Pharmacy providing advice and support to health and wellbeing as well as an immersive education experience for the pharmacy students on their MPharm degree. Students will be learning while contributing (under supervision) to the care of patients in the city centre, by providing advice on medicines and health as well as responding to patients' symptoms for minor ailments.

5.6.11 Psychology

- Researchers work in partnership with PCC to gain funding for projects to benefit the city e.g. Education Endowment Foundation 'Changing Mindsets' project, and Autism Employment Centre.
- Have provided help with PCC's promotion of the National Numeracy Challenge, and trained national numeracy champions.
- Involvement in the Solent Maths hub to promote increased Maths attainment for local school children.
- Student placements in the community as part of courses accounts for about 60 students a year, with placements having taken place at Portsmouth Educational Psychology Team and Solent NHS Trust Neuropsychology at QA hospital.

5.6.12 Earth and Environmental Sciences

- The Crisis and Disaster Management MSc course has worked with PCC in providing a volunteer intern to the Contingency Planning Team, carrying out research for PCC on aspects of emergency planning.
- A PhD research student looked at ways of mapping and monitoring flood vulnerability and risk along the coast of Portsmouth.

5.6.13 Health Sciences and Social Work

The department educates and trains health and social care practitioners who go on to support the local community, working alongside the NHS and PCC Social Care partners in evaluating the city's priorities and needs as well as contributing to the solutions. There is involvement in:

- Care home staff training and development
- Training solutions for the ambulance service
- Open day and outreach activities to educate and motivate the younger population in emergency life support and careers in health and social care
- Research on alcohol misuse (working with the police, PCC and substance users) fed into a citywide strategy to manage and reduce misuse
- Research this academic year evaluating the needs of military veterans moving to civilian life.

5.6.14 Social Work - Adult Social Care

Over the last 2 years there has been a collaboration with PCC's Adult Social Care including working together on two 'Research and Practice' seminars that have focused on live issues with input from practitioners and researchers, which also benefits PCC staff gaining CPD¹⁰ accreditation, so this will become an annual event.

Social Work court skills - Collaborative work with PCC on the 'Court skills expert witness presentations within a simulated court context' drawing on the expertise of PCC's Legal Services who act as judges and advocates for the simulation. This is valued by PCC's Social Services management as part of the learning process.

Mentoring LAC - There is also liaison with PCC Looked After Children's (LAC) Services in developing a focused mentoring project for first year BSc (Hons) Social Work students to be matched with young persons in local authority care, to maintain contact between the young person and mentor during the 3 years of study.

¹⁰ CPD = Continuing Professional Development

5.6.15 Dental Academy

Work benefitting the local community includes:

- Opportunities for children and parents to access dental treatment through supervised brushing and fluoride varnish programmes and Children's Centre visits.
- Working alongside carers in residential homes for older persons to encourage improved dental health.
- Promotion of oral health messages
- Offering treatment to the homeless
- Supporting recovering drug/alcohol users and offenders at Portsmouth Probation Services
- Community open days attendance to encourage attendance at dental facilities
- Offer NHS primary dental care services on the premises at UoP to the local community.

5.6.16 University of Portsmouth Ageing Network

- Evaluating and supporting local services such as Age UK Portsmouth, Portsmouth Pensioners Association (helped create their new website), with health partners and PCC.
- Community outreach activities have included involvement in the Portsmouth 60+ Festival, public talks, lab tours and stands which has helped increase the social activity of older members of the public.
- Supporting external services engage with members of the public - impacts have included shaping decisions around commissioning community services for residents living with dementia and the setting up of a new dementia walks service, and UoP is a dementia friendly institution.

5.6.17 Faculty of Technology

- There is an annual School of Engineering Project Day to showcase student work to employers, local schools and colleges. The April 2015 Project Poster Day had 345 projects on show with students and staff on hand to answer questions.

- **Stargazing Live** - an annual event at the Historic Dockyard run over the last 4 years linking in with the BBC's event, which is open to the public and attracts around 450 people (over 5500 when the BBC were present in 2014) with the involvement of staff and postgraduate students from the Institute of Cosmology and Gravitation (ICG). ICG students also help with other public events and outreach work. 11 Physics undergraduates also help with the delivery of activities in primary schools in the city. ICG students also run 'Astronomy in the City' in the Guildhall Square to engage with members of the public and encourage interest in Astronomy and Space.
- **Computing at Schools hub** - is run by UoP with regular events aimed at anyone teaching computing in schools, partly delivered by PGCE Computing students, attracting over 30 teachers at each event who share good practice.
- **The School of Mathematics Undergraduate Ambassador scheme** with students gaining teaching experience at local schools; in 2015/16 academic year 19 students work in Portsmouth schools for 10 half days per academic year, and this has been rolled out to computing students with 10 in local schools in 2015.
- **Placement students in local companies** - students have the opportunity to undertake a 36 week placement with a company or a shorter summer placement. In 2014/15 academic year 26 companies placed students in Portsmouth (one at PCC) and in 2014/15 there were 49 students at 27 local companies (one at PCC).
- In 2014/15 there were 57 students taking on volunteering roles in the city (6 helping to deliver computing code clubs in local schools), others working as visitor guides at Boathouse No4 in the Dockyard, and some working with the local branch of the Alzheimers Society.
- **Outreach work** by students to encourage the take up of STEM subjects; last year 70 activities were run with local schools and colleges e.g. the Greenpower Challenge to build and race an electric vehicle at Springfield School.

6. Objective 3 - To be informed of the work of the council and other bodies in the city with students which are mutually beneficial economically and academically

The panel received evidence of PCC's involvement with local students and how the Portsmouth Together project is harnessing students' enthusiasm to help in local projects as part of the social action agenda.

6.1 PORTSMOUTH CITY COUNCIL (PCC)

The panel received evidence from a range of Portsmouth City Council departments which interact with university and college students in the city in a variety of ways, and it was noted that there is a need to ensure that a quality experience is offered to benefit both parties.

6.1.1 Museums - Jane Mee, PCC's Museums & Visitor Services Manager provided information on the interaction with UoP and other students for her service.

6.1.2 Museum Volunteers - 16 students volunteer with the Museums Service - university students outside term time and the further education students at the weekends. These students are mostly from UoP, but some are from Portsmouth and study at university elsewhere. There are some one-off volunteering opportunities - e.g. a UoP student filmed the Museums' 3 community showcase collectors (part of a Hard Choice). In addition there are 3 long term student volunteers who work on collections.

6.1.3 Research at the Museums - history students from the University of Portsmouth use the D-Day Collections as part of their coursework (i.e. on an annual basis) and present their work to visitors at the Museum. The History Department also provided students to help research the WW1 exhibition 'Lest We Forget' (in 2014). The D-Day students, and a group of students from the University of Wolverhampton on their way to Normandy, were consulted as part of PCC's Heritage Lottery Fund D-Day project. As part of the D-Day Museum project it is proposed to work with students from 4 UK Universities in the future. PCC's Museums Service also supports a Doyle PhD student funded by an AHRC Collaborative Doctoral Award (to the UoP).

6.1.4 Libraries - Lindy Elliott, PCC's Libraries & Archives Service Manager provided evidence that this service has run joint projects with the university, including a "One City Read" as part of the WW1 commemorations with the Literature Department, including supporting their conference "Visual Libraries" with the Arts and Creative Technologies. The Libraries & Archives Service has offered project opportunities for Year 2 students based on practical library issues with the Business School and these have formed the basis of a Year 2 project. There had also been involvement in Bookfest with students helping with the Arthur Conan Doyle Collection.

- 6.1.5 Public Health** - Dr Janet Maxwell, Director of Public Health has met with Dr Chris Markham, the Head of the School of Health Sciences and Social work to discuss student links as well as research opportunities. She is also working closely with David Hutchinson, Manager of the University of Portsmouth Environmental Network UPEN. She is also involved in meetings with Bernie Topham at the UoP and David Williams (PCC's Chief Executive) to discuss closer links with the University.
- 6.1.6 PCC's Strategy Unit links with UoP** - Paddy May, PCC's Corporate Strategy Manager, had submitted evidence on the Strategy Unit's interaction and use of the University as a resource as well as joint work with them, e.g. meeting with Professor Tara Dean to discuss whether research projects from the University could support some of Strategy's knowledge programmes. Generally the UoP were interested in funding to do research but they were happy to share some of the findings from their student projects. There has been a Tackling Poverty initiated research project with the Psychology Department looking at whether an approach to learning with increased expectations improved school results.
- 6.1.7** Advice has been given to the UoP Business School looking for real life projects to help develop individual Voluntary and Community Sector organisations. The Strategy Unit has worked with UoP on delivery of the Growth Hub - UoP were the lead accountable body for an application by PCC as part of City Deal and this was about working with the University to promote business growth in the Solent area. This helps support the financial viability of the University and departments and so has an indirect impact on students. PCC also make joint bids with them e.g. a new European Regional Development Fund (ERDF) bid to support SME competitiveness (support for small and medium sized enterprises).
- 6.1.8 Business Enterprise** - Alison Heselberth, SME Development Officer (Culture & City Development) had been asked by Kevin Stroud at UoP to be part of the Business Enterprise Unit, providing a brief for a project for which students bid for work and then deliver by Spring 2016.
- 6.1.9** Linda Taylor PCC's Employment Initiatives Manager, monitors the Employment and Skills Plans for development sites in Portsmouth. Some of the outputs for this include links with colleges, schools, back to work projects etc.
- 6.1.10 Human Resources (including work placements)**
Roland Bryant from PCC's HR department provided information on how HR co-ordinate a number of work placements and there is a dedicated member of staff looking after Apprenticeships and Work placements (in 2015 she placed 8 UoP students in a range of services).
- 6.1.11 Social care placements** - HR has a long standing relationship with the University of Portsmouth Social Work Degree course as PCC provide placements in both Children's Social Care and Safeguarding and Adult Social care as these placements require a Practice Educator to oversee and pass/fail the student whilst in placement.

- 6.1.12 HR also works with Highbury College and Adult Social Care to try and increase the number of work experience placements in their area but this is in its early stages.
- 6.1.13 **Court skills training** for PCC's social workers involves PCC's legal team and the University and is a really good example of collaboration where PCC Legal Service provide the legal experts, and the 'raw recruits' in newly qualified social workers and the University provides the venue and legal students who can practice and support the whole process. No money changes hands with this as both parties contribute resources in kind.
- 6.1.14 PCC also provide Occupational Therapy placements to the University of Southampton in Adult Social Care.
- 6.1.15 **School work experience placements** have been supported in the past through the EBP (Education Business Partnership) but this has reduced since they started charging schools (and in some cases the individuals) because this is no longer a mandatory requirement to broker placements. HR do get requests for placements from schools, PCC staff and directly from parents and always endeavour to accommodate these. HR also receives requests from language schools in the city and has been able to accommodate some of these. HR itself also regularly has students on placement and has built up a good relationship with the UoP Business School where HR are able to influence the projects the students carry out so that they provide both a good resource for PCC and a beneficial piece of work for their course.
- 6.1.16 **Trading Standards** over 8 years the department has worked with 3rd year UoP law students, completing 100 hours work experience in place of a dissertation, assisting in consumer protection activities and interventions, participating in national campaigns such as Rogue Traders Week, and assisting officers in underage sales work.
- 6.1.17 **Sport**
Matthew Birch, Portsmouth City Council's (PCC) Sports Officer, had submitted a written overview of programmes in the city which seek to engage more people in sport through educational settings, whether that is as participants or as coaches, officials, organisers and sports professionals. None of this is run directly by PCC but is a vital part of the overall sports programme which is run across the city and by various organisations working in partnership.
- 6.1.18 **Sport in Schools**
 The majority of sport in Portsmouth schools is organised by the Portsmouth School Sport Partnership (PSSP) which is supported by PCC. PSSP organise a range of in-school opportunities seeking to improve the competency and confidence of staff to deliver PE and school sport as well as delivering opportunities for pupils to take part in recreational and competitive sport.

- 6.1.19 PSSP receive a government grant under the School Games programme and also from individual schools who 'buy-in' a range of services. PCC support PSSP in creating partnerships with other providers, supporting the delivery and hosting events, accessing external funding and management and policy support.
- 6.1.20 Many secondary schools offer Sports Leaders as an option for pupils to undertake either within the curriculum, after school or during school holidays. Students undertaking Sports Leaders are equipped with skills to support the organisation and delivery of sport within school and community settings alongside more experienced and qualified staff. Sports Leaders is one of the first steps into volunteering. Sports leaders from several schools support the delivery of PSSP and gain real event experience by volunteering and helping to deliver a range of competitions and events.
- 6.1.21 PSSP also give funding to deliver Change 4 Life Clubs in primary schools. These offer after-school sports provision aimed at everybody within the school and not just the most gifted. There is also training for pupils to become playground leaders to help ensure more children from the school take part in activities during break times.
- 6.1.22 Sport in Colleges**
Portsmouth College has developed a growing focus on academic and participation in sport (working closely with Tom Lloyd). The college offers BTEC qualifications in sport and health and also offers a range of additional vocational courses such as NVQ, Sports Leaders and sport specific coaching courses. Portsmouth College also has a growing number of apprentices with Portsmouth School Sport Partnership delivering two apprenticeships to learn and develop within the industry and also aid the development of PE and sport in schools.
- 6.1.23 Students undertaking sports qualifications will also be active in supporting the delivery of community and school based sports opportunities, festivals and competitions. Members of the college's Sports Academy will also be encouraged towards volunteering and leadership within their sports and to support college and community delivery.
- 6.1.24 Students from Havant and South Downs Colleges also support the delivery of school sport opportunities within Portsmouth. (At present Highbury College does not offer any academic qualifications in sport.)
- 6.1.25 Sport at the University of Portsmouth**
The University has over 300 students per year undertaking qualifications in Sport and Exercise Science. Additionally, thousands more students take part in sport weekly for recreation or competition.
- 6.1.26 The University organises a range of sports coaching courses throughout the academic year open to both students and staff and the wider population. Many of the students undertaking these courses will do so in order to volunteer in local schools and community clubs to gain real world experience. The University operates a sports volunteering database to

connect volunteers and community opportunities.¹¹

- 6.1.27 Additionally, some sports related academic courses require students to actively participate in community opportunities delivering sports coaching, development and event management. Students help to deliver various programmes such as coaching in schools, inter school competitions and festivals and various activities around the Great South Run series of events. Students on some courses are also required to undertake industry placements.

6.1.28 UoP Directorate

Bernie Topham, Chief Operating Officer for UoP in her presentation to the panel explained the benefits of the existing links with PCC. Placement opportunities lead to personal development through work with PCC's Human Resources Department for a structured development and the chance to interact with other council departments. Examples of collaborative work include the Seafront Strategy and pier restoration, and the Carers' Strategy. A further advantage is that learning about Local Government gives a broad experience which can lead to permanent employment with talent being retained in the city.

- 6.1.29 There would be further expansion of the current 185 different volunteering roles and more liaison with PCC to develop links with Victorious Festival and further involvement in the Volunteering Fair.
- 6.1.30 At the EDCL scrutiny panel meeting on 24 November 2015 Julia Hughes from UoP's Purple Door undertook to make contact with Honorary Alderman John Attrill as PCC's Learning Disability Champion to discuss further links on learning disabilities areas.

6.2 PORTSMOUTH TOGETHER

- 6.2.1 Brian Bracher Chief Service Officer, Portsmouth Together (PT) explained the collaborative nature of this project, with him representing the City Council (along with Janet Maxwell, PCC's Director of Public Health who chairs PT), the PT board and steering group also include representatives from the University of Portsmouth (Bernie Topham and Julia Hughes respectively) as well as the Students' Union.
- 6.2.2 The Portsmouth Working Together website links to and from the University of Portsmouth and Students Union.¹² A students' volunteering week takes place in February each year, details of which were circulated to 120 organisations last year. There had not been a proper website in place for volunteering opportunities due to lack of funding and Portsmouth Together had filled this gap and as at November 2015 there had been over 1300 enquiries since the website had launched on 1st October 2014. It was known that potential students looked at the website from abroad when they were considering Portsmouth University as a possible destination, so they

¹¹ The UoP website and its Sports Volunteering Hub can be accessed at <http://www.sportportsmouth.co.uk/> this advertises volunteering opportunities

¹² The Portsmouth Together website has over 2000 visits a month.

were looking into volunteering experiences. Brian was also meeting with the Students' Union lead on Community Engagement to discuss further publicity on volunteering carried out by UoP students in Portsmouth. Facebook and Twitter are also used for the advertising of volunteering opportunities¹³. DBS¹⁴ checks should not be prohibitive (costing £10 for a volunteer) and these are not always needed, depending on the type of work being undertaken, and there is clear guidance regarding safeguarding issues.

- 6.2.3 The Cabinet Office now use the term '**Social Action**' to better explain the full range in which people and businesses can give their time. The Portsmouth Together Steering group is developing a 'Portsmouth Social Action Framework for 2015/20', which encompasses a huge range of opportunities. The PT team is trying to cover the key areas to co-ordinate work in the city to encourage volunteering.
- 6.2.4 Examples of collaborative work offering opportunities and mutual benefit include:
- * **Code Clubs** in primary schools' afterschool clubs. Portsmouth Together are in touch with Purple Door and the libraries so that 200 children in the city are now involved.
 - * **Numeracy Challenge** - UoP had provided some of the count champions for this.
- 6.2.5 **Future work of PT** - As well as UoP, Brian Bracher also worked closely with Clare Martin at Pompey in the Community regarding volunteering opportunities. He planned to meet Highbury College teachers in December, regarding the benefits of volunteering and had also been to local college volunteering fairs.
- 6.2.6 **Areas to expand** - PCC's Public Health Department was looking for more placements and a lot of research work was taking place within Sports Psychology and Geography. There were also opportunities to be expanded with Adult Social Care and there were early discussions taking place on how students could help here such as expanding social care practical experience in the dementia and learning disability areas. However there is a need to manage expectation regarding timing as the students were not available over the summer or at exam times.
- 6.2.7 Janet Maxwell, PCC's Director of Public Health was keen to engage further with Portsmouth University and the colleges as there was recognition that many faculty leads do have contacts at the city council but there is no single point of contact except for formal work placements.
- 6.2.8 Brian Bracher would be liaising with Purple Door regarding the UoP recruitment and volunteering fair, and had been contacted by a local company who wanted smaller companies to be invited to these events.

¹³ As at November 2015 PT reported over 400 likes on Facebook and over 700 Twitter followers

¹⁴ DBS replaces former CRB checks disclosing criminal records

6.2.9 **Future Funding for PT?** The EDCL panel members asked whether there is future funding available to make all these efforts sustainable? Brian Bracher reported that the funding for Portsmouth Together ran until June 2016 from the Cabinet Office Cities of Service; this also funded the website which was valuable in helping those in the city find out about volunteering in the city e.g. the 'Feeding of the 5000' event in the Guildhall Square in December had received a lot of enquiries.

6.2.10 The EDCL panel members were concerned about what would happen if the funding for PT was not found and there was a need to look further at the Third Sector. It was also reported that Love Your Street was harnessing support of neighbours in the community. So there were some very passionate volunteers out there but there is a need to co-ordinate and harness this.

6.3 **FEEDBACK**

6.3.1 As part of the EDCL Scrutiny Panel's evidence gathering meeting on 24 November 2015 a feedback session was held with discussions taking place with the attendees and the following issues were identified:

6.3.2 **Benefits**

- Participants were impressed by how much volunteering is going on in the city already, as evidenced at the EDCL event.
- The value of volunteering in helping the city grow and develop was recognised and the positive contributions by students to the wider community such as PCC's Museum Service have 100 volunteers (20 of whom are students, mainly from UoP), and whilst this has an impact for training up there is a great benefit to the service and many of these stay on for several years to help the service.
- It was evident from this event that volunteering is embedded at the University of Portsmouth, and local colleges have the potential to widen participation.

6.3.3 **Possible Restrictions**

- A possible barrier for host organisations is the need for insurance for under 16s and it was noted that DBS checks are £10 for a basic volunteer check but £60 for enhanced ones.
- Age restrictions for the NCS scheme - it is important that young people don't get disillusioned if they are not able to join schemes at a young age.
- The co-ordination and communication channels for volunteering have an accompanying duty of care to ensure safety

6.3.4 **Future/Way Forward**

- **A single point of contact** for volunteers was needed with a central database and hub, to facilitate the matching of individuals to suitable opportunities, with a better structure across the city for volunteering to

improve co-ordination.

- The work of **Portsmouth Together** should be built on. There was concern that if the PT Chief Service Officer role goes (with planned funding coming to an end in June for Portsmouth Together) PCC will need to consider its importance and impact on outside parties if it is not continued or replaced.
- **Promotion** of opportunities through the most appropriate channels to reach students: websites and social media (including Twitter), and regular contact (e.g. emails) about new opportunities (e.g. at local community groups, the school Code Clubs to help build children's digital skills).
- **Encouraging younger volunteers** - could the NCS/Social Responsibility opportunity (for 15-17 year olds) be rebranded to encourage involvement and promote fun? This would encourage less formal involvement in early stages to show how volunteer hours can be mutually beneficial by asking the question "can you help?"
- There is a Youth Social Action Conference in the Spring of 2016 for 16-20 year olds
- As reported by Highbury College, encouraging participation in group volunteering settings helps to build the confidence of those who may not otherwise volunteer on their own and this will then get them into the habit of volunteering.
- There is a need to look at how students can further help in the area of high future demand in Adult Social Care.
- Consideration should be given to building pathways for volunteers to progress into paid work if they want to continue and the offering of training/ qualifications to enhance future career prospects.
- The UoP's Students Union Volunteering in Portsmouth (VIP) scheme deals with a lot of one-off events and is trying to extend into more parts of Portsmouth, (with their current focus on Southsea); ward councillors could invite them to participate in local events e.g. Fratton Family Festival.
- The 'Adopt a Railway Station' scheme where volunteers spruce up stations could be further explored.
- There could be improved co-ordination between PCC and the University of Portsmouth, with a raft of links already identified between the organisations.

- PCC's SME Development Officer already has good contacts with businesses for placements.
- Awards - to encourage young people's volunteering there could be an 'air miles' type system, with prizes (such as free tickets) and a Young Volunteer of the Year Award.
- Volunteering groups could be brought together at a Volunteer Fair, inviting the University, PCC services (such as museums, libraries), the NHS, Victorious, Great South Run, BAR etc.
- Umbrella Day - the participants recognised the value of cross-pollination of ideas and strategies, with exchange of information about what is already happening. Participants could see the value of groups and individuals coming together to be involved in group discussions, learning from each other how colleges, schools, the University and other student and community groups are involving and promoting the good work of the wide range of students across Portsmouth and how to harness the student resource to an even greater effect.

7. Equalities Impact Assessment

A preliminary Equality Impact Assessment (EIA) is not required as no new services are being recommended and there will be no negative impact on the protected characteristic groups. There will continue to be work with the voluntary and community sector to achieve the aims set out within the recommendations.

8. Legal Comments

There are limited legal implications with respect to the proposed objectives, this said it is appropriate to note that the volunteers are not employees and as such when placements are facilitated it would be appropriate for any establishment taking such volunteers to note with their respective liability insurers this status and risk assess accordingly.

With respect to any potential Equality Act considerations these have been addressed as stated above. With respect to equal opportunity and inclusion the Public Sector Equality Duty is applicable to any facilitation organised by the Authority.

9. Finance Comments

Financial implications arising from the recommendations will be contained within existing budget provision as outlined in Paragraph 10. There is now written agreement from the Cabinet Member for Health & Social Care that the Public Health grant held in the corporate reserve will fund Portsmouth Together (Cities of service) for 16/17 and 17/18. The funding is £82k 2016/17 and £100k 2017/18.

10. BUDGET AND POLICY IMPLICATIONS OF THE RECOMMENDATIONS

The following table highlights the budget and policy implications being presented by the panel's recommendations.

Recommendations	Action by	Policy Framework	Resource implications
1. Efforts must be made to ensure the co-ordination of volunteering opportunities in the city for students, regardless of background, by continuing the work of Portsmouth Together to ensure a single point of contact and use of suitable branding and a single banner for volunteering in the city	Director of Public Health	Within Budget & Policy Framework (BPF)	There is confirmed funding for the continuation of Portsmouth Together for 2 more years
2. The positive contribution of students to community life should be celebrated and publicised and there should be publicity for the National Citizen Service (NCS) scheme to encourage more volunteers to take part, with the use of PCC publications such as Flagship and Term Times and the use of social media (looking at a Facebook page and hashtag # for Portsmouth Volunteering which could be monitored by a student volunteer) and local community stations, hospital radio and Portsmouth Football Club.	Director of Public Health And Director of Community & Communication	Can be contained within existing budgets for publicity if due notification is given	Occasional articles in PCC publications can be supported where space allows (at no cost if not using advertising space). The promotion of NCS is part of the Portsmouth Together Strategy.
3. Councillors should help promote the role of young volunteers (including the university's VIP participants) in community events to extend the geographical areas covered. Councillors should also actively promote volunteering opportunities in their area city-wide to maximise attendance. Councillors should encourage engagement via attendance at college aspiration-raising events and by acting as mentors.	Director of HR, Legal and Procurement and Director of Community & Communication	No extra costs envisaged so within existing budgets	Councillors can expand governorship roles or groups could provide "champions" to fulfil this role. This can be included as part of member development.

Recommendations	Action by	Policy Framework	Resource implications
4. To encourage younger participants to join in volunteer schemes as part of the social responsibility agenda, best practice elsewhere should be looked at, to get younger people into schemes such as the NCS. There should also be exploration of non-monetary incentives and a Portsmouth Young Volunteer of the Year Award organised in conjunction with partner organisations in the city.	Director of Public Health	Within BPF	Portsmouth Together will continue the promotional work and to increase the number of awards for young people.
5. To further explore ways to encourage student placements in key areas of the council (where future customer demand will be high) such as in social care and public health, with the offering of training/qualifications/career enhancement as part of the experience, and monitoring of the pathways into employment at PCC.	Director of HR, Legal & Procurement	To be contained within BPF	There is on-going work with various departments. However monitoring of pathways is not currently undertaken so there may be some capacity/resource implications.
6. PCC departments to have a presence at Volunteers Fairs held for students by the university, colleges and partner organisations and encourage their expansion around the city.	Director of HR, Legal & Procurement plus Director of Public Health	Within BPF	Portsmouth Together will continue to have presence at fairs around the city.

Appendix A – Attendance List from evidence gathering meeting

Participants at 24 November 2015 EDCL event

Widening Student Opportunities in the City

EDCL Panel (& other councillors)

Councillors Jennie Brent (Chair)

David Tompkins (Vice-Chair), Scott Harris, Lee Hunt, Julie Swan

& Matthew Winnington

(& other interested councillors - Steve Hastings, Ryan Brent & Simon Bosher)

University

Bernie Topham

Purple Door - Julia Hughes - Head of Employability

Students Union - Brendan McCarthy & Waqar Younas

Colleges

Highbury Helen Brennan & student Nam Kanram

Portsmouth - Tom Lloyd (& student placement Tom Tabner observing)

South Downs - Debbie Smith, accompanied by students - Luke Perman and Aimee Murphy

Schools

John Lomas, Springfield School

Peter Newton, King Richard School

Training Providers

PCMI - Liz Crate

PETA (Training & Consultancy) - Gavin Smith

Other agencies

Clare Martin, Portsmouth in the Community

Kings Theatre - David Cooper

Mary Rose Trust - James Rodliff

Tracey Jones (Dial-a-ride) observing

Honorary Alderman John Attrill, Learning Disability Champion for PCC

PCC (officers)

Brian Bracher, Portsmouth Together

Amanda Percy & Mike Stoneman - Education

Jane Mee - Museums

Lindy Elliott - Libraries

Alison Hessleberth (SME development)

Matt Birch, Sports officer

Apologies sent by:

Professor Graham Galbraith

Peter Mellor - Portsmouth Hospitals Trust

Dr Janet Maxwell - Public Health

Paddy May, Strategy

Linda Taylor (Employment & Skills)

Appendix B - Glossary of abbreviations used in the report

EDCL	Economic Development, Culture & Leisure Scrutiny Panel
HC	Highbury College
LEP	Local Enterprise Partnership (The Solent LEP operates locally)
NCS	National Citizen Service
NHS	National Health Service
PCC	Portsmouth City Council
PSSP	Portsmouth School Sport Partnership
PT	Portsmouth Together
SME	Small & Medium Enterprises
UoP	University of Portsmouth
VIP	'Volunteering in Portsmouth' run by The University of Portsmouth's Students Union



Title of meeting:	Cabinet
Date of meeting:	9 June 2016
Subject:	Response to Education, Children and Young People Scrutiny Panel
Report by:	Mike Stoneman, Deputy Director of Children's Services - Education
Wards affected:	All
Key decision:	No
Full Council decision:	No

1. Purpose of report

- 1.1 The Education, Children and Young Peoples Scrutiny Panel conducted a review into home to school transport and access to primary school places. The purpose of this report is to set out the response from the Education Service to the Scrutiny Panel's recommendations.

2. Recommendations

- 2.1 That the Panel is thanked for its work in undertaking the review
- 2.2 That the Cabinet notes and supports the recommendations in the report, which are listed on pages 5-6 of the report, and the response from the Education Service as set out in section 4 of this report.

3. Background

- 3.1 The aim of the review was to look at developing proposals around home to school transport especially where children have been unsuccessful in being allocated a place at their first choice school and to consider the more general issues relating to access to primary school places and the distance parents and pupils have to travel from home to access primary school provision.
- 3.2 At its meeting on 21 October 2015, the Panel agreed the scoping objectives of the review as follows:
 - To understand the current admission arrangements at Portsmouth City Council, including parental preference

- To gather evidence on, and understand, the existing Home to School Transport arrangements in particular for children who have not been allocated a place at their first preference school
- To understand the primary pupil projections for the city
- To understand how the council is planning to meet the demand for primary school places and where the proposed primary school expansions in the city will be
- To understand the interaction between town planning and pupil place planning.

3.3 The Panel was chaired by Councillor Will Purvis and met formally on three occasions between 21 October and 18 November 2015. They received evidence from a number of Council officers which they used to draw up a series of recommendations to submit to the Cabinet.

4. Reasons for recommendations

- 4.1 The Education Service endorses the work undertaken by the Scrutiny Panel and will ensure that the recommendations set out on pages 5-6 of the report will be considered and acted up on to ensure the Council continues to meet its statutory duties and to do everything it can to meet parental preferences in terms of providing every child of school age a school place within a reasonable distance of their home.
- 4.2 The Education Service will continue to closely monitor and revisit both the home to school transport policy and also the School Organisation Plan to ensure fair access for all pupils.
- 4.3 Specifically, in relation to recommendation 4 '*that consideration be given to move the sibling criteria above catchment for primary schools to ensure that parents with multiple children can get their children into the same school and can safely drop them to and from school each day*', the Council will review the policy once the outcome of the current government consultation is known.
- 4.4 And finally, in relation to recommendation 5 '*the Panel agreed that catchment should remain the top criterion however a catchment area review should be considered for secondary schools and consideration be given to overlapping catchment areas*', the Council will be undertaking an options analysis during 2016/17 before considering a city wide consultation.

5. Equality Impact Assessment (EIA)

- 5.1 An Equality Impact Assessment is not required as the recommendations in the report do not contain any equality issues.

6. Legal implications

- 6.1 Legal comments are incorporated in the body of the scrutiny report.

7. Finance comments

7.1 The financial implications are contained within the body of the scrutiny report.

.....
Signed by: Mike Stoneman, Deputy Director of Children's Services - Education

Appendices:

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
School Organisation Plan	Education Service
Home to School Transport Policy	Education Service

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

.....
Signed by:

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Portsmouth CITY COUNCIL

EDUCATION, CHILDREN AND YOUNG PEOPLE
SCRUTINY PANEL

**A REVIEW INTO HOME TO SCHOOL TRANSPORT AND ACCESS TO
PRIMARY SCHOOL PLACES**

Date published: 2 March 2016

Under the terms of the Council's Constitution, reports prepared by a Scrutiny Panel should be considered formally by the Cabinet or the relevant Cabinet Member within a period of eight weeks, as required by Rule 11(a) of the Policy & Review Procedure Rules.

PREFACE

The Education, Children and Young People Scrutiny Panel undertook a review into home to school transport and access to primary school places.

The aim of this review was to look at developing proposals around home to school transport especially where children have been unsuccessful in being allocated a place at their first choice school and to consider the more general issues relating to access to primary school places and the distance away from their home.

During the review which was carried out between September 2015 and March 2016, the Panel received evidence from a number of sources, which it used to draw up a series of recommendations to submit to the Cabinet. The Panel noted that the issue of primary school places has now largely been addressed and the focus now needs to be on secondary school places. With regard to home to school transport, the recent introduction of the new policy has reduced the non-statutory travel assistance and there has been a reduction in the overspend on this budget.

I would like to convey, on behalf of the Panel my sincere thanks to all the officers and witnesses who contributed to making this review a success.

.....

Councillor Will Purvis

Chair, Education, Children and Young People Scrutiny Panel.

Date: 2 March 2016

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EXECUTIVE SUMMARY

1. To understand the current admission arrangements at Portsmouth City Council, including parental preference

The Panel received evidence from the Admissions (Exclusions and Re-Integration) Manager about the current admission arrangements in the city. The law states that local authorities must do everything they can to meet parents' preference within the limits of 'efficient education and the efficient use of resources'. The panel learned that an 'Equal Preference Scheme' is used to allocate school places to children and the process of allocating places was explained to the panel. Portsmouth City Council rank the catchment criteria is above sibling, however officers advised that the Government is currently undertaking a consultation on the Admissions Code whether to move the sibling criteria to the top of the list.

Members received evidence on the percentage of children who are allocated their first, second and third preferences for the last three years. This showed that a high percentage of children were allocated their first preference school. However, pupil forecasts show that a significant number of schools are at capacity so the panel felt that it is inevitable that there will be an increase of children not being allocated their first preference school.

2. To gather evidence on, and understand the existing home to school transport arrangements, in particular for children who have not been allocated a place at their first preference school.

The Panel heard from the Service Manager for Vulnerable Groups about the home to school transport policy and arrangements for children who have not been allocated a place at their first preference school. The panel were reminded that the council's home to school transport policy was approved by Cabinet in 2014 and the revisions came into effect at the start of the academic year 2014/15. This introduced exceptional circumstances criteria which determines how the local authority would use its discretionary powers to grant transport support. The panel were informed of the process for assessing transport applications and how appeals are dealt with. Figures of the number of statutory and non-statutory transport for the last three years were provided. This indicated that the number of statutory school transport remained stable but the number of non-statutory school transport had reduced in 2015/16 to date due to the changes to the policy.

3. To understand the primary pupil projections for the city.

The Panel received evidence from the pupil place planning team on primary pupil projections for the city and received data on the total number of pupils on roll from since 1993. This showed that pupil numbers across the city have been steadily increasing since 2009/10. This has meant the local authority has needed to put in a great number of places at primary level over the last few years therefore the majority of obvious expansions have now been completed. The panel learned about pupil place forecasting methodology and small area population forecasts (SAPF) which

are provided annually by Hampshire County Council to determine the population of four year old children. The SAPF data takes into account planned developments in an area and includes all sites that have full planning permissions or that have been allocated in local plans for the next seven years. The pupil place planning team work closely with planning officers regarding projections on where and when new developments are likely to come forward. Assessments are then made on the size of units, the split between houses and flats and between market and affordable units, as these factors can have a significant bearing on the number of pupils likely to be in a development and have an impact on school places.

4. To understand how PCC is planning to meet the demand for primary school places and where the proposed primary school expansions in the city

The Panel received evidence from the pupil place planning team and Principal Planning Officer regarding how the two teams work together and share intelligence to forecast for school places. They informed members of the school sufficiency programme which had secured an additional 1065 school places in the primary sector between 2013/14 and 2014/15. In September 2015 the Cabinet Member agreed to the reallocation of funding to support the primary school places expansion programme. This included re-allocation of £650,000 from phase 2 of the sufficiency programme to complete works at Mayfield Schools and Westover Primary School and the re-allocation of £592,000 of the sufficiency capital funding to expand the capacity of Moorings Way Infant School.

5. To understand the interaction between town planning and pupil place planning.

The Panel received evidence from the Principal Planning officer on how town planning links with pupil place planning. The panel learned about the National Planning Policy Framework (NPPF) which has a requirement that local authorities make objective assessments of their housing needs. This involves setting the number of dwellings needed to meet the need over a 15-20 year period. Planning officers annually update the Strategic Land Availability Assessment (SHLAA) to identify sites for housing and make allocations for housing drawing on the information from the SHLAA. The council has included school places (primary and secondary schools) on its Regulation 123 list. This indicates that the council will use community infrastructure levy (CIL) receipts as a means of funding school places needed as a result of development.

Conclusions

Based on the evidence and views it has received during the review process the Panel has come to the following conclusions:

1. Following the introduction of the new home to school transport policy in 2014/15, there has been a sharp decline in non-statutory travel assistance and a reduction in the overspend on the transport budget for 2014/15.
2. There has been no marked increase in the number of home to school transport appeals in the last few years.
3. There are currently a sufficient number of primary school places available in the city; however they are not necessarily in the places they are needed. There is no way to predict which schools will be popular choices for parents each academic year as this can depend on a number of factors.
4. All the 'quick wins' in terms of increasing school places in the city have now been completed although contingency plans are in place so that some schools can run a 'bulge year' if required. The local authority will face a challenge over the next few years to find additional school places if demand increases.
5. Although school places is on the City Council's regulation 123 list setting out those infrastructure projects that should be funded through the CIL, there is often a delay between identifying that further places are needed and providing those places.
6. Due to pressure on primary school places and the council's admission policy stating that catchment criteria is above sibling criteria, parents with multiple children are finding it increasingly difficult to get their children into the same school which means school drop off and pick up times are very difficult for them.

Recommendations

1. That the home to school transport policy continues to be closely monitored and if there is a sufficient uptake in the number of school transport appeals the policy will need to be revisited. (conclusions 1 &2).
2. That the School Organisation Plan be kept under constant review to ensure that there is strategic planning in place for the primary school estate. The feasibility of rebuilding an existing school should also be considered as an option to increase primary school places. (conclusion 3&4).
3. That consideration be given for community infrastructure levy to be received in time for any school project to be planned and delivered to meet the needs of the development. (conclusion 5).

4. That consideration be given to move the sibling criteria above catchment for primary schools to ensure that parents with multiple children can get their children into the same school and can safely drop them to and from school each day. (conclusion 6).
5. Whilst it is recognised this is outside of the scope of the review, the panel heard evidence that the issue of primary school places has largely been addressed and is being monitored and the main focus is now on secondary school places. The panel agreed that catchment should remain the top criteria however a catchment area review should be considered for secondary schools and consideration be given to overlapping catchment areas. (conclusion 6).

The budgetary and policy implications of these recommendations are set out in section 11 on page 29.

1. Purpose.

The purpose of this report is to present the Cabinet with the recommendations of the Education, Children and Young People Scrutiny Panel following its review into home to school transport and access to primary school places.

2. Background.

- 2.1 The Scrutiny Management Panel agreed on 31 July 2015 that the Education, Children and Young People Scrutiny Panel's first topic this municipal year should be to look at developing proposals around home to school transport especially where children have been unsuccessful in being allocated a place at their first choice school and to consider the more general issues relating to access to primary school places and the distance away from their home.
- 2.2 The review of home to school transport and access to primary school places was undertaken by the Education, Children and Young People Scrutiny Panel, which comprised:

Councillors Will Purvis (Chair)
Ryan Brent
Ken Ferrett
Paul Godier
Hannah Hockaday
Suzy Horton

Standing Deputies were: Councillors Ben Dowling, John Ferrett, Margaret Foster and Lynne Stagg.

- 2.3 At its meeting on 21 October 2015, the Panel agreed the following objectives:
 - To understand the current admission arrangements at Portsmouth City Council, including parental preference.
 - To gather evidence on, and understand, the existing Home to School Transport arrangements in particular for children who have not been allocated a place at their first preference school.

- To understand the primary pupil projections for the city.
- To understand how PCC is planning to meet the demand for primary school places and where the proposed primary school expansions in the city.
- To understand the interaction between town planning and pupil place planning.

2.4 The Panel met formally to discuss the review on three occasions between 21 October and 18 November 2015.

2.5 A list of meetings held by the Panel and details of the written evidence received can be found in *appendix one*. A glossary of terms used in this report can be found in *appendix two*. The minutes of the Panel's meetings and the documentation reviewed by the Panel are published on the council's website www.portsmouthcc.gov.uk.

3. To understand the current admission arrangements at Portsmouth City Council, including parental preference

3.1 The panel received evidence from the Admissions (Exclusions and Reintegration Manager) on the school admission arrangements. He explained that the local authority (LA) has a statutory responsibility to co-ordinate all school applications for starting school, junior and secondary transfers in the city. It is the admissions authority for all maintained community and voluntary controlled schools. Academy schools are responsible for determining their own arrangements. The LA works in partnership with its own admission authorities and offer advice and support with their arrangements.

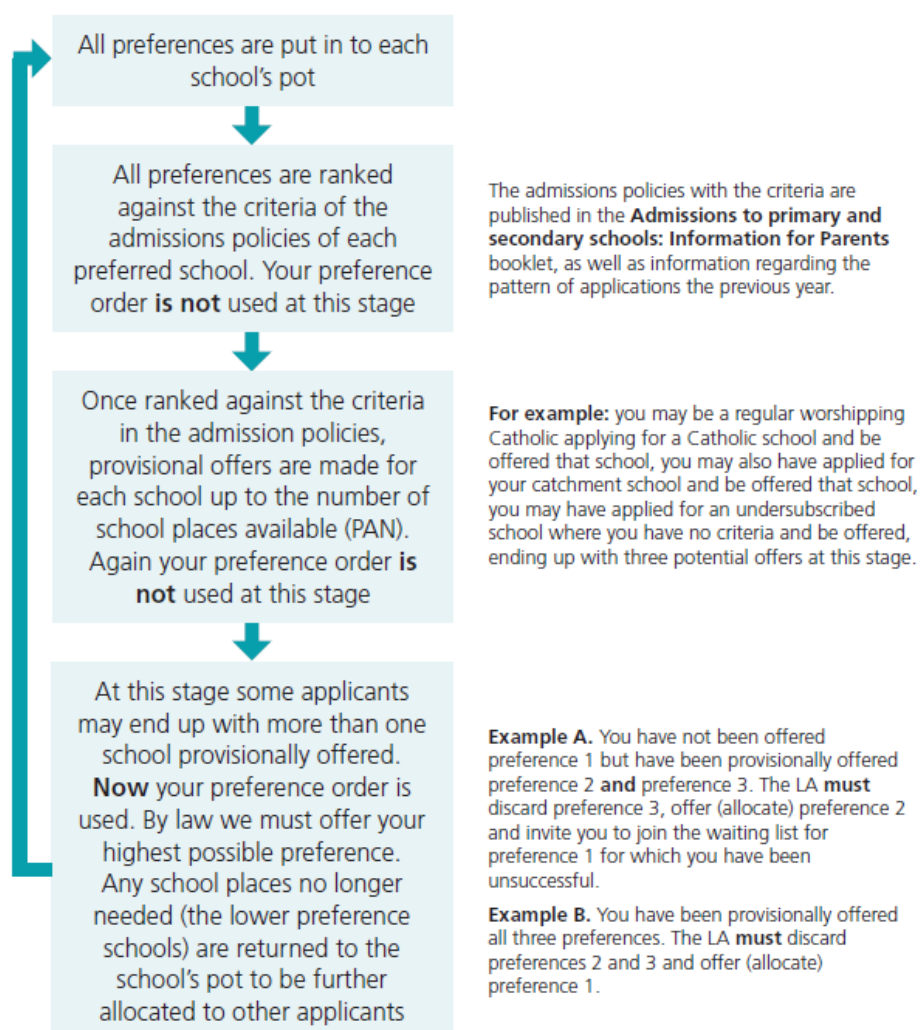
3.2 In accordance with the School Admissions Code, the LA has to go out to public consultation on any changes to the admission arrangements for a period of six weeks. Following the consultation window there is sometimes a change to the order or criteria. Academy schools make their own arrangements for consulting on their admission policies. Some local authorities have made the decision to put sibling above catchment however this would be a big change and there would be lots of things to consider before making this change. The Admissions (Exclusions and Re-integration) Manager advised that he had contacted Southampton City Council to obtain their view on the impact of this change who had advised that they were unsure whether it has had enough of an impact for Portsmouth to consider this. Historically when the council has consulted on the admissions criteria, catchment is the one that remains the highest criteria. PCC is part of the south east network who regularly discusses issues around access to school places.

3.3 The Admissions (Exclusions and Reintegration Manager) advised that the Government is currently undertaking a consultation on the Admissions Code and whether to move the sibling criteria to the top of the list. This would mean that as long as a family live within the catchment area and one of the children is at the school already, there should be a right for any further children to attend that school.

Admission process

- 3.4 The law states that the LA must do everything it can to meet parents' preference within the limits of 'efficient education and the efficient use of resources'. Whether or not a place can be offered will depend upon the number of other applicants who want places at the school and the number of places available. If a place is not offered at any of the schools the parent requested, the child's name will automatically be added to the waiting list for the schools. Parents will then be asked to confirm if they wish to remain on any waiting lists.
- 3.5 Parents submit only one application form stating up to six preferences for starting school and junior applications or up to three preferences for secondary and in-year applications. The Council use an 'Equal Preference Scheme' (see figure 1 below). This means at the first stage, each of the preferences are considered for that school regardless of the preference order. If a school is oversubscribed by the number of applications, places will be allocated strictly according to the admission criteria stated in the admission policy for that school. If a school is under subscribed then places can be offered to all applicants.

Figure 1 - Equal Preference Flowchart



- 3.6 If the admissions authority is able to potentially offer a place at more than one of the preferences, the place will be allocated at the school which the child has ranked the highest. If a place cannot be offered at any of the preferred schools, a place will be offered at the catchment area school (if places remain available), or the next nearest school with places available. Parents will also be advised of alternative schools with places available at that time.
- 3.7 If parents do not apply to their catchment area school as one of their preferences they will not automatically be offered a place there if they are unsuccessful with their other preferences (as the catchment area school may already have filled with preference requests). For pupils who are making in-year transfers to their catchment school that is oversubscribed, the admissions team would look at other schools within a reasonable distance to offer a place at. This would be in line with their preferences or where no preferences can be allocated because they are oversubscribed, the LA will allocate to the next nearest school with spaces.
- 3.8 If the admissions authority is unable to offer a place at any of the preferred schools, there is the right of appeal to an independent panel, which is set up under Section 94 of the School Standards and Framework Act 1998. This right of appeal may be for more than one school. Parents may only appeal where they have applied and have been refused admission to a school. Parents have 20 school days within which to state that they intend to appeal or by the specified deadline date.
- 3.9 The admissions booklet explains detail to parents on what a realistic preference is and gives information on each school including the number of applications received in the previous year, the admission limit for the school and the criteria on which the last place was allocated. The admissions team also visit school open days to advise parents of the process. The link to the admissions booklet is available online when parents are completing their forms online.
- 3.10 The admissions booklet also has a section to explain for each school how many applicants were successful, and admission criteria used in the allocation process including the criteria that the last place was allocated under for the previous year's intake. A high percentage of children are allocated their first preference school as highlighted in table 1 below. The pupil forecasts show that a significant number of schools are at capacity so it was inevitable that there will be an increase in children not being allocated their first preference school. Currently the majority of catchment area children are allocated a place at their catchment school.

Table 1 - the percentage of children who are allocated their first, second, third etc. preference. Note: 6 preferences were introduced for starting school and junior transfer.

	Primary	Junior	Secondary
2013			
1 st pref	85%	95.0%	95.0%
2 nd pref	7.60%	2%	2.70%
3 rd pref	2.80%	0.80%	0.60%
4 th pref	N/A	N/A	N/A
5 th pref	N/A	N/A	N/A
6 th pref	N/A	N/A	N/A
2014			
1 st pref	85.10%	92%	93.40%
2 nd pref	7.80%	3.80%	4.20%
3 rd pref	2.20%	0.70%	0.90%
4 th pref	N/A	N/A	N/A
5 th pref	N/A	N/A	N/A
6 th pref	N/A	N/A	N/A
2015			
1 st pref	87%	92.00%	86.20%
2 nd pref	7.60%	3.10%	6%
3 rd pref	1.40%	1%	1.90%
4 th pref	0.20%	0.40%	N/A
5 th pref	None	0.10%	N/A
6 th pref	0.08%	none	N/A

4.0 To gather evidence on, and understand the current home to school transport arrangements, in particular for children who have not been allocated a place at their first preference school.

- 4.1 The panel received evidence from Richard Harvey, Service Manager for Vulnerable Groups. He explained that the LA is under a statutory duty to provide transport as set out in the Education Act 1996 which outlines the categories of children and young persons of compulsory school age (5-16) who are eligible for free school transport. Revisions to the Home to School and Home to College Transport Policy were made and approved by Cabinet in March 2014. These revisions came into effect at the start of the academic year 2014/15. The council's policy is to provide free school transport to those categories of eligible children in accordance with its legal obligations. Otherwise it will be at the LA's discretion where there are exceptional circumstances.
- 4.2 The policy was revised to ensure that a fair and consistent approach to assessing and granting transport assistance was in place and, in particular, how the LA makes use of discretionary powers to grant transport support.
- 4.3 After consultation with stakeholders, the policy was revised and an exceptional circumstances criteria was introduced. This determined how the LA would use

its discretionary powers. The most frequent responses from the stakeholder consultation were used to help weight a points based eligibility grid.

The process

- 4.4 Every transport application is assessed by the Entitlement Officer to see if there are statutory grounds for providing transport to school. If there are not, all applications are automatically assessed against the exceptional circumstances criteria. Those that receive in excess of 60 points are granted transport support. Those who accrue 45-59 points are referred to the Inclusion Transport Appeal Panel, although all applicants are made aware of their right to appeal. Exceptional circumstances will be assessed by the Access and Entitlement Officer or the Inclusion Support Panel.
- 4.5 Table 2 below shows the current break down of home to school and home to college transport by category.

Table 2 - break down of home to school and home to college transport by category.

Break down of home to school and home to college transport by category		Oct-15			
	Primary aged pupils	Secondary aged pupils	Post 16	Nursery	Total
Statutory					
Special Educational needs EHC plan or statement	197	191	58	13	459
Distance	117	129	0	0	246
Low income	13	87	0	0	100
Catchment school is full	16	2	0	0	18
Other e.g. parental					3
Non statutory					
Meet exceptional circumstance criteria	7	9	37	9	62
Approved following appeal to Panel	14	5	2	2	23
Currently being held until end of key stage	33	10	13	8	64
Total Exceptional circumstances					149
Total All	397	433	110	32	608
Residential school - day pupils	2	11	3	0	16
Privilege places	3	6	6	0	15
Contributions - post 16 students	0	0	11	0	11
Personal budgets - EHC plan	3	1	2	1	7
Recharges for Harbour/Other Local Authority	11	18	0	0	29
Notes					
Currently 608 pupils transported to school and college - 459 on statutory grounds and 149 on exceptional circumstances					
Some pupils will have entitlement for multiple reason such as distance, SEND and/or low income and are					
Post 16 high as no statutory duty so likely to apply.					

Appeals

- 4.6 In accordance with DfE guidance there is a requirement for a two stage appeal process, with a time frame of 20 working days within which the appeal should be heard.
- 4.7 Stage one of the appeal process is facilitated through the Inclusion Transport Appeal Panel which comprises of a parent representative, a special educational needs officer and is chaired by an education manager. The panel meets on a weekly basis and parents, or their representatives, are encouraged to make a representation, and do some in about half of the cases that are heard.
- 4.8 Applicants who make an unsuccessful appeal to the panel have the right to a stage two appeal that will be heard by the Lead Member for Children's Services and the Director of Children's Services.
- 4.9 The need for a new policy was partly to address the fact that the initial decision making, under the new policy, was not in one place and was not a holistic assessment. Under the old transport policy, there was, in effect, one appeal process to the members panel. This means that the current and past approaches to the appeals process is not a like for like comparison.
- 4.10 Table 3 & 4 below show the number of school transport appeals at both stage 1 and stage two. Table 5 shows the number of statutory and non-statutory school transport over the last three years.

Table 3: STAGE ONE APPEALS	2014/15	2015/16
Appeals to Inclusions Transport Appeals Panel	57	45
Appeals where transport support was granted	29	16

Table 4: STAGE TWO APPEALS	2011/12	2012/13	2013/14	2014/15	2015/16
Appeals to Members Panel *	9	5	10	2	
Appeals to DCS and Lead Member**	x	x	x	4	1

*Of these 26, 4 were approved

**Of these 5 none have been approved.

Table 5	2013/14	2014/15	2015/16
Statutory	421	412	421
Non statutory (exceptional circumstances)	370	348	189*

* Up to November 2015. The number will rise by approx. another 30 across the full year

Projections

- 4.11 The implementation of the current Home to School policy was projected to take three years starting in 2013/14. It is projected that:
- (a) The number of children and young people receiving statutory transport remains stable. However, given earlier identification of children with special educational needs and disabilities (SEND) and possible pressures on school placements, it is projected that the demand for statutory support will rise.
 - (b) The number of children and young people receiving non-statutory support has fallen as the changes to the transport policy have become embedded. Those that were provided with transport support until the end of key stage (up to three years) but have not been eligible under the new policy account for a significant proportion of this fall. It is projected that the number of children and young people receiving support will fall by at least 50 in 2016/17 as they are protected until July 2016.
 - (c) There is likely to be a further impact on both costs and numbers transport by the LA through a greater promotion of personal budgets, especially where arrangements are high cost.
- 4.12 With regard to using a third sector company for the home to school transport, The Admissions (Exclusions and Re-integration) Manager said he was not convinced it would be any more cost effective as the costs are comparable to commercial provision.
- 4.13 A further written response was received from the Fleet Manager regarding this. He advised that the third sector have to follow the same procurement route as any other contractor wishing to compete for home to school transport work otherwise the council could fall foul of procurement rules as well as being seen to be anti-competitive by denying bone-fide commercial operators the opportunity to do business with the council. Third sector operators are more than welcome to join the current dynamic purchasing system (DPS) framework off of which we award contracts based on individual school runs.
- 4.14 It has to be remembered that these commercial operators will potentially be operating under different licencing regimes to the third sector which will ultimately mean more overheads for them. These operators will also be business rate payers and their employees council tax payers.
- 4.15 The DPS also sets out performance and quality standards to which any party wishing to engage has to attain prior to even tendering for work. Once on the framework any party, third sector or commercial, will submit tenders for each 'run'.
- 4.16 The Admissions (Exclusions and Re-integration) Manager advised that there is currently a SEMH (Social, Emotional and Mental Health) review taking place across the city to look at the changing needs and to establish whether the Council are commissioning the right buildings which will affect the non-statutory home to school transport.

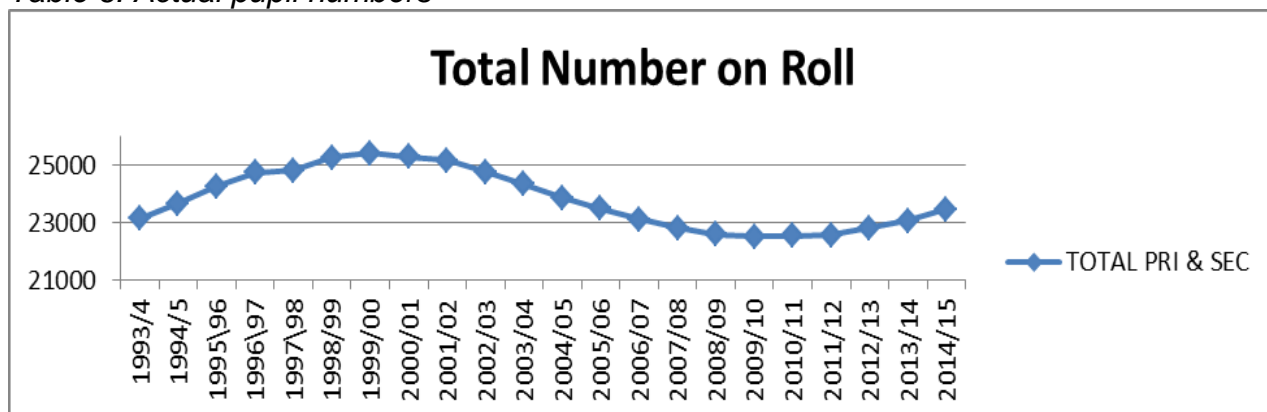
5. To understand the primary pupil projections for the city

- 5.1 The panel received evidence from the Pupil Place Planning & Capital Strategy Officer regarding pupil projections. He advised that the Council published its

five year School Organisation Plan 2013-2018 in April 2013. Since that time there have been a number of changes and developments which have affected the plan so a summary update was prepared in July 2015 which takes into account the new school organisation regulations that came into force in January 2014.

- 5.2 The table below shows the historical pattern of change in the total number of pupils across the City since 1993.

Table 6: Actual pupil numbers



- 5.3 The total number of pupils on rolls peaked in 1999-2000 and following this they decreased until 2009/10. Since 2009/10 the number of primary school pupils has increased steadily. This has meant that pupil place planning in Portsmouth has moved from a scenario where excess school capacity was managed to having to provide additional places in Portsmouth schools. In light of this and the acute pressures facing Portsmouth, the Council has adopted for planning purposes a minimum level of surplus of 2% for both primary and secondary places.
- 5.4 The two tables below show for the infant and junior phases how the number of pupils on roll (NOR) in Portsmouth schools and number of available places have increased since 2009/10. These graphs also show the projected NOR for the next few years.

Table 7: Total Number of Infant places (Year R - Year 2)

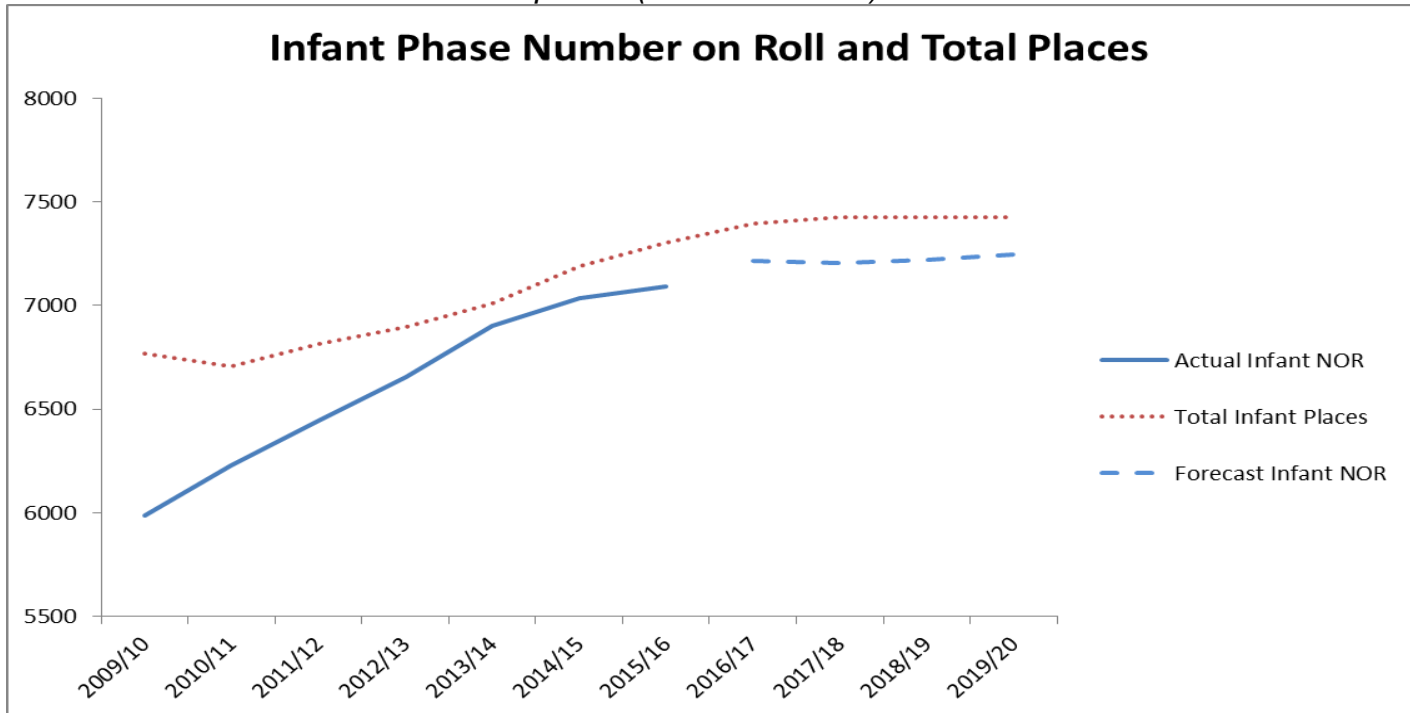
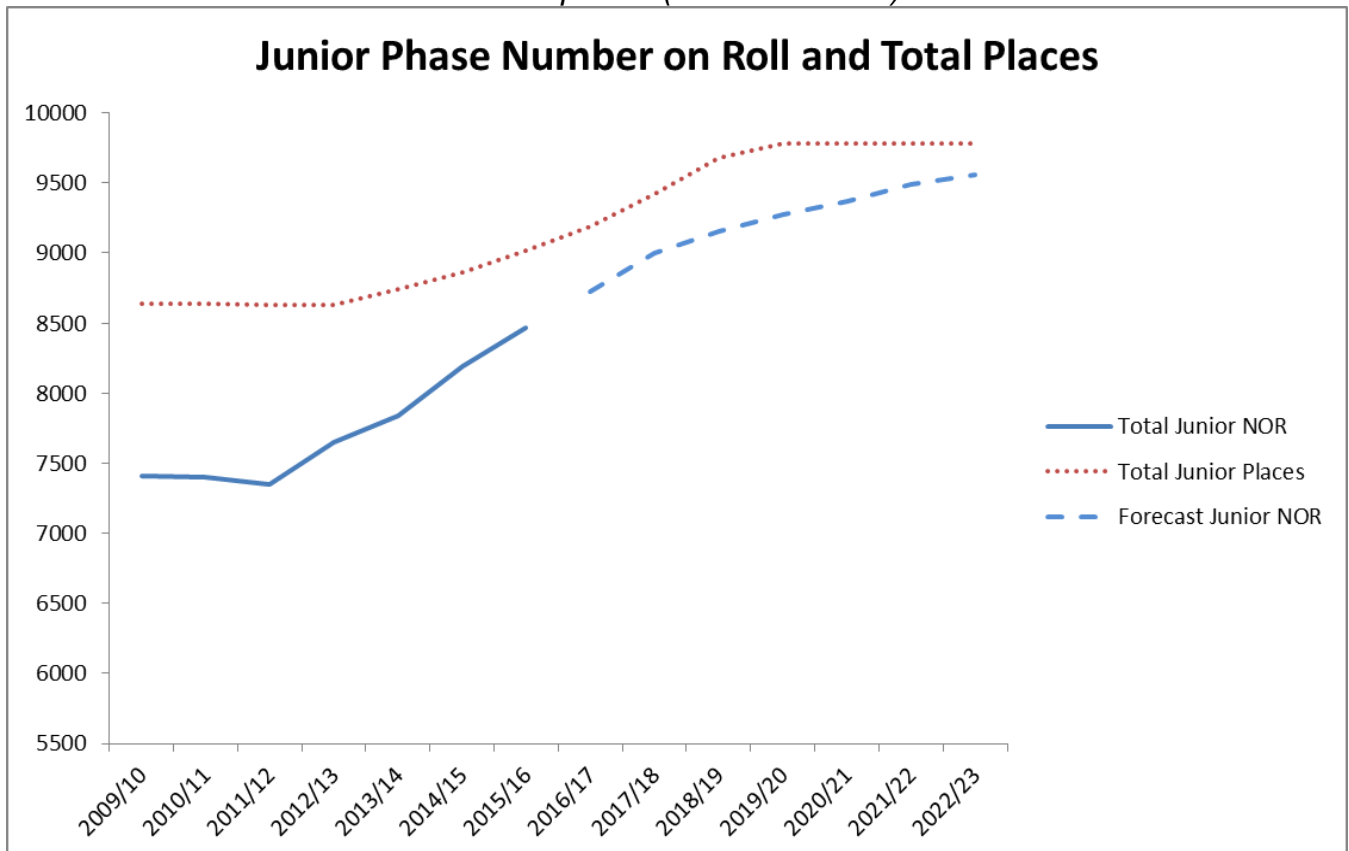


Table 8: Total Number of Junior places (Year 3 - Year 6)



5.4 The Council has needed to put in a great number of places at primary level. As a starting point the LA looked at schools that had reduced their published admission numbers (PAN) and had spare accommodation. The PAN for these schools was then increased. The LA has built in contingency planning

including temporary classrooms at Langstone Infant and Junior school, for the bulge years which are very useful to have, especially when down to the 1-2% surplus in places. There have been several opportunities to do this in various schools however a lot of the obvious 'quick wins' have been completed. It therefore becomes more problematic to expand schools in the future due to a lack of development space. Many schools in the city were built in the Victorian period and are on constrained sites, which is an issue.

Current pupil place forecasting methodology

5.5 Sources of data

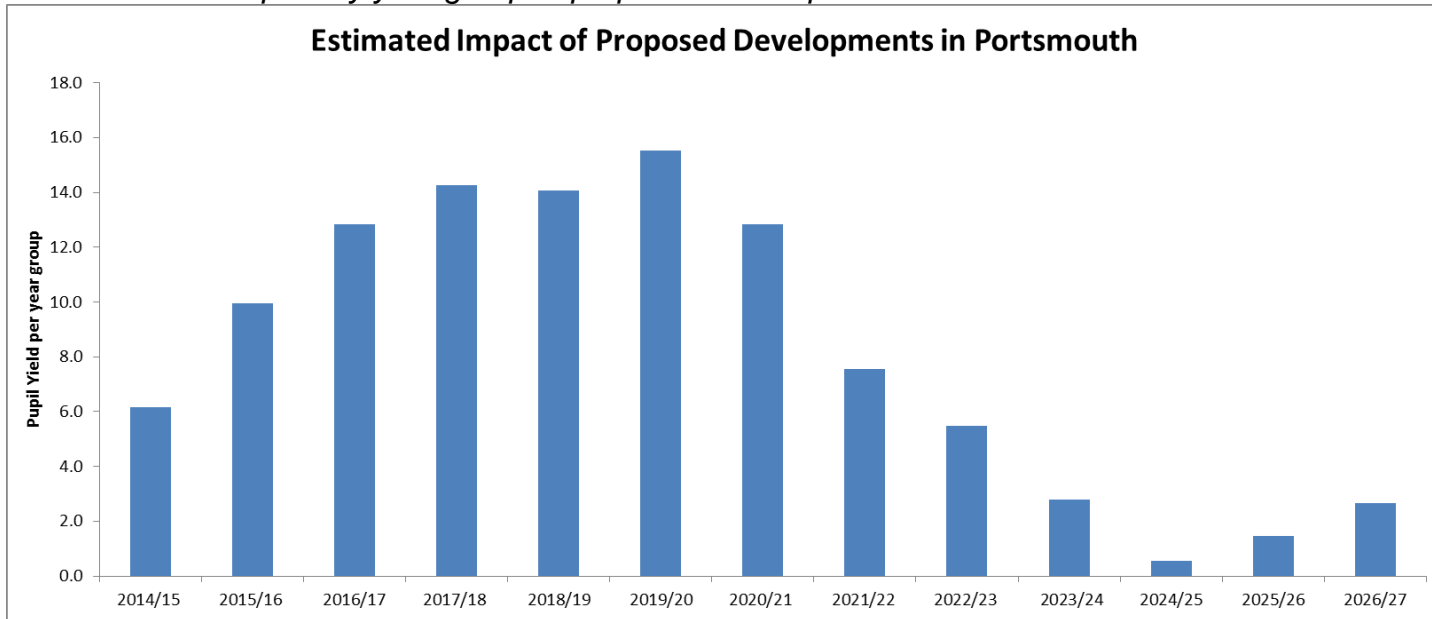
Actual numbers for pupil data are derived from the School Census. Schools produce this information from their Management Information Systems, using guidance provided by the Department for Education (DfE) with support from the LA. Pupil number forecasts are updated annually and reported to the DfE each July through the Schools Capacity Data Collection. The popularity of schools can be influenced by parental perception, for example new build schools are usually popular choices for parents and also if the parent(s) went to a particular school themselves and had a good experience, they will often want their child to attend the same school.

5.6 Small Area Population Forecasts (SAPF) are provided annually by Hampshire County Council's Research and Intelligence Group in the early spring to determine the population of 4 year old children (Year R). The general SAPF model produces forecasts of the resident population by age and sex in each Census Output Area (OA) in the City and is based on census, birth and child health data and dwelling supply information.

5.7 SAPF data takes into account planned developments in an area and includes all sites that have full planning permission or that have been allocated in local plans for the next seven years. Within SAPF the size and tenure of each development is included, and a population yield calculation determines the number of children expected to live in the development. SAPF's methodology is updated periodically (for areas such as child yield) and changes in the SAPF projections inevitably result in changes in the Council's pupil place planning projections.

5.8 Table 9 below shows a summary of all Portsmouth developments that were known at the time of writing, the 2015 pupil number forecasts and their estimated impact on all year groups which is included in our forecasting assumptions.

Table 9: Impact by year group of proposed developments



5.9 Planning Officers provide detailed projections on where and when developments are likely to come forward, taking information from allocations in the local plan, planning applications, and officers' knowledge or predictions of other sites that may come forward in the future (e.g. from pre-application discussions or knowledge of possible future disposals of land or their own reviews of land across the city). Assessments are made on when each site may be completed, the size of units, the split between houses and flats, and between market and affordable units etc. as these factors can have a significant bearing on the number of pupils likely to be in a development and the resulting impact on schools.

5.10 The panel learned during the review that the number of children yielding from a new housing development is changing. For example where one bedroom flats used to be unlikely to have children we are now seeing couples with two of three children living in these. Officers also know from local knowledge that certain developments, such as waterfront developments are unlikely to yield children. It is therefore important that the LA have as much detail as possible about any proposed developments and also obtain as much local knowledge from schools and closely monitor this to establish the likely effect on future pupil numbers.

5.11 Appendix 5 shows these known developments and their total pupil yields. The top half of the table shows a list of developments that officers are aware will come forward to be developed for housing but where a planning application has yet to be submitted. The bottom half of the table are developments that are included in the forecasting.

How the raw data is processed to arrive at final figures

5.12 Forecasting at the primary and secondary aggregate level is based on the cohort survival method that assumes pupil numbers will roll forward from one year group to the next at the end of each academic year. Year on year

changes, which may be influenced by such factors as migration, turbulence, demographic and building changes, are projected forward by using a 5-year weighted average. The general SAPF model produces forecasts of the usually resident population by age and sex in each OA in the city and is based on: census; birth and child health data; and dwelling supply information.

Primary forecasts

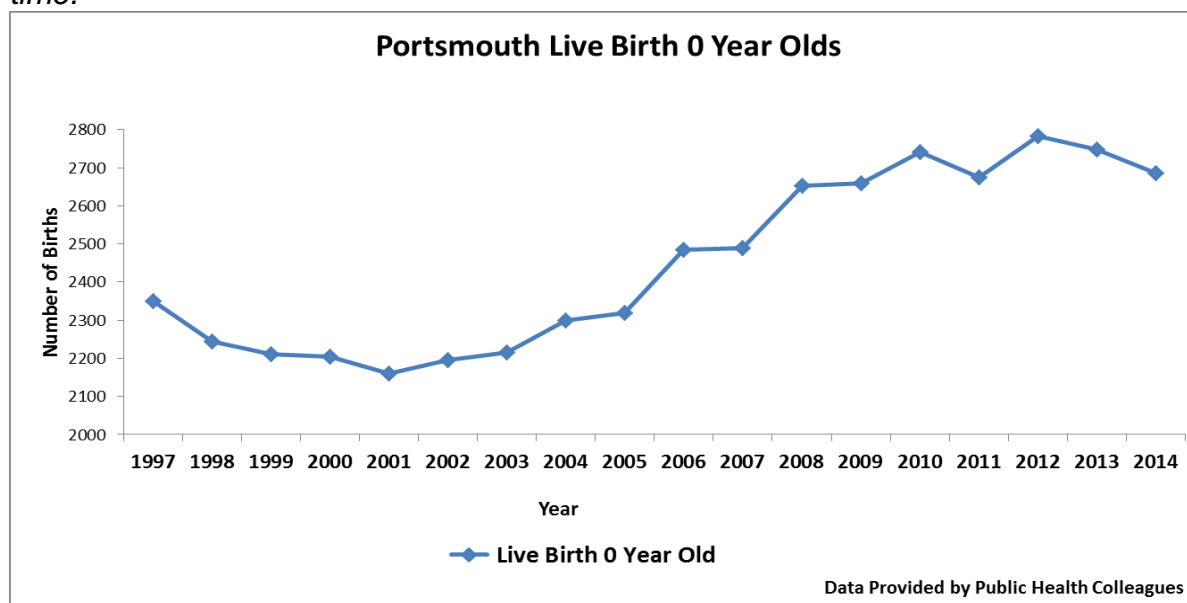
- 5.13 At the individual school level, the primary forecasting system collects the number of 4-year olds within the boundaries of each school's catchment for forecasting. Using data from the historical school censuses, the participation rate is worked out for each year. The level of participation (as a percentage) is then used to project forward using a 5 year weighted average, adjusted for residuals, to give the expected number of 4-year olds on roll in future years.
- 5.14 The expected numbers of 7 year olds transferring into junior schools are calculated similarly, using the number of Year 6 pupils in the feeder schools and applying an adjusted 5 year weighted average participation rate. The council's pupil number projections are very accurate (within 1.5%). A recent review of the council's methodology stated that "the range of data used to inform Reception projections is impressive". Source data used is based on: census; birth and child health data; and dwelling supply information, migration (first language other than English).

Pupil number projections can be influenced by a number of factors including:

- Difficulty of projections is trying to anticipate when the population may be changing to keep ahead of the curve
- Impact of a changing economy
- Continued testing of conversion rates
- Cross border impact
- Changing education landscape: Academies, Free Schools/UTC/Change to Co-education etc.
- Future catchment area changes

Live Births

Table 10: Chart showing the change in live births over time.



Catchment Areas and Place Planning

- 5.15 The Education Act requires the council to ensure that there are sufficient school places for local children (within 2 miles of the pupils home for Primary and 3 miles for Secondary) who wish to attend a state school.
- 5.16 The DFE requires the council to submit their pupil number projections annually and these inform the Government allocation of "Basic Need" capital funding. Up to 2013, given the small size of the city, city wide projections were used. Establishing planning areas, enables the council to divide the area and consider more local issues.
- 5.17 Portsmouth is densely populated and with an average density of 5,000 people per km² is the most densely populated city in the UK outside of London. The map at appendix 3 shows a two mile radius circle drawn from College Park Infant School, which is approximately geographically central within the city, includes 27 of the potential 37 primary phase schools. Portsmouth parents generally have a broad choice of schools within a small distance and few geographic barriers to movement. The requirement within the primary phase in particular to ensure that children are able to access a school place within a reasonable distance (generally interpreted as two miles) would, for any point within the city, result in a reasonable number of potential schools.
- 5.18 The Pupil Place Planning & Capital Strategy Officer said that it was important to deal with pupil place planning issues first as this will change the education landscape. Recent examples that have had an impact on this include the change of City Boy's School to Trafalgar co-educational school, Mayfield changing to an 'all through' school, Portsmouth Academy for Girls consulting on a proposal to move to co-educational school and the new University Technical College. All of these will have an impact on catchment areas.

Table 11 - Year R pupil information (January 2015 Census)

				Live In Catchment Area Attend Catchment School	%Live In Catchment Area Attend School
School Name	PAN Sept 14	Number On Roll	Pupils Mapped To Catchment		
Solent Infant	90	90	78	75	96.2%
St Judes CE Primary	60	60	14	12	85.7%
Court Lane Infant	120	120	116	93	80.2%
Meon Infant	60	60	68	52	76.5%
St Georges CE Primary	45	44	54	41	75.9%
Penhale Infant	85	83	79	57	72.2%
Copnor Primary	90	90	73	52	71.2%
Westover Primary	60	55	44	31	70.5%
Gatcombe Park / Northern Parade Infant	120	119	142	97	68.3%
Langstone Infant	90	89	93	62	66.7%
Highbury Primary	60	59	63	40	63.5%
College Park Infant	120	120	96	57	59.4%
Moorings Way Infant	40	43	16	9	56.3%
Arundel Court Primary	75	79	75	42	56.0%
Medina Primary	30	28	33	18	54.5%
Cumberland Infant	60	59	54	29	53.7%
Goldsmith Infant	60	60	43	23	53.5%
Stamshaw Infant	90	88	121	64	52.9%
Southsea Infant	60	61	84	44	52.4%
Wimborne Infant	70	70	64	32	50.0%
Victory Primary	60	56	83	41	49.4%
Milton Park Primary	60	60	76	37	48.7%
Portsdown Primary	60	48	61	27	44.3%
Devonshire Infant	60	62	84	36	42.9%
ARK Dickens Primary Academy	60	56	82	35	42.7%
Meredith Infant	90	90	68	28	41.2%
Flying Bull Primary	60	60	112	38	33.9%
Ark Ayrton Primary	60	59	118	40	33.9%
Beacon View Primary	60	47	73	24	32.9%
Cottage Grove Primary	60	60	73	23	31.5%
Manor Infant	90	74	145	42	29.0%
Mayfield	60	58	657	48	7.3%
Corpus Christ Primary	45	45	N/A	N/A	N/A
St John's Primary	30	30	N/A	N/A	N/A
St Pau'ls Primary	60	60	N/A	N/A	N/A
St Swithun's Primary	45	45	N/A	N/A	N/A

Notes to Tables 11 and 12

- 1 Where catchment areas overlap pupils will be shown as living in both catchment areas.
- 2 Mayfield is an All-Through School and has a large Catchment area that overlaps those of a number of Primary schools
- 3 The catchment areas for Northern Parade Infant and Junior schools overlap completely with Gatcombe Park Primary

Table 12 - Year 3 pupil information (January 2015 Census)

				Live In Catchment Area Attend Catchment School	%Live In Catchment Area Attend School
School Name	PAN Sept 14	Number On Roll	Pupils Mapped To Catchment		
Solent Junior	93	94	69	63	91.3%
St Georges CE Primary	45	43	41	34	82.9%
St Judes CE Primary	60	59	12	9	75.0%
Copnor Primary	105	105	54	39	72.2%
Court Lane Junior	123	123	118	84	71.2%
Meon Junior	92	94	90	61	67.8%
Westover Primary	45	44	45	30	66.7%
Langstone Junior	93	94	107	71	66.4%
Lyndhurst Junior	120	120	120	75	62.5%
Gatcombe Park / Northern Parade Junior	123	125	155	94	60.6%
Stamshaw Junior	90	77	91	53	58.2%
Wimborne Junior	93	92	77	44	57.1%
Arundel Court Primary	75	74	69	39	56.5%
Medina Primary	30	30	40	22	55.0%
Craneswater Junior	90	92	127	68	53.5%
Milton Park Primary	60	65	62	31	50.0%
Fernhurst Junior	93	93	79	39	49.4%
Victory Primary	60	61	67	32	47.8%
Highbury Primary	45	46	51	22	43.1%
Portsdown Primary	60	52	66	28	42.4%
ARK Dickens Primary	60	60	83	35	42.2%
Cottage Grove Primary	60	59	65	25	38.5%
Flying Bull Primary	60	58	102	38	37.3%
Newbridge Junior	120	118	159	59	37.1%
Beacon View Primary	60	48	71	25	35.2%
Ark Ayrton Primary	45	43	94	27	28.7%
Isambard Brunel Junior	90	70	96	25	26.0%
Corpus Christ Primary	45	45	N/A	N/A	N/A
St John's Primary	30	31	N/A	N/A	N/A
St Pau'ls Primary	60	49	N/A	N/A	N/A
St Swithun's Primary	45	45	N/A	N/A	N/A

Tables 11 and 12 shows the % of pupils that live in the catchment area and attend the catchment school, varies widely from school to school.

5.19 Future Primary School Capacity

Table 13 Projected NOR and places Years R and 3 (including planned expansion at Newbridge Junior School)

	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Year R							
Number on Roll (Actual and Forecast)	2353	2387	2365	2426	2376	2439	2455
Capacity	2385	2445	2475	2475	2475	2475	2475

(Admission Limit including proposed changes)							
Surp/Def	32	58	110	49	99	36	20
Year 3							
Number on Roll (Actual and Forecast)	2053	2222	2251	2307	2330	2368	2370
Capacity (Admission Limit including proposed changes)	2228	2270	2355	2385	2445	2445	2445
Surp/Def	175	48	104	78	115	77	75

Forecasts indicate that Portsmouth will have surplus places in Primary schools for the next few years.

In addition

- Langstone Infant School has the capacity to take a bulge year of 30 pupils if necessary
- Langstone Junior School currently has a bulge year in Year 3, but has the capacity to take an additional form of entry for another year

6. To understand how PCC is planning to meet the demand for primary school places and where the proposed primary school expansions are in the city.

6.1 The panel received evidence from the pupil place planning team on meeting the demand for primary school places. They were advised that a number of primary schools across the city were expanded as a result of the Council's £4.96m sufficiency programme. The programme secured an additional permanent 1065 school places in the primary sector between 2013/14 and 2015/16.

6.2 School Sufficiency Programme

School	No of school places	Increase in Admission Limits	Status
Ark Ayrton Primary Academy	Expanded from 1.5 to 2 form entry (additional 105 places)	+15 for both Year R and Year 3	Completed September 2014
Cottage Grove Primary School	Expanded from 1.5 to 2 form entry (additional 105 places)	+15 for both Year R and Year 3	Completed September 2013
Highbury Primary School	Expanded from 1.5 to 2 form entry (additional 105 places)	+15 for both Year R and Year 3	Completed September 2014
Mayfield School	New 2 form entry	+60 for both	Phase 1 (infants)

	primary provision (as part of an all through school - creating an additional 420 places)	Year R and Year 3	completed for September 2014; Phase 2 (juniors) currently in progress
Portsdown Primary School	Expanded from 1.5 to 2 form entry (additional 105 places)	+15 for both Year R and Year 3	Completed September 2013
Stamshaw Junior School	Expanded from 2 to 3 form entry (additional 120 places)	+ 30 for Year 3	Completed September 2013
Westover Primary School	Expanded from 1.5 to 2 form entry (additional 105 places)	+15 for both Year R and Year 3	Reconfiguration works for Year R were completed September 2014. Temporary accommodation installed September 2015

- 6.3 On 10 February 2015, Full Council approved an allocation of £11,706,000 for new schemes in the Children and Education Capital programme. This included the second phase of school expansions in order to meet the Council's statutory duty to provide sufficient school places. This allocation is summarised below:

Description of scheme	£
Mayfield and Westover Primary	550,000
Temporary accommodation	300,000
Secondary School Places Feasibility Study	150,000
Primary School Places Expansion 2 (3% surplus)	10,706,000
Total	<u>11,706,000</u>

- 6.4 In September 2015 the Cabinet Member for Children & Education agreed the following reallocation of funding to support the primary school places expansion programme.

- The re-allocation of £650,000 from phase 2 of the sufficiency programme in order to complete the works at Mayfield School and Westover Primary School
 - (a) Note the hold on the St Judes Primary School and Langstone Infant and Junior Schools projects and agree the reallocation of funding to support the expansion of Newbridge Junior School from a 4 to 5 form entry school and a commitment of £495,000 from the Council
- Continue to monitor the pressure on primary, secondary and SEN places and subject to further details approve in principle the sufficiency funding for Arundel Court Primary School, Moorings Way Infant School,

Redwood Park School and Cliffdale Primary Academy.

- 6.5 In February 2016, the Cabinet member agreed to re-allocate £592,000 of the phase 2 capital funding to:
- Remodel Moorings Way Infant School to address the suitability issues; and
 - Expand the capacity of the school to a planned admission number of 40 to 45 to provide additional school places.

Table 14: Primary School places expansion 2:

Primary School places expansion 2 :	
Project:	Current status:
Expansion of Northern Parade Infant and Junior Schools from 3 to 4 Form Entry and re-location of nursery	Feasibility study completed, minor works completed in summer 2015 to ensure Year R and Year 3 additional cohorts for Sept 2015
Expansion of Craneswater Junior School from 3 to 4 Form Entry	Feasibility study underway, minor works completed in summer 2015 to ensure Year 3 additional cohort for Sept 2015
Expansion of Langstone Infant and Junior Schools from 3 to 4 Form Entry and reconfiguration of Year 3 accommodation to address suitability issues	Temporary accommodation installed at the Junior School to accommodate bulge year and provide places whilst Year 3 reconfiguration works are completed - rest of project on hold as pupil numbers in the local area are not demonstrating a need for a permanent expansion. Temporary accommodation will remain at the Infant and Junior School to give the option of future bulge years if required.
Expansion of St Jude's Primary School from 2 to 3 Form Entry	Project on hold due to site constraints - will only be considered if demand becomes particularly acute in the area and funding is available
Trafalgar School (formerly City of Portsmouth Boys' School) - adaptations to support change to co-educational status	Works completed during summer 2015

7. To understand the interaction between town planning and pupil place planning

7.1 The panel received some written evidence from the Principal Planning Officer on how town planning links with pupil place planning.

7.2 Planning for development

In terms of town planning, the starting point for development planning for housing is the requirement in the National Planning Policy Framework (NPPF) for local planning authorities to make objective assessments of their housing needs. The result of this work is the setting of a number of dwellings needed to meet that need over a 15-20 year period.

- 7.3 In order to meet the government's aim to boost significantly the supply of housing, the NPPF is clear that Local Plans should take the need figure, and then provide land to meet those needs in full. Local Planning Authorities should:
- identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements, and
 - identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15
- 7.4 To discharge this duty, planning officers annually update the Strategic Housing Land Availability Assessment (SHLAA) to identify sites for housing, and in making planning policy such as the Portsmouth Plan, we make allocations for housing drawing on the information from the SHLAA.
- 7.5 Portsmouth's Housing Market area extends beyond the city boundaries and therefore we work with neighbouring authorities in the Partnership for Urban South Hampshire (PUSH) to assess housing needs. As development land in Portsmouth is severely constrained, officers also work with neighbouring authorities to see whether they can meet any of the Portsmouth need in their areas. Even once some of Portsmouth's need has been redistributed to other authority areas, the housing number for the city remains significant. The requirement in the last plan period was more than 500 units per year to 2027.
- 7.6 In the context of the limited supply of development land in the city, this means that the city is not in a position to prioritise more suitable sites over less suitable sites on the basis of infrastructure capacity. In an ideal world, if two equally good potential development sites were developable during the plan period, and one was near a school with lots of spare capacity and the other was near a school with no spare capacity, the city council might ideally identify the latter and reject the former from the potential supply list and/or land allocation policies. However, this would only be possible in an authority area with a very large supply of potential housing sites. The reality is that housing sites in the city are severely limited, and in order to meet the requirements of showing a housing supply for the first five years and beyond, all sites must be seriously considered. It is therefore likely that both sites would feature in the SHLAA and potentially be allocated for development.
- 7.7 As well as forward planning, the city council must deal with planning applications when they are made. Planning applications for housing development can be made by anyone, on any site and at any time. The local planning authority must consider each application on its merits and in the context of the Presumption in Favour of Sustainable Development in the NPPF (full wording included in appendix 4).
- 7.8 It is extremely unlikely that development in the city would be refused on the basis that there is no school capacity in the local area. This is for a number of reasons:
- It would be difficult to demonstrate that any particular development would in itself cause sufficient harm to school capacity to justify a refusal. While very

large developments such as urban extensions or new towns may be so large that they in themselves generate a number of pupils likely to require a new school, sites in the city are of a much smaller scale.

- Unlike some other forms of infrastructure, the city council has a direct obligation to make available sufficient school places to meet the needs of its population. This includes the population in new developments. (see Planning for Pupil Places below)
- The council has included 'School Places (primary and secondary schools)' on its 'Regulation 123' list. This indicates that the council will use Community Infrastructure Levy (CIL) receipts as a means of funding school places needed as a result of development. The council is therefore not able to ask developers to enter into a S106 agreement to provide or contribute financially to school places.

NB inclusion on the Reg123 List does not mean that the council has committed to use a certain amount of CIL to fund school places. CIL spend is allocated as part of the Capital Programme, and education must compete for a proportion of the funding against the other infrastructure needs the city has.

- 7.9 The Pupil Place Planning Officer advised that the proposed developments at Tipner and St James Hospital site will have the most impact in terms of increased pupil numbers. Very little money has been obtained from the CIL towards the school sufficiency programme to date. The CIL money goes into the capital programme and like basic needs funding is not ring-fenced.

Planning for Pupil Places

- 7.10 Officers in Planning and Education work closely together and share intelligence. The planning team provides detailed projections on where and when developments are likely to come forward, taking information from allocations in the local plan, planning applications, and officers' knowledge or predictions of other sites that may come forward in the future (eg from pre-application discussions or knowledge of possible future disposals of land or their own reviews of land across the city). Assessments are made of when each site may be completed, the size of units, the split between houses and flats, and between market and affordable units etc, as these factors can have a significant bearing on the number of pupils likely to be in a development and the resulting impact on schools.
- 7.11 Together with a host of demographic data (census; birth and child health data; migration), this data feeds into pupil number projections. PCC pupil number projections are very accurate (within 1.5%). A recent review of PCC methodology stated that "the range of data used to inform Reception projections is impressive".
- 7.12 The Act requires the Council to ensure that there are sufficient school places for local children (within two miles of the pupil's home for Primary and three miles for Secondary) who wish to attend a state school. The government provide "Basic Need" capital funding for additional school places needed to meet this requirements.

7.13 Given the size of the Portsmouth area, generally we are able to offer a school place within this radius, particularly at the primary level, as a large number of schools lie within the required radius of most homes. Basic Need funding is only allocated when there is a deficit of pupil places identified across the planning area. Only when this demand has been evidenced can a LA make a case for capital funding.

7.14 To meet the demand for primary school places a number of primary schools across the city have expanded. Expanding existing schools where possible, enables the LA to provide local school places at schools where standards are good. If pupil place planning found that the capacity issue was so severe that a new school was needed somewhere in the city, Planning and Education colleagues would work together to identify potential sites and deliver the school. Evidence at present does not suggest that a new primary school is needed anywhere in the city. A review of secondary provision is currently underway but has not yet been concluded.

8 Equalities Impact Assessment.

An equality impact assessment was carried out in 2014 when the home to school transport policy was changed. As the recommendations are not proposing that this be changed, an EIA is not necessary at this stage however if/when it needs to be reviewed an EIA will be required.

9 Legal Implications.

There are no legal implications arising from the recommendations in this report.

10 Director of Finance Comments.

10.1 Changes to the home to school transport policy, which have reduced the amount of non-statutory support available, have reduced the pressure on the budget, although expenditure is still in excess of the budget provision. As the pressure on places continues and children are not able to attend a school in or near their catchment area, then it is likely that the budget will remain under pressure in order to accommodate statutory transport commitments.

10.2 The current capital programme has identified more than £7m for a range of schemes, aimed at increasing capacity in schools to meet the needs of a rising population, as well as meeting the most critical repairs across the whole school estate.

Appendices:

Appendix 1 – A list of meetings held by the Panel and details of the written evidence received.

Appendix 2 - A glossary of terms used.

Appendix 3 - map showing a two mile radius circle drawn from College Park Infant School, which is approximately geographically central within the City.

Appendix 4 - Presumption in Favour of Sustainable Development (para 14 NPPF) full wording.

Appendix 5 - SAPF Development Sites & Pupil Yield

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
Home to School Transport Policy	https://www.portsmouth.gov.uk/ext/documents-external/sch-hometoschltpportpolicy.pdf
School Organisation Plan	https://www.portsmouth.gov.uk/ext/documents-external/cou-policies-school-organisation-plan.pdf

11 BUDGETARY AND POLICY IMPLICATIONS.

The following table highlights the budgetary and policy implications of the recommendations being presented by the Panel:

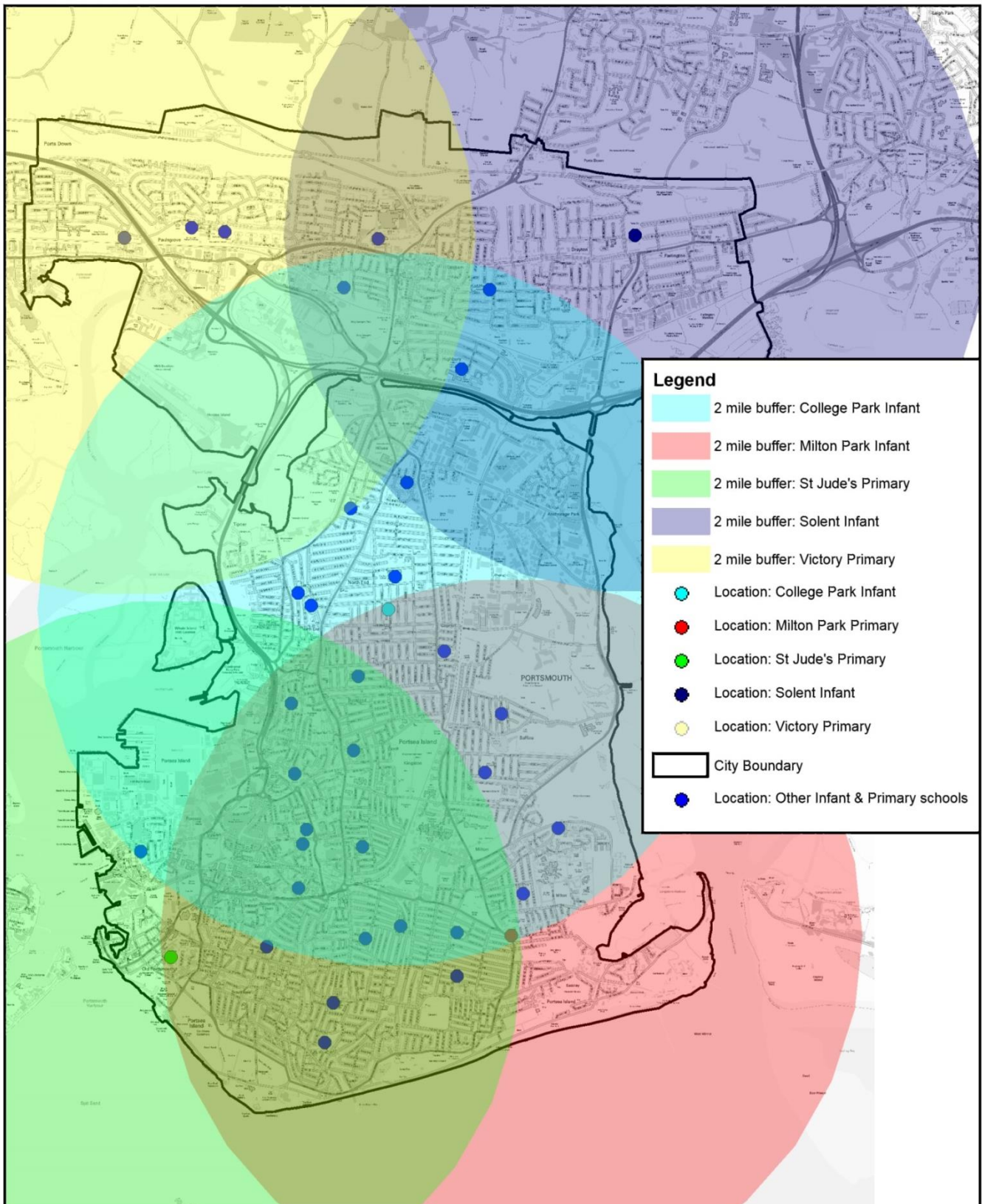
Recommendation	Action by	Policy Framework	Resource Implications
1. That the home to school transport policy continues to be closely monitored and if there is a sufficient uptake in the number of school transport appeals the policy will need to be revisited.	Inclusion Commissioning Manager	No change at present. Subject to monitoring and review	Within current budget
2. That the School Organisation Plan be kept under constant review to ensure that there is strategic planning in place for the primary school estate. The feasibility of rebuilding an existing school should also be considered as an option to increase primary school places.	Pupil Place Planning & Capital Strategy Officer	Subject to Monitoring and Review	Capital allocation agreed (Phase 2)
3. That consideration be given for community infrastructure levy (CIL) to be received in time for any school project to be planned and delivered to meet the needs of the development.	Assistant Director of Culture & City Development	Within existing CIL priorities	None
4. That consideration be given to move the sibling criteria above catchment for primary schools to ensure that parents with multiple children can get their children into the same school and can safely drop them to and from school each day.	Admissions (Exclusions & Reintegration) Manager	Subject to Government consultation	N/A
5. Whilst it is recognised this is outside of the scope of the review, the panel heard evidence that the issue of primary school places has largely been addressed and is being monitored and the main focus is now on secondary school places. The panel agreed that catchment should remain the top criteria however a catchment area review should be considered for secondary schools and consideration be given to overlapping catchment areas.	Pupil Place Planning & Capital Strategy Officer	Policy on catchments will be reviewed	Consultant time required £25-50K for a full catchment area review.

Meeting Date	Witnesses	Documents Received.
24 September 2015	Mike Stoneman, Strategic Commissioning Manager Richard Harvey, Service Manager for Vulnerable Groups	Home to School Transport Assistance Policy Portsmouth School Organisation Plan 2013-18
21 October 2015	Neil Stevenson, Admissions (Exclusions and Reintegration) Manager Richard Harvey, Service Manager	Scoping Document Interaction between town planning and pupil place planning paper from Planning officer Admissions booklets for 2015/16 and 16/17 Breakdown of home to school transport by category SCAP 2015: Pupil forecasts for Years R, 3 and 7 Map of Infant and Primary School Catchment areas
18 November 2015	Chris Williams, Pupil Place Planning & Capital Strategy Officer	Planning for places in Portsmouth Primary Schools paper
2 March 2016	Sign off meeting	

GLOSSARY

CIL	Community Infrastructure Levy
DfE	Department for Education
DPS	Dynamic Purchasing System
LA	Local Authority
NOR	Numbers on roll
NPPF	National Planning Policy Framework
OA	Output Area
PAN	Published Admission Numbers
PUSH	Partnership for Urban South Hampshire
SAPF	Small Area Population Forecasts
SEND	Special Education Needs and Disabilities
SHLAA	Strategic Housing Land Availability Assessment

Appendix 3 - map showing a two mile radius circle drawn from College Park Infant School



Title: Selected Infant / Primary Schools with 2 mile buffers (as the crow flies).

Note that 27 out of a potential 37 schools are within the 2 mile buffer zone of College Park Infant.

Prepared for: Chris Williams

Prepared by: Education Information Services

Date: 05/08/2015

Scale:

0 1 km

Appendix 4 - Presumption in Favour of Sustainable Development (para 14 NPPF)

At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.

For plan-making this means that:

- local planning authorities should positively seek opportunities to meet the development needs of their area;
- Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:
 - any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
 - specific policies in this Framework indicate development should be restricted.

For decision-taking this means:

- approving development proposals that accord with the development plan without delay; and
- where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:
 - any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
 - specific policies in this Framework indicate development should be restricted.

Agenda Item 7



Portsmouth
CITY COUNCIL

Title of meeting:	Cabinet
Date of meeting:	9 th June 2016
Subject:	Portsmouth Lottery
Report by:	Louise Wilders, Director of Community & Communication
Wards affected:	All
Key decision:	No
Full Council decision:	No

1. Purpose of report

The purpose of the report is to provide a recommendation to introduce a Portsmouth Lottery. To consider how Portsmouth will benefit from the introduction of a lottery and to suggest how this can best be achieved.

2. Recommendations

It is recommended that:

- 1. A city council run Portsmouth Lottery be introduced in 2016, called The Portsmouth Lottery.**
- 2. The purpose of the lottery is to raise funds for local charities, voluntary organisations and good causes in the city.**
- 3. That the city council works with Gatherwell, the external lottery management company (ELM) behind Aylesbury Vale District Council's lottery, in order to deliver a Portsmouth Lottery.**
- 4. The initial set up fee of £3,500 is sourced from Resources underspend to initiate the lottery.**
- 5. The ongoing £500 annual licence fee is assigned from ongoing lottery income streams.**
- 6. An annual £2,000 marketing budget be allocated to the lottery (from ticket receipts) to ensure ongoing lotto awareness and promotion to drive ticket sales and to promote the lottery amongst good causes.**
- 7. That two council officers - the Director of Community & Communications and the Corporate Marketing & Business Development Manager are nominated to be the licenced personal holders.**
- 8. The city council hosts a launch event to promote the lottery - to include press, PR, Flagship and social media, as well as provide additional first draw prizes (iPad, theatre tickets etc.).**
- 9. Delegated authority is given to the Deputy Leader and the Resources Portfolio Holder to agree a policy and process for the allocation of the good causes central pot in conjunction with relevant officers.**

3. Background

- 3.1 Regulated by the Gambling Act 2005, 'Society Lotteries' were created to allow for the distribution of lottery proceeds collected by non-commercial societies, local authorities and External Lottery Managers (ELMs).
- 3.2 Society lotteries are promoted for the benefit of a non-commercial society. A society is non-commercial if it is established and conducted:
- For charitable purposes
 - For the purpose of enabling participation in, or of supporting, sport, athletics or a cultural activity
 - For any other non-commercial purpose other than that of private gain
- 3.3 Lotteries must return a minimum of 20% of the proceeds to the purpose of the society or local authority. If PCC chooses to go with Gatherwell ELM, 60% of the ticket sales collected will be returned to the good causes.

4.0 Competition / Market Place

- 4.1 Apart from the three well-known national lotteries running in England and Wales – the National Lottery, Health Lottery and the Postcode Lottery, there are also a number of Portsmouth local lotteries in existence:
- Pompey Lottery - (PFC youth support)
 - Rowans Lottery
 - Headway Portsmouth - Brain Injury Association
 - Portsmouth Cricket Club lottery
 - Fight for Life lottery - Hants & IOW Air Ambulance

Depending on their fundraising activity and level of financial commitment, many of these competitors could be persuaded to join the Portsmouth Lotto as a good cause. This would minimise competition, reduce or negate their overheads of managing a lottery and could even increase the revenue raised for their charity / organisation.

5. Options for Delivery

- 5.1 With the exception of Aylesbury Vale District Council, no other local authority has established a lottery. Southampton City Council recently announced its intention to create 'SoLotto' a lottery for the SO postcode area, working with the Isle of Wight lottery (which is run by the Hampshire & IOW Opportunity Society Ltd.) Meetings have taken place between Portsmouth City Council and alternative lottery providers. These are:

- Gatherwell (the ELM for Aylesbury)
- IOW lottery (not an ELM, but a society lottery)
- Verbal conversation only with Hampshire Credit Union

Operating details of all schemes have been reviewed and considered when making these recommendations.

- 5.2 In order for PCC to run a lottery there are four management options.
- (1) deliver in house
- (2) through an External Lottery Manager (ELM) or

- (3) through an small society lottery provider
- (4) through a society lottery holder

- **Option 1 - In-house**

In order to operate a lottery in-house it would be necessary to create dedicated licensed, lottery posts. We would also need a dedicated IT system and infallible systems to run it. Whilst we have not, at this stage costed this approach it would involve a whole new software system and a licensed manager to run the lottery. Aylesbury Vale - who provided this information, costed this to be between £80 - £100K. We would need to build an appropriate website and have full responsibility for marketing and managing the lottery.

- **Option 2 - External Lottery Manager (ELM)**

This option enables PCC to partner with an established and experienced provider in this field. An ELM has the responsibility of all day to day operations of the lottery - the city council's role would be minimal but would retain full control, oversight and governance. Our role would be to allocate the funding to good causes, and support the lotto with periodic press, PR and marketing to ensure continued support.

- **Option 3 - Through an small society lottery provider**

A small society lottery is not required to hold a licence from the Gambling Commission but does need to be licenced by the local authority. Prize money cannot exceed £20,000. This type of lottery provider tends to be smaller clubs, groups and societies with small numbers of members.

- **Option 4 - A society lottery provider**

The Hampshire & IOW Opportunity Society Ltd. Run and operate the IOW lottery, as a society lottery. Their primary objective is to create funding for start-up business and awarding small grants to SMEs. They have also been asked to manage the SoLotto on behalf of Southampton City Council, on the same basis. Like an ELM they can provide advice, daily management and operational benefits. The % given back to good causes is lower than Gatherwell's and PCC will be required to create their own website and a good proportion of marketing collateral. There are further considerations with this provider and these are noted below.

5.3 **Delivery timetable**

- If PCC partners with an ELM (Gatherwell) it is anticipated that the Portsmouth Lottery could be live within 12 weeks. This largely relies on the licences being granted by the Gambling commission and a suitable launch date event (celebrity, VIP support is paramount to increase awareness and this may affect suitability of dates).
- If PCC chooses an alternative provider, such as the IOW lottery company to manage our Lottery, there will be operational differences and costs. Where Gatherwell have an insurance policy to ensure every lottery win is and can be paid for, the IOW lottery module needs a minimum of 5000 players to subscribe until it can start to operate. In Southampton's case the Hampshire & IOW Opportunity Society Ltd anticipate that this will take a minimum of six months to achieve. In terms of risk to the authority and reputational damage in the event that insufficient

cash funds have been generated it is noted that the Hampshire & IOW Opportunity Society Ltd has no insurance policy to protect the cash prizes.

- Hampshire Credit Union approached PCC after hearing the city council's announcement that it intended to operate a lottery. Hampshire Credit Union has subsequently withdrawn their interest in managing our lottery. Preferring to initiate their own amongst family, friends and members.

6. Benefits to good causes

- 6.1 Importantly, the purpose for introducing a local lottery is to provide much missed grants and cash funding to local good cause, charities and voluntary organisations. The maximum return on each ticket is therefore very important. The table below demonstrates the percentage return that would be available to give back to good causes.

Where is each pound spent?					
IOW lottery					
% to Good Causes	% to Prizes	Lottery operator fees (inc. VAT)	Maximum prize £	Comments	Set up costs
40%	30%	30% (15% administration & 15% marketing)	£50,000	No insurance policy exists to secure this prize money. This is a potential concern and risk.	£500 Licence fee
ELM - Gatherwell					
% to Good Causes	% to Prizes	Lottery operator fees (inc. VAT)	Maximum prize £	Comments	Set up costs
60%	20%	20%	£20,000	Gatherwell will secure the prize money with an insurance policy. This means that the lottery can launch as soon as the licence is approved by the Gambling Commission.	£3500 inc. licence fee

7. Specific good causes

- 7.1 We investigated, met and talked with three different types of lottery operating companies. Each operating differently and for different reasons:

1) Hampshire & IOW Opportunity Society Ltd operating the Isle of Wight Lottery is the first lottery in England to be developed specifically to create employment opportunities. The Lottery is promoted by The Hampshire and Isle of Wight Opportunity Society Limited, which is operated on a strictly "non-profit" basis. The percentage allocated for good causes is used to provide interest free loans to both start-up and expanding Island businesses, thereby enabling them to create new jobs. Since its inception, the IOW

Lottery has loaned to over 68 companies and created thousands of jobs. It is understood that SoLotto will follow this same operation and use funds to support start-ups and interest-free loans.

2) The Vale Lottery is a weekly lottery that directly supports good causes which benefit the Aylesbury Vale community. 60% of the ticket price and the money raised goes to good causes that benefit the local community.

When a player buys a ticket at £1 they can either choose for the 'good cause' element to go to a central pot - which is 60% of the value of the ticket' or they can specify a good cause that they want the money to go to (from a pick list on the website). Where purchasers specify the good cause, 50% goes to the good cause and 10% goes to the central pot.

The Gatherwell model offers a further incentive for good causes by enabling organisation to raise income for themselves through the website. The organisation sends their supporters to a bespoke Vale Lottery page (created by Gatherwell) and can collect 50% of all ticket sales made through this route. For the charity or community organisation there are no fees and no administration. All they need to do is promote the Vale Lottery to their supporters and community. By actively encouraging their members and family/friends to join and play, the lottery benefits from recommendations and a growing number of people playing the lotto regularly.

Gatherwell testimonial - As part of the research supporting these recommendations, we spoke at length to Aylesbury Vale District Council regarding their relationship with Gatherwell. Aylesbury could not be more pleased with the outcome of the lottery to date: (£53,000 raised for good causes via the central fund in the first three months. A further £17,500 raised for specific good causes over the same period). 115 good causes have signed up to support the lottery. Aylesbury stated that they cannot fault Gatherwell, their ethos or their management of the Vale Lottery. They called them intuitive and continually driven to improve and increase the outcomes of the lottery for the good of the local community.

8. Risk or failure

- 8.1 It is of course, based on the success of the Vale Lottery, anticipated that the Portsmouth Lottery will be as successful. However, should play of the lottery be suspended or fail entirely, Gatherwell's terms and conditions ensure that neither Gatherwell or PCC will be liable for any loss or failure. See Appendix 1 for details.

9. Equality impact assessment

- 9.1 A preliminary Equality Impact Assessment (EIA) is not required as no new services are being recommended and there will be no negative impact on the protected characteristic groups. There will continue to be work with the voluntary and community sector to achieve the aims set out within the report.

10. Legal implications

- 10.1 An Application is to be made to the Gambling Commission and appropriate authorities for a Lottery Operating Licence, and it is assumed a Remote Gambling Licence.
- 10.2 The Licence will be subject to conditions laid down by the Committee.
- 10.3 The Council must have regard to the Conditions and Codes of Practice which are published by the Commission.
- 10.4 The establishment and promotion of the lottery by the Council is an executive function. This function sits separate from the licencing authority which is undertaken by the Licencing Committee.

11. Director of Finance's comments

- 11.1 The use of an External Lottery Management company represents the most cost effective and efficient method for providing a Local Authority Lottery in Portsmouth. To produce and deliver a Lottery in-house would not be financially viable in the current economic climate. Alternative providers to an ELM would incur additional set up and operational costs, offer less prize money as well as providing a potential financial and reputation risk by providing a financial prize which is not underwritten or guaranteed from weekly ticket sales. The initial set up cost estimated at £3,500 plus the launch costs of an estimated £2,000 will be funded from the Resources portfolio reserve. Income generated from ticket sales will cover ongoing scheme costs and provide a new resource to support voluntary sector organisations.

.....
Signed by:
Director of Community & Communication

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
Terms & Conditions Vale Lottery	On request from Corporate Marketing and Business Development Manager

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by Cabinet on

.....
Signed by:

Agenda Item 8



Portsmouth
CITY COUNCIL

Agenda item:

Title of meeting: Cabinet

Date of meeting: 9th June 2016

Subject: Proposed shared senior management arrangements with Gosport Borough Council

Report From: Chief Executive

Report by: Paddy May, Corporate Strategy Manager

Wards affected: All

Key decision: No

Full Council decision: No

1. Purpose of report

- 1.1. There is a strong indication that Gosport Borough Council will approach Portsmouth City Council with a view to Portsmouth jointly working with Gosport to share a number of senior management posts. This will lead to further joint arrangements and shared services between the two councils.
- 1.2. This report seeks to gain Cabinet approval to respond positively to Gosport's request as a way of providing more efficient services for both councils. The report also identifies a financial share model that could be used for such an arrangement. This would be subject to detailed negotiations. The report finally seeks to gain approval to delegated authority being given to the Director of HR, Legal and Performance in consultation with the Leader of the Council to approve the final arrangements.

2. Recommendations

- 2.1. Cabinet is recommended to agree that:
- should Gosport Borough Council approach Portsmouth City Council to share senior management staff that the City Council looks favourably at this approach and explores how to make this work for the benefit of both councils
 - if an "in principle" agreement can be reached with Gosport:
 - that the financial model outlined in section 5 should be used as the starting point for a discussion to agree how we would share costs and savings between the two councils
 - that an agreement should be developed to formalise the arrangements
 - a report should be taken to Employment Committee to allow for changes to the terms and conditions of relevant staff

- delegated authority be given to the Director of HR, Legal and Performance in consultation with the Leader of the Council to approve the final arrangements including an agreement between the councils

3. Background

- 3.1. In the current financial context of extremely tight budgets for local authorities the need to find savings has become increasingly important. One way that a number of authorities have approached this is to look at developing shared services and sharing senior staff. Portsmouth City Council has already undertaken this approach in a number of ways with examples including the flood management service that is shared with Havant Borough Council; sharing the S151 role with the Isle of Wight Council, a joint building control service with Fareham and Gosport Borough Councils and the recent appointment of a Director of Adult Services as a shared post with the Portsmouth Clinical Commissioning Group. Portsmouth City Council is also working with Gosport Borough Council to provide support and advice to the Gosport housing services.
- 3.2. There are a number of examples nationally of authorities that have shared management teams or shared services, and whilst there are challenges with this approach they have led to significant cost savings. Locally Havant Borough Council and East Hampshire District Council have a shared management team to the 4th tier of management whilst still retaining clear identities as individual councils. The experience of other councils, nationally and locally, provides good opportunities to learn from.
- 3.3. It is believed that a number of senior staff from Gosport Borough Council will be made redundant in the next few months and so some initial discussions have taken place with Portsmouth City Council about whether we would be able to assist them with some shared senior management and leadership arrangements. There is a strong indication that we will get a formal request to share some senior management posts including the posts held by the three people that fulfil the statutory roles of Head of Paid Service, Section 151 Officer, Returning Officer, Monitoring Officer and Registration Officer as well as the senior management posts in HR, Economic Development and Payroll & Administration. It is expected that if an agreement can be reached on these roles this could lead to further opportunities for both Councils.
- 3.4. It is worth stressing that this is not a takeover of either Council and instead provides an opportunity to make efficiency savings in both Councils. Both Councils would retain their sovereignty and would retain their individual identity. It is about shared management and leadership arrangements whilst ensuring that each council is providing the services that residents need. Gosport Borough Council and Portsmouth City Council make natural partners. Separated by a small stretch of harbour and with a linked history and joint role supporting the Royal Navy there are strong shared traditions. In recent months Gosport and Portsmouth have been key partners around the Solent Devolution proposal. This means that there is a natural logic for the two authorities to take this opportunity and to work together in a way that is mutually beneficial for both councils.
- 3.5. As well as the opportunities afforded by sharing the senior management posts there are other opportunities from further developing a close working relationship between the two councils. Experience from other councils has shown a shared

management arrangement can work very well for partner councils and opens up significant possibilities for delivering transformational change to service delivery and drives considerable further future savings.

4. What might be covered

- 4.1. Initial indications from Gosport are that they will be approaching us to see if we can reach an agreement to share the following senior management roles and the related statutory functions:
- Chief Executive
 - Borough Solicitor
 - Borough Treasurer
- 4.2. They have also suggested that they would like to approach us to enter into shared management for Economic Development; Payroll & Administration; and Human Resources (personnel). Portsmouth City Council is already providing advice and support to the Gosport Housing Service and this is likely to also move to a shared management arrangement. It is likely that if this range of arrangements is successful then further opportunities, for both councils, would be agreed.

5. The process for reaching an agreement

- 5.1. If Gosport approach us to share some senior management support there will be some detailed negotiations to be undertaken. If we are able to reach an agreement then it is suggested that the Director of HR, Legal and Performance, in consultation with the Leader of the Council, be given delegated authority to approve the detailed arrangements and the relevant legal documents. There will also be a requirement to take a report to Employment Committee to agree to the changes of the terms and conditions of the relevant staff that we are looking to share.
- 5.2. One of the key elements to agree will be the financial model that should be used to cover the costs and gain from the savings in a shared way. As a genuine partnership between the two authorities it is proposed that the starting point for discussion should be that each council would retain 50% of the gross savings that would materialise from any shared arrangement (subject to an annual CPI rise). The detailed financial negotiations will also need to allow for any cost savings that are made by either council that are not the result of the shared management arrangements.
- 5.3. Each authority would be expected to fund any additional capacity that is required for their authority, as a result of the shared arrangements, out of their share of the savings. This means that there would be an incentive for each authority to look to minimise these additional costs. An illustrative example of how this could work using the posts filled by the three statutory officers, and the additional likely initial requests, is shown below:

	Total Saving	Gosport Borough Council Saving	Portsmouth City Council Saving
Deletion of Statutory Officer posts & initial additional posts in Gosport	£592,000		
Simple gross saving split		£296,000 (50%)	£296,000 (50%)
Gross saving split if GBC support post savings are attributed to GBC		£344,000	£248,000

- 5.4. This would be the starting point for any discussion about how this could work in practice. It is considered better to agree a basis around a share of the savings as opposed to having to cost time and the bureaucracy associated with that. This gives an incentive to create savings for both authorities.
- 5.5. There will be a need to develop a formal legal agreement to share staff. It is proposed that we use a staff provision and resource agreement for this approach. Portsmouth City Council used a similar legal agreement with Portsmouth Clinical Commissioning Group around the shared Director of Adult Services post and the CCG Chief Operating Officer post and the agreement with Isle of Wight Council for sharing the S151 post. The agreement will specify, amongst other things, how the arrangements will work in practice (including funding), the termination arrangements and the accountability and review arrangements. This agreement will need to be agreed by both authorities.
- 5.6. There is a strong indication that Gosport will approach the City Council to provide shared senior management and leadership functions from 1st October 2016. To meet this timeframe we will need to agree the funding principles and get the S113 agreement signed over the next month or so. If we do get the formal request we will also need to take a report to Employment Committee that agrees that the terms and conditions of our relevant officers are modified to allow them to undertake the role for both councils. If Gosport approach us, and we respond positively and can reach an agreement, Gosport Borough Council would also need to formally approve the appointments.
- 5.7. Whilst there are considerable benefits to this opportunity there are also lots of detailed issues that will need to be sorted including, for example,
- access to IT systems and communication between systems
 - insurance arrangements for our staff
 - sorting out what capacity requirements are for each council
 - meeting timetables - this will mean that some of our most senior officers will not always be available for Portsmouth City Council business and we will also need to be manage for example scheduling of meetings
 - the cost in terms of time for travel between the two councils
 - HR procedures around recruitment, prior consideration and management of vacancies
- 6. Reasons for recommendations**
- 6.1. If Gosport were to approach us to reach a sharing arrangement there would be benefits for both Councils to reach an agreement about sharing the senior posts. This would enable cost savings for both Councils and could lead to further shared arrangements. There will need to be a mechanism in place to agree the detailed arrangements and Employment Committee will need to agree to changes in the terms and conditions of relevant officers.
- 7. Equality impact assessment (EIA)**
- 7.1 There will be a need to undertake an initial EIA should Gosport approach us to share services beyond this initial proposal.

8. Legal comments

- 8.1. The Council is empowered to make staff and resources available to another authority under s113 of the Local Government Act 1972. It may provide services to another authority under a range of provisions, including the Local Authorities (Goods and Services) Act 1970, and the Localism Act 2011.
- 8.2. Detailed terms will be prepared between the parties.

9. Director of Finance and Information Services comments

- 9.1. The financial implications of this opportunity will become more apparent once a formal approach is received from Gosport Borough Council.
- 9.2. It is however, expected that partnership working with Gosport Borough Council provides opportunities for efficiency gains by both councils going forward and these will be reported at a later date once they are known with more certainty.

.....
Signed by: David Williams, Chief Executive

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

.....
Signed by: Name and Title

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Agenda Item 10

Decision maker:	Cabinet City Council
Subject:	Approval of UK Municipal Bond Agency's Framework Agreement, and Joint and Several Guarantee
Date of decision:	9 June 2016 (Cabinet) 12 July 2016 (City Council)
Report by:	Chris Ward, Director of Finance and Information Services (Section 151 Officer)
Wards affected:	All
Key decision:	Yes
Full Council Meeting:	Yes

1. Summary

The Municipal Bonds Agency (the Agency) has been established to deliver cheaper capital finance to local authorities. It will do so via periodic bond issues, as an aggregator for financing from institutions such as the European Investment Bank (EIB) and by facilitating greater inter-authority lending. Further details about the Agency are provided in Appendix A.

The Agency's Framework Agreement sets out the arrangements for borrowing from the Agency and incorporates a joint and several guarantee that requires all local authorities borrowing from the Agency to guarantee the money owed by the Agency to those who have lent it money to fund its loans. Further details about the Framework Agreement and the joint and several guarantee are provided in Appendix B.

2. Purpose of report

This report seeks approval for the Council to enter into the borrowing documents prepared by the Agency.

The Agency requires that local authorities borrowing from it enter into its Framework Agreement. The Agreement includes an accession document confirming that the council has the necessary approvals to sign the Agreement and a joint and several guarantee to those lending money to the Agency in respect of the borrowing of all other local authorities from the Agency. Entering into the Framework Agreement enables the Council to access funding from the Agency as and when required.

3. Recommendations

3.1 The City Council is recommended to:

3.1(a) approve the Council's entry into the Framework Agreement and its accompanying schedules including the joint and several guarantee;

3.1(b) delegate authority to the Director of Finance and Information Services as Section 151 Officer and the Deputy Chief Executive as Monitoring Officer to sign those documents, as appropriate, on behalf of the Council;

3.1(c) grant the Section 151 Officer delegated authority to agree amendments to the Framework Agreement as appropriate.

4. Background

The purpose of the Agency is to deliver cheaper capital finance to local authorities. The Agency is wholly owned by 56 local authorities and the Local Government Association (LGA). The Council is a shareholder in the Agency with a total investment of £150,000.

The Council has limited sources of capital finance available to it. The margin charged by the Public Works Loans Board (PWLB) rose significantly in 2010 and therefore the LGA explored and then, with the support of a number of local authorities, established the Agency as an alternative to the PWLB.

The Agency's Framework Agreement sets out the arrangements for borrowing from the Agency and incorporates a joint and several guarantee that requires all local authorities borrowing from the Agency to guarantee the money owed by the Agency to those who have lent it money to fund its loans. The Framework Agreement incorporates a mechanism to prevent a call under the guarantee by requiring borrowers to lend the Agency money to cover a default by another local authority, referred to as "contributions".

The Council has the power to enter into the Framework Agreement under Section 1 of the Localism Act 2011 – the general power of competence. Borrowing under the Framework Agreement will be under Section 1 of the Local Government Act 2003 – the power to borrow.

Acting on behalf of prospective borrowers, a small group of authorities appointed lawyers, Allen & Overy, to review and advise upon the documentation. Allen & Overy instructed counsel to obtain senior opinion on vires and reasonableness.

Counsel raised three key considerations that a local authority must take into account when taking a decision to enter into the Framework Agreement:

- its specific financial position;
- whether or not the council is "reasonably financially robust" i.e. the council can meet the potential demands that the Framework Agreement places upon it; and
- whether it is to the authority's advantage to enter into the Framework Agreement taking into account the advantages and disadvantages of doing so.

5. Reasons for recommendations

Need to Borrow

The Council has a need to borrow of £99 million over the next three years to fund capital expenditure and refinance maturing debt. The Council's gross debt at 31 March 2019 will be £457 million if it undertakes no further borrowing. The Council's estimates its capital financing requirement (CFR) which measures its underlying need to borrow will be £556 million at 31 March 2019. This is set out in the Council's Treasury Management Strategy and summarised in table below:

	2015/16 £'000	2016/17 £'000	2017/18 £'000	2018/19 £'000
Borrowing	391,120	387,769	384,417	381,066
Finance leases	4,100	3,479	2,828	2,171
Service Concessions (including Private Finance Initiative schemes)	82,109	79,639	76,456	73,769
Total Gross debt	<u>477,329</u>	<u>470,887</u>	<u>463,701</u>	<u>457,006</u>
Capital Financing Requirement (CFR):				
Opening CFR in 2015/16	403,990	460,132	549,539	558,436
Capital expenditure financed from borrowing	65,413	99,348	19,961	7,144
Minimum revenue provision (MRP)	(9,271)	(9,941)	(11,064)	(10,056)
Closing CFR	<u>460,132</u>	<u>549,539</u>	<u>558,436</u>	<u>555,524</u>
Under / (Over) Borrowing	<u>(17,197)</u>	<u>78,652</u>	<u>94,735</u>	<u>98,518</u>

Use of the Agency will save the Council interest costs; otherwise the Council will use alternative sources of borrowing. Every 0.01 per cent interest saved is worth £9,900. A saving of 0.1 per cent would be worth £99,000. The savings over time may be significant as the Agency's bond pricing improves and institutions such as the EIB lend money to the Agency. For capital investment in eligible sectors, the EIB can offer funding that is significantly cheaper than either the PWLB or bond markets.

The capital programme approved by the City Council on 9th February 2016 includes £99m of capital expenditure financed by borrowing in 2016/17. This includes £66.0m of expenditure on the acquisition of commercial properties to provide an income stream to support the Council's services.

Financial Robustness

The Council's revenue budget and medium term financial strategy demonstrate and set out the financial pressures the Council is under, particularly in light of the funding cuts and uncertainties that changes to the system of local government finance and business rates may bring. Nonetheless, the Council is required to balance its budget and is subject to tight statutory controls and supervision. It is therefore extremely unlikely that the Council will find itself in the position that it is unable to meet the requirements of the Framework Agreement and joint and several guarantee e.g. that it makes contributions if asked.

If the Council were called upon, it has access to PWLB funds at 48 hours' notice if required. Loans made to the Agency under the Framework Agreement as part of the contribution arrangements could constitute capital expenditure because loans to third parties are defined as such under the *(Capital Finance and Accounting) (England) Regulations 2003* (as amended). Given that the Agency is likely to recover the amounts owed to it by a defaulting authority and that the contributions are in themselves loans, the impact on the revenue budget is likely to be negligible if the Council is required to make a contribution or called upon under the joint and several guarantee.

6. Risks and Disadvantages of Entering into the Framework Agreement

Exposure to the contribution arrangements and the joint and several guarantee means that entering into the Framework Agreement and borrowing via the Agency is different in nature to borrowing from the Public Works Loan Board, under a bilateral loan facility or through a bond issue in the capital markets.

There are inherent risks associated with the proposed structure, not least the joint and several nature of the guarantee. These are:

- The risk that the Council's guarantee may be called independently of any other Guarantee and for the full amount owing by the Agency under the financing document that is covered by the guarantee (and, therefore, such participating local authority is potentially liable to pay out amounts to the MBA that exceed the amounts borrowed).
- Even if the Council has terminated its Guarantee, it will continue to guarantee the "Guaranteed Liabilities" entered into by the Agency before the termination date. The effect of this is that the Council's liability under its Guarantee may potentially continue in existence for many years after termination.

However, the risks associated with the joint and several guarantee are mitigated by the contribution arrangements. The Framework Agreement is such that the Council's exposure, from a practical perspective, is the requirement to make contributions in the event of a default by another borrower and this exposure is proportional because it is calculated by reference to the amount borrowed by the Council as a proportion of all non-defaulting loans made by the Agency.

The risk of a default by a local authority is deemed to be very low: no principal local authority has ever defaulted on a loan.

The statutory and prudential framework under which local authorities operate is extremely strong and designed to prevent local authorities from over-reaching themselves and becoming insolvent. Key aspects of the framework include:

- Local authorities are prevented from borrowing to fund services by the Local Government Finance Act 1992, which sets out how budgets and the Council Tax must be calculated, particularly Section 31A, 32 and 42A of the Act. These provisions require a budget to be balanced on a cash basis without the use of borrowing.
- Local authorities must comply with the prudential framework established by Part 1 of the Local Government Act 2003 and related regulations, including the Prudential Code for Capital Finance in Local Authorities published by the Chartered Institute of Public Finance and Accountancy (CIPFA).
- Section 151 Officers have varied powers and responsibilities that result in prudent financial management. For example, if an authority cannot pay its bills as they fall due, he or she must submit a Section 114 report to the Executive / Council, which must be acted upon. A Section 151 officer must also report on the adequacy of reserves and robustness of budget estimates under Section 25 of the Local Government Act 2003 and action be taken by the Council to remedy an adverse report.
- A local authority must make a Minimum Revenue Provision ("MRP") to repay debt under the local authorities (*Capital Finance and Accounting*) (*England*) *Regulations 2003*, issued by the Secretary of State under Sections 21 of the Local Government Act 2003 (as amended). This means that a local authority sets aside cash via its revenue budget, sufficient to ensure it can repay its debt.

The Agency's credit assessments, risk management processes and the concentration limits should reduce the possibility that a local authority borrowing from the Agency is likely to default.

Local authorities have access to the PWLB as lender of last resort and therefore can refinance any borrowings from the Agency by the PWLB if it cannot repay its debt to the Agency by other means.

Historically, the Government has intervened when a local authority finds itself in difficulties or the Government deems a local authority to be incapable of managing itself effectively.

For the Council to be called upon to make contributions under the Framework Agreement, let alone be called upon under the joint and several guarantee, all the above controls and protections must fail.

The Local Government Act 2003 provides several key protections to lenders that greatly reduce the possibility that the Agency and therefore the Council would be unable to recover sums owed to it if it is required to make a contribution or pay out under the joint and several guarantee:

- Section 6 provides that a lender is not required to ensure that a local authority has the power to borrow and is not “prejudiced” in the absence of such a power. This prevents a local authority claiming an act was “ultra vires” to side step its obligations.
- Section 13 provides that all debts rank *pari passu* i.e. have equal status under the law and thus a creditor cannot be disadvantaged by later subordination of that debt by a local authority.
- Section 13 also secures all debts of an authority on its revenues, which is the strongest possible security for a loan as the bulk of a local authority’s revenues are either raised under statutory powers or allocated by the Government.
- Section 13 also provides for a receiver to be appointed by the High Court on application if principal and / or interest greater than £10,000 is outstanding for 60 days.

The Framework Agreement requires that the Agency must pursue any defaulting authority to the extent that if it does not do so promptly, borrowers can force it to do so. Furthermore, the Framework Agreement provides for a strict application of the proceeds of any debt recovered by the Agency from a defaulting authority.

There is a risk that the Agency does not observe its obligations under the Framework Agreement, but the Council is entitled to expect that the Agency will operate in accordance with its obligations under the Framework Agreement when considering whether or not to enter into the Framework Agreement. The LGA and local authorities control the Agency via their shareholdings so could intervene if the Agency did not abide by the Framework Agreement.

The prime advantage to the Council is the prospect of lower borrowing costs and the possibility to obtain types of loans that are not available from the PWLB. Cheaper capital finance will reduce pressure on the Council's finances. This advantage more than offsets the low risk that a local authority defaults and the Agency is unable to recover the debts owed to it in order to repay the Council any contributions it is required to make.

The Council is not obligated to borrow via the Agency and even if it chooses to legally commit to borrowing via a bond issue, it will not be required to take a loan that is not cheaper than the PWLB, so the bond will not be issued. Therefore, the financial risk to the Council of the Agency failing to deliver a saving is eliminated.

7. Equality impact assessment (EIA)

The contents of this report do not have any relevant equalities impact and therefore an equalities assessment is not required.

8. Legal Implications

The Section 151 Officer is required by the Local Government Act 1972 and by the Accounts and Audit Regulations 2011 to ensure that the Council's budgeting, financial management, and accounting practices meet the relevant statutory and professional requirements. Members must have regard to and be aware of the wider duties placed on the Council by various statutes governing the conduct of its financial affairs.

9. Director of Finance's comments

All financial considerations are contained within the body of the report and the attached appendices

.....
Signed by Director of Finance and Information Services (Section 151 Officer)

Appendix A: Further Information about the UK Municipal Bonds Agency

Appendix B: Further Information about the Framework Agreement and the Joint and Several Guarantee

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document		Location
1	UK Municipal Bonds Agency Plc Documents Package for Local Authorities	Financial Services
2	UK Municipal Bonds Agency Plc Local Authority Financing Framework Agreement	Financial Services

Further Information about the UK Municipal Bonds Agency

Establishment:

The establishment of the UK Municipal Bonds Agency was led by the LGA following the announcement in the 2010 Autumn Statement that PWLB rates would increase from 0.15 per cent over Gilts to 1 per cent over Gilts, greatly increasing the cost of new borrowing and refinancing. This followed the introduction of punitive early repayment penalties by the PWLB in 2007, which have prevented local authorities from restructuring their loan portfolios to reduce costs while interest rates are low. Although the Government subsequently introduced the “certainty rate”, which effectively reduced the PWLB’s margin to 0.8 per cent over Gilts in return for the limited disclosure of an authority’s borrowing plans, the LGA found that rate remained higher than a bonds agency should be able to achieve.

The LGA also noted that it was easy for UK investors such as pension funds to provide capital to overseas local authorities through the London capital markets, but not so to UK local authorities.

The LGA published a revised business case in March 2014 that set out how a bonds agency would issue bonds on behalf of local authorities in an efficient and cost effective manner and at lower rates than the PWLB. It identified that the regulatory environment meant that the PWLB had a de facto monopoly on providing simple loans to local authorities:

- For regulatory purposes a bank must set aside capital when lending to local authorities – unlike when lending to the Government – and therefore it is difficult for banks to compete with the PWLB on rates and make money other than by offering structured lending products.
- Bond investors value liquidity and benchmark sized issues (£250 million), which makes it difficult for most local authorities to access the bond markets, particularly as one-off bond issues can be costly.
- Supranational agencies such as the EIB would typically lend only for large projects, typically £150 million or £250 million depending on the project, thereby excluding most local authorities.

The LGA's revised business case was published in March 2014 and the company established in June 2014. The agency will act as an intermediary, borrowing the money and on-lending it to local authorities on a matched basis to deliver cheaper capital finance to local authorities through periodic bond issues, as an aggregator for loans from other bodies such as the EIB, and facilitating longer term inter-authority lending via the Agency.

The LGA and 56 local government shareholders have invested over £6 million in the Agency. The Council is a shareholder in the Agency with a total investment of £150,000.

Client Base:

The Agency will only lend to UK local authorities who can give a joint and several guarantee. This is currently limited to 353 principal English local authorities that have the general power of competence under section 1(1) of the Localism Act 2011. The Department for Communities and Local Government specifically intended that local authorities should be able to give guarantees using the power in its regulatory impact assessment.

The ability to give joint and several guarantees may in due course be extended to other local authorities e.g. combined, Welsh or Scottish authorities. In the event that this occurs, those authorities will be eligible to borrow from the Agency.

The Agency would prefer all borrowers to become shareholders. This ensures a strong alignment of interest between borrowers and shareholders, and is viewed positively by ratings agencies and the capital markets. Accordingly, the Agency will charge a higher interest rate to borrowers that are not shareholders, albeit one which remains competitive.

Loan Pricing:

The Agency will operate a transparent pricing structure. It will charge local authorities the interest the Agency pays to obtain the funds it on-lends, plus any transaction costs up to a maximum of 0.5 per cent of the amount borrowed, plus a margin to cover its costs. This margin is currently set at:

- 0.10 per cent for shareholders; and
- 0.15 per cent for non-shareholders.

The Agency may adjust these margins for new borrowing transactions at its discretion, but will not increase them. It is expected that these margins will reduce once the Agency is profitable.

Transactions costs include the Agency's credit rating agency fees, bank syndicate fees and legal costs. The Council has the option to amortise these over the life of the loan or to expense them.

The Agency will not require local authorities to borrow at a rate that is higher than the PWLB, thus when borrowing via the Agency the Council should always achieve a saving. Over time, the rates offered by the Agency are likely to improve as its bonds programme develops and it is able to borrow from institutions such as the EIB.

Early Repayment (Prepayment):

The Agency will pass on the cost of early repayment by a local authority (usually referred to as prepayment in financial services) to that local authority. However, the Agency will not profit from the transaction and will assist any local authority seeking early repayment to find the cheapest solution.

Voluntary prepayment is calculated in a similar way to the PWLB's early redemption penalties, although one option available to local authorities will be to buy back part of the bond.

Governance:

The Agency is a public limited company and as such is directed by its Board. It is expected that the Board will include 7 non-executives and 3 executives.

In addition, the Board will have the following 2 sub- committees, chaired by independent non-executives:

- Risk, Compliance and Audit Committee; and
- Nomination and Remuneration Committee.

In addition, the Agency will establish a Local Authority Advisory Board, comprising local authority finance officers, to facilitate two-way communication between the Agency and its borrowers.

Credit Process:

Prior to approving any loans, the Agency will carry out a credit assessment of each potential borrower.

The Agency has developed a proprietary credit scoring model based on similar methodologies to the main credit rating agencies. In order to access funding from the Agency, a local authority will need to be able to achieve a "single A" credit rating on a standalone basis; rating agencies typically "notch up" a local authority to account for implied Government support.

In addition to credit scoring, the MBA will ensure appropriate diversification of its lending portfolio, through the contractual concentration limits agreed in the Framework Agreement.

Further Information about the Framework Agreement and the Joint and Several Guarantee

Content of the Framework Agreement:

The Framework Agreement comprises:

The Framework Agreement itself, which is primarily designed to prevent a call on the joint and several guarantee and lays out how the Agency will interact with local authorities.

Schedule 1: *Form of Authority Accession Deed*, which local authorities sign to commit themselves to the Framework Agreement.

Schedule 2: *Form of Guarantee*, which is the joint and several guarantee.

Schedule 3: *Loan Standard Terms*, which is the loan agreement that covers any borrowing by an authority.

Schedule 4: *Form of Loan Confirmation*, which supplements the Loan Standard Terms and confirms details of a loan such as principal, maturity, interest rate etc. It is signed by the Agency and a borrower.

Need for the Joint and Several Guarantee:

The LGA's business case highlighted the need for borrowing authorities to sign a joint and several guarantee:

- The joint and several guarantee allows the Agency to issue bonds without having to prepare a full prospectus for each bond issue, pursuant EU's "Prospective Directive", thereby reducing costs and complexity.
- The UK Listing Authority's "listing rules" that govern whether financial instruments can be listed on a UK stock exchange would not permit bonds issued by an agency to be listed on the London Stock Exchange for some years without a joint and several guarantee, meaning the bonds would need to be listed elsewhere such as the Channel Islands or Luxembourg.

- If, instead of a joint and several guarantee, investors had recourse to an agency's on-lending arrangements, every tranche of financing would require a separate credit rating and investors to assess the participating authorities, which would materially impact an agency's ability to reduce costs and deter a number of potential investors and lenders from lending money to the agency. The joint and several guarantee draws on the strength of the local government sector and is simple for investors to understand.

Nature of the Joint and Several Guarantee:

The joint and several guarantee is a schedule to the Framework Agreement and is direct, unconditional, irrevocable and not separately administered:

The joint and several guarantee "guarantees to each Beneficiary each and every obligation and liability the Company may now or hereafter have to such Beneficiary (whether solely or jointly with one or more persons and whether as principal or as surety or in some other capacity) in respect of the Guaranteed Liabilities and promises to pay to each Beneficiary from time to time on demand the unpaid balance of every sum (of principal, interest or otherwise) now or hereafter owing, due or payable (following the expiry of any grace period provided for) by the Company to any such Beneficiary in respect of any such Guaranteed Liability; and

agrees as a primary obligation to indemnify each Beneficiary from time to time on demand from and against any loss incurred by such Beneficiary as a result of any such Guaranteed Liability being or becoming void, voidable, unenforceable or ineffective as against the Company for any reason whatsoever, whether or not known to such Beneficiary, the amount of such loss being the amount which such Beneficiary would otherwise have been entitled to recover from the Company."

In practice this means that all borrowers are collectively and individually guaranteeing the lenders to the Agency against a default by a local authority.

The Council can withdraw from the joint and several guarantee by giving notice and repaying its loans to the Agency. However, the irrevocable nature of the guarantee means that the Council will continue to guarantee the Agency's borrowings at the date of withdrawal until those borrowings mature. This prevents moral hazard i.e. a local authority borrowing from the Agency to achieve a cheaper borrowing rate, but walking away from the obligations. Withdrawal does mean that the Council will not be guaranteeing future borrowing by the Agency.

Preventing a Call on the Guarantee:

The Framework Agreement mitigates against a possible call on the joint and several guarantee by minimising the risk of default by a local authority, limiting the possible impact of a default and containing a default before the Agency's ability to make payments is threatened.

The Framework Agreement imposes obligations on the Agency that are designed to reduce the possibility of default by a borrower:

- The Agency must credit assess each borrower and exclude those that do not achieve at least the equivalent of a strong investment grade rating equivalent to an "A" rating from the established credit rating agencies such as Moody's.
- "Concentration limits" ensure that the Agency will maintain a diverse loan book over time that limits the proportion of the Agency's loan book that can be lent to a single or small group of authorities.
- Credit lines are available to the Agency that it must utilise in the event of a local authority missing a payment or defaulting, before it has recourse to other borrowers.

The Framework Agreement establishes a "contributions" mechanism that requires borrowers to lend the Agency funds to cover its obligations in the event of a default by a local authority. The contributions are calculated in proportion to an authority's share of the performing loan book. The loans are interest bearing and will be repaid once the Agency has recovered the sums owed to it by the defaulting authority, which it is required to do by the Framework Agreement. If the Council has no outstanding borrowings via the Agency, it will not be called upon to make contributions under the Framework Agreement.

The payment schedules set out in the Framework Agreement are designed to ensure timely payments by local authorities so that error or late payment by a borrower does not risk a call for contributions or under the guarantee.

The Framework Agreement prevents a borrower from taking action against a defaulting authority so that a single authority cannot jeopardise the structure of the Agency and / or act against the interests of other borrowers.

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Agenda Item 13

Title and Date of meeting:	Cabinet - 9 June 2016 Council - 12 July 2016
Subject:	Arm's Length Property Company
Report by:	Owen Buckwell - Director of Property
Wards affected:	All
Key decision:	Yes
Full Council decision:	Yes

1. Purpose of report

- 1.1 To provide an update on progress to date at Dunsbury Business Park (DBP) and seek approval for the formation of a parent company to deliver housing and property projects, and a subsidiary company for the purpose of developing the Dunsbury site, and potentially other assets through an appropriately commercial and legal framework.

2. Recommendations

That Cabinet approves the following recommendations:-

- 2.1 That the benefits of using an Arm's Length Development Company, for the ongoing development of Dunsbury Business Park are noted.
- 2.2 That the City Solicitor be instructed to form a parent company for the delivery of property and housing projects with a subsidiary an arms-length development company, as detailed in the Appendices to this report.
- 2.3 That the City Solicitor and Director of Finance and Section 151 Officer be authorised to enter into such service and supply agreements with the company as are required by the company for its operation.
- 2.4 That the City Solicitor and Director of Finance agree and authorise the company formation documents: articles of association, shareholders agreement, secondment agreements, and loan terms.
- 2.5 The Cabinet recommends to the City Council that:

Authority is delegated to the Director of Finance and Section 151 Officer in consultation with the Leader of the Council, upon completion of the business plan for Dunsbury Hill Farm undertaken by the Development Manager, to make changes to the budgetary framework as necessary, and to:

- Borrow as required for Dunsbury Business Park development purposes, subject to a robust financial appraisal approved by the Director of Finance & S151 Officer that demonstrates the delivery of the best return to Portsmouth City Council and has proper regard to the following:
 - The relevant capital and revenue costs and income resulting from the investment over the whole life of the development.
 - The extent to which the investment is expected to deliver a secure ongoing income stream.
 - The level of expected return on the investment.
 - The payback period of the capital investment.
 - The tax status and transactional tax events associated with any land transfers or activity of the companies.

3. Background

- 3.1 Further to the update report in June 2015, Fat Face Ltd have been secured as the first pre-let tenant and work has commenced on constructing their new premises. Fat Face Ltd provides a sound institutional covenant and the market considers this pre-let agreement to be an excellent step forward for Dunsbury Business Park.
- 3.2 Responding to this pre-let requirement has clearly demonstrated the way forward for delivering Dunsbury Business Park through direct development. The delivery of Dunsbury Business Park is in direct competition with other sites in the sub region (Berewood, Fords at Southampton and Daedalus amongst others). In comparison to these sites Dunsbury Business Park has a number of advantages; specifically location and environment which needs to be capitalised on, in the most commercial manner possible. The development company will allow this.
- 3.3 The access road will be complete in the coming weeks and at this point the site will return to PCC's control and be in a perfect position to be taken to the market.
- 3.4 There is the option to carry out some additional strategic site enabling works which will provide plots ready for development, making their delivery quicker and consequently more attractive to the market.

- 3.5 The creation of a brand and marketing campaign, led by a soon to be appointed Development Manager, is seen by the development board as the best way to progress. The Development Manager will be responsible for producing a business plan for the whole site, which will endeavour to establish the most financially beneficial method of delivery for Portsmouth City Council.
- 3.6 Establishing a company entity which is outwith the Public Contracts Regulations 2015 is, on the recommendation of the Council's Corporate Assets team, essential to ensure speed of response, and market engagement. This non-contracting company with appropriate directors is anticipated to be the most commercially advantageous way of delivering the remaining site, whilst also satisfying the S.106 requirement for PCC to manage the Dunsbury Business Park estate, providing a means by which third-party partnerships and investment could be brought in and ensuring it can compete with other sites in the region in terms of certainty, responsiveness, timing and access to appropriate professional and construction services.

4. Reasons for recommendations

- 4.1 A wholly owned holding company delivery structure will establish a basis for exploring a range of flexibilities around property development, including but not limited to Dunsbury Business Park. It will:
- 1) Generate income from the private rented sector, both capital and revenue;
 - 2) More economically address the council's homelessness duty, other than by reliance on the B&B sector;
 - 3) Deliver Affordable Housing that would otherwise be limited, due to Housing Revenue Account borrowing restrictions;
 - 4) Reduce the potential loss of developed housing as a result of the right to buy;
 - 5) Enable a separate, more responsive and commercial operation.
 - 6) Provide a means by which third-party investment could be quickly leveraged in.
- 4.2 Development Companies are increasingly becoming a feature of local government property development, and property holding, and may be used as a platform for general operations and development and site specific projects, which may include the input of third-party investment.

5. Equality impact assessment (EIA)

An EIA is not required at this point.

6. Legal implications

- 6.1 The proposal is to establish a parent company (Ravelin), under which a range of subsidiary companies may ultimately be created in order to deliver development for the Council. The range of subsidiaries will be driven by project specific issues, land holdings (including disposal consents), the tax efficiency of a given proposal, and the role of the company as developer or land-holder (for the purposes of income receipt).
- 6.2 The companies will be distinct entities to the Council, and will operate and deliver to their own objectives, narrower than the Council. The accountability of the companies and their directors will be by way of regular reporting of the ongoing business plan, and via the shareholder's agreement.
- 6.3 The status and type of the Dunsbury Business Park subsidiary will be distinct to that of the parent Ravelin company in most likely being a company limited by shares, and therefore capable of receiving a mix of both equity and loan funding. Ravelin may be more directly influenced by the Council in order to benefit from the in-house exemption to the Public Contracts Regulations 2015
- 6.4 Individual land transfers into the companies will be subject to the statutory duty under section 123 of the Local Government Act 1972, to achieve best-consideration in the circumstances (subject to any secretary of state consents), and in respect of housing land, further limitations will apply - again subject to there being disposal consents of relevance.
- 6.5 The Council has the power to set up, participate in, and appoint directors to a company for the purposes set out above.
- 6.6 The Council may also provide services and support to the ALDC, provided they are on broadly commercial terms.
- 6.7 When operating through a company, a range of exceptions arise in the context of the Housing Act 1985, meaning that the ALDC can develop residential property without that property being subject to the right to buy.
- 6.8 A clear strategy on land development and transfer will be required: the Council, when holding land directly, has a range of powerful legislative tools to deploy for the purpose of land regeneration and develop - these are not available to the ALDC. However, agreements in place with the Council generally, and in specific cases, should enable the outcomes to be reached.
- 6.9 As the ALDC will be operating on a commercial basis, in order to comply with the rules on state aid, in most instances its relationship with the Council will need to be commercial. Loans, and service-support, should not be at an undervalue, and should be broadly commercial.

- 6.10 The ALDC will be established as a holding company, owned 100% by the Council. It will require bespoke Articles of Association, a shareholder's agreement, and a strategic/partnering agreement, in order to properly empower it, creating certainty for both it and its directors, but appropriate oversight and control for the Council.
- 6.11 For example, powers may be reserved, appropriate limits on the powers of the Directors in relation to the disposal of assets, setting of pay, and participation in subsidiary companies or partnerships, and an investment strategy may be set.
- 6.12 Bespoke articles would also include powers for the Council, as shareholder, to replace directors if they are no longer officers or members of the Council.
- 6.13 The use of bespoke articles and a shareholders agreement may also be used to address any other issues relating to the company.
- 6.14 Once the company is set up then secondment and services agreements will be needed to enable directors appointed to operate. It will need to enter into secondment agreements for the directors and appropriate service contracts with them.
- 6.15 The Council will also have to set up appropriate service agreements with the company to provide it with Legal, HR finance and other professional services.
- 6.16 Although 'Ravelin Group' is a name available at Companies House there are a number of other companies with Ravelin in their names. If any of them have any sort of on-line presence and have built up any goodwill in the name this may make result in a claim to the name being made under the Nominet system. Research should therefore be carried out to make sure that this does not occur.
- 6.17 As is set out in the report it will be essential to obtain specialist tax advice both for Ravelin Group as well as any companies set up by it to ensure that there are no adverse consequences either for Ravelin or for the Council in any specific transaction.

7. Finance comments

- 7.1 This report seeks to update the progress made with regard to the delivery of the Dunsbury Business Park and to establish the formation of an Arm's Length Delivery Company, with the primary objective of delivering a development that will maximise the return to Portsmouth City Council.
- 7.2 Approving the recommendations does not commit the Council to undertaking any capital scheme or incurring any additional revenue costs. It merely enables the Council to consider an additional option of delivery, when identifying how to get the best return from our land and assets.

- 7.3 The administrative costs involved in forming this Company is anticipated to be funded from within existing resources and will not require any ongoing funding, until the Development Manager led site-wide business planning exercise is completed.
- 7.4 In the event that the business plan demonstrates that a Company run development programme delivers the best return for the City, the business plan, backed by a sound business case will be brought to the Director of Finance and Section 151 Officer in consultation with the Leader as per the recommendations in this report for the required investment.

.....
Signed by:

Appendices:

Appendix A	Proposed Company Group Structure
Appendix B	Initial Business Case to set up Holding Company
Appendix C	Consideration and Way Forward
Exempt Appendix D	Bevan Britain advice on Company formation

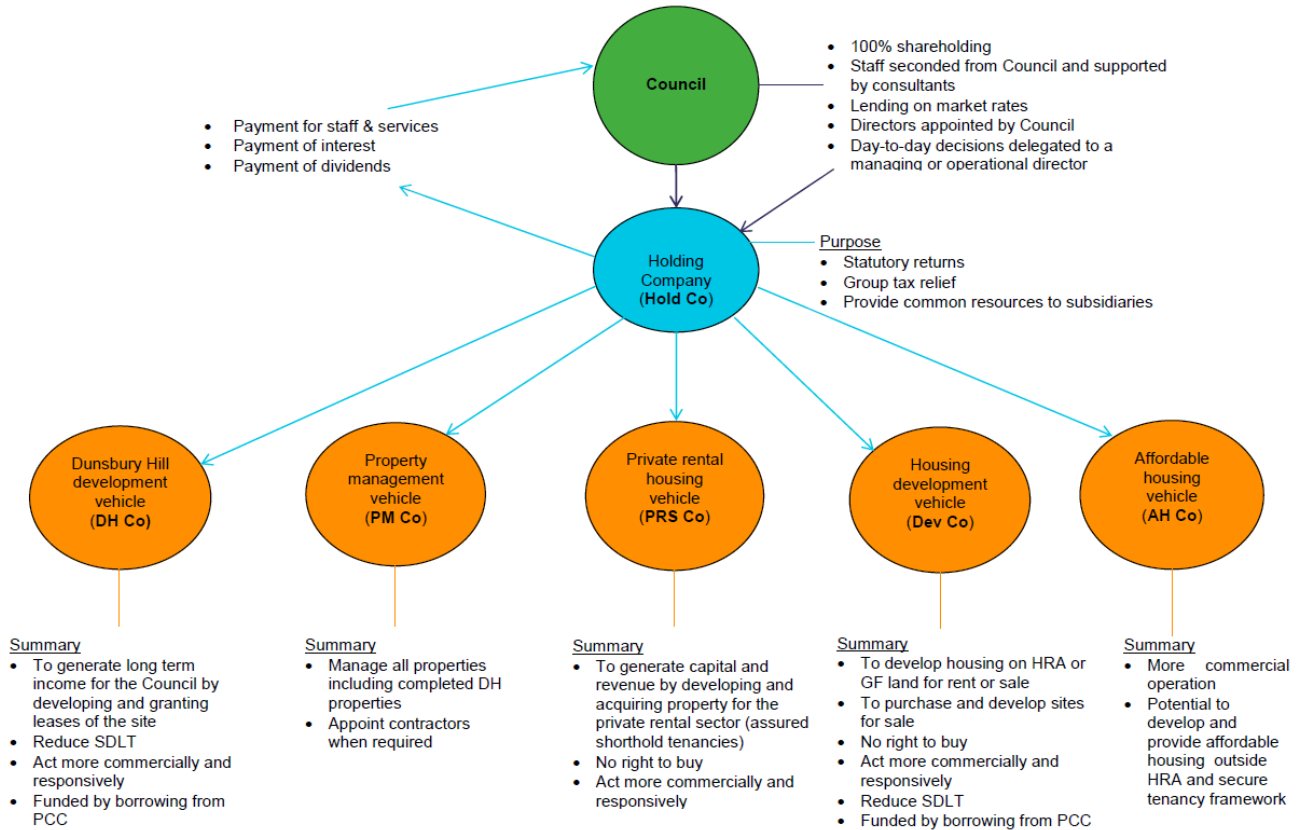
The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

.....
Signed by:

Appendix A

Private and confidential: subject to legal professional privilege

Bevan Brittan  Lawyers for the public, private and third sectors



Appendix B

Initial Business Case

Agreement is sought for the establishment of an arm's length holding company and Development Company to enable the Director of Property and Housing Services to fully investigate and realise the best returns from the City's property assets.

In summary the holding company will:-

- Act as a holding company determining the operation of individual "project" subsidiary companies, or partnerships.
- Be 100% funded and owned by PCC through share ownership at holding company level (though subsidiary arrangements have the flexibility to receive third-party equity, or loan, input).
- Acquire assets from PCC for use in property developments.
- Sell and or lease assets to subsidiaries and or the public.
- Establish and incorporate subsidiary companies and, subject to the relevant projects being shown to be viable, for the development and leasing or sale of the assets at a profit, or for purposes such as homelessness accommodation.
- Revert profits back to the Council as the sole shareholder of the group company where they are not retained within the ALDC for future projects.
- Allow an additional development option to be appraised (eg develop through an arm's length company). This will identify the directly achievable cashable benefits, and also benefit from speed and certainty of delivery.

Directors

We have been advised that Directorships should not include Members due to the potential for conflicts of interest (acting as a director in a company would preclude Members from participating in Council decisions in a host of matters which may relate to the ALDC, or of the context of its operation).

As the company is concerned with the day to day administration of development and property transactions it is most appropriate that the officers acting as directors should come from that Directorship. Subsidiary company board membership will most likely comprise alternative individuals, appropriate to the activities being undertaken.

Name

It is proposed that the company name be Ravelin Group Ltd. The name is available and has a local history.

Ravelin.co.uk is available for sale. Other close derivatives could be used.

Current proposal

There is no commitment at this stage to any funding or property transactions, the request is only for agreement to the principal and structure of forming the group holding company (which will be subject to and have memoranda of association tailored to accord with specialist taxation and legal advice)

Appendix C

Considerations and Way Forward

Background

At present Portsmouth City Council (the Council) develops and conducts land deals in accordance with its standing rules and governance. These rules are designed to maximise control and reduce risk to the Council (both financial and procurement) - not necessarily to allow the Council to interact with the market in a responsive and efficient manner. Lack of certainty around delivery has compromised and eroded private sector confidence in the public sector being willing or able to act commercially (this perception is flawed in many circumstances but remains).

To operate effectively, private sector partners require certainty (being able to deal with directors and individuals who are empowered to make decisions) and speed of delivery (the ability for example to abbreviate Council procurement procedures). This cannot always be guaranteed by the Council operating under its normal governance regime and need to reference through additional layers of governance. This restricts the Council from maximising the best return from its assets and as a result, its ability to support its services.

Austerity looks certain to continue and the need for Local Authorities to be more commercial, efficient and less reliant on Central Government funding is evident. The Council and its Officers are tasked with exploring how Local Government can respond. Many Councils across England are increasingly operating entrepreneurially, both acting like, and partnering with, the private sector.

- More than half of councils (58%) own a trading company, and at the rate it is increasing, full coverage by 2020 is a possibility;
- A majority of councils (57%) operate a joint venture with the private sector;
- Without entrepreneurial activities, 8/10 councils say they would have to cut services and raise local taxation.

With austerity showing no sign of relenting and with inexorable demographic change ahead, it is essential for Councils to progress this entrepreneurial agenda. The Council is in a good position with recent projects demonstrating delivery capability and much potential on the horizon. Political support is strong for maximising and increasing the efficiency of our delivery and private sector engagement.

The City holds land and assets that have value and that it wishes to bring forward for development both to make a profit and to meet other obligations (e.g. replacement social housing).

There is a statutory requirement that asset disposals are at the best consideration available, subject to the consent of the Secretary of State, however there are a range of specific exemptions, and an arms-length development company (ALDC) would work with the Council to consider the optimum means of asset transfer.

The Council and its officers are tasked with implementing the strategic investment and development plan for the ALDC.

Proposal

This paper proposes a structure and method of forming an arm's length company that will enable the Council to implement its commercial development strategy and highlights the commercial and taxation issues that may arise.

The recommendation is that the Council forms a private limited company (wholly owned by the Council) which will operate as a group holding company. This in turn would form separate Special Purpose Vehicles (SPVs) to administer individual developments, carry out land dealing, holding, and management.

The individual SPVs can then in turn be retained, sold or operate for commercial benefit, alone or with partners. This gives discrete due diligence for potential purchasers and reduces the risk exposure to the council.

Private Limited Company

It is proposed to form a group holding private limited company under the management of the Director of Property. Scrutiny and control will be set out in a shareholders' agreement and within the articles of association of the company. The purpose of this company is to operate as a central administrative body (finance, IT, HR, governance etc) covering the operations of the whole group.

The board of the company would be appointed by the Council. It is not proposed that members be required to join as directors but they will exercise decision making powers over sites and funding requests through the normal council processes. This will also remove any issues around conflicts, pecuniary interests, elections, political influence, purdah etc and give continuity of directorship.

The company will be able to undertake commercial property activities not suitable for the council to undertake directly and will shelter the council from contractual risk. It may also seek planning gains.

It is proposed that the company is staffed initially by secondment and projects are funded through prudential borrowing, subject to Council approval. It is further proposed that the Council will receive interest at preferential rates on any borrowing, the interest having being generated by profit derived from developments.

It may be a matter for the board to consider staff incentivisation - if the company wishes staff to act commercially, manage risk and drive down cost in the pursuit of profit. The current regime is not set up to encourage staff to act efficiently and drive down costs in fact it is evident that the opposite is occurring. Budgets are often sought with excessive contingency and no realistic objective approach to risk. The emphasis is on not exposing the authority and officers to risk rather than returning a profit.

Administration Issues

The company needs to be formed.

Articles of association (how the company will be run) need drafting based on the model form. Model form attached to be amended in accordance with legal advice.

The share capital needs to be determined (eg 1000 ordinary £1 shares) and subscribed for in the normal manner by PCC.

The shares will be held by PCC, future arrangements may be different if the board decide to treat with partners (most likely with the SPVs and partnerships).

The main Board will be appointed by PCC and be responsible for the management of the company as well as review potential developments to be carried going forward.

Directors and officers liability insurance cover should be considered.

The main Board will be generally responsible for strategic matters (deciding which developments to pursue through the company) and funding (accessing PCC borrowing and external funds).

As the company is primarily concerned with development it is likely that day to day running of the company's development matters will be delegated to a Managing or Operational Director.

The Operational Director would be supported by a Property Finance and the Development Team drawn from Council Officers and external consultants as appropriate.

The operational director will report to the main board.

The company would need to maintain its own separate financial records and have a separate bank account. The administration would be by PCC's Finance Department who would charge for the service.

Other services would be accessed via an SLA and paid for accordingly.

The company's primary objective is to raise funds and make a profit which would then be available to be paid to the shareholder as a dividend, or to be reinvested as appropriate.

It is likely that the company would form (and own either wholly or in association with developers and/or investors) subsidiary company's for each significant development or body of work - these would have their own separate boards to administer the day to day running of affairs comprising officers appropriate to that task.

Taxation

The company will need to register with HM Revenue & Customs.

The company will be liable to the normal taxes payable by a commercial corporate property business as follows

VAT

VAT may be payable on any commercial developments undertaken. Specialist VAT advice would be sought.

Corporation Tax

The company may be liable for corporation tax on any profits.

Specialist taxation advice will be sought.

Stamp Duty Land Tax

SDLT will be payable on land sales into the company - this can be prior to planning (and therefore on land at a lesser value).

An alternative is to retain the land but enter into development agreements with the company.

Finance

The company will initially have no funds of its own. A temporary finance provision would need to be made to cover site appraisal and development costs. This would be repaid with interest once profits are generated, e.g. upon completion or upon disposal.

Anticipated costs will include:

- The company's formation cost;
- Any legal fees or SDLT arising on the acquisition and registration of land for development or sale in the company's name.
- The professional costs of seeking planning permission and drawing up development proposals
- The cost of any development, if it is deemed appropriate for the company to undertake.
- The company's overhead cost.

In the first instance staff & resources will be provided by secondment from PCC, no new staff will be recruited and it is likely that projects will be those already under consideration by PCC and as a result there should be little additional cost.

Once the company has undertaken a number of developments and transactions, it should become self-financing, this should be in approximately 3 years or less depending of which developments are taken forward - that being the approximate cycle for development and disposal.

The company would in due course need its own premises and branding to enable it to function independently of the council. These could well be by sub-let from the Council or other sources such as serviced space in an enterprise centre or suchlike.

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