



Agenda & minutes

Full Council meeting of
Tuesday, 16 March 2021

Portsmouth City Council

A REMOTE ORDINARY MEETING OF THE COUNCIL will be held virtually on Tuesday 16 March 2021 to commence at **2.20pm** or immediately after the conclusion of the Extraordinary Council meeting if later, and all members of the council are hereby summoned to attend remotely (link sent separately to members) to consider and resolve upon the following business:-

Agenda

- 1 Declaration of Members' Interests**
- 2 To approve as a correct record the Minutes of the Ordinary Council meeting held on 9 February 2021 (Pages 11 - 52)**
- 3 To receive such communications as the Lord Mayor may desire to lay before the Council, including apologies for absence**
- 4 Written Deputations from the Public under Standing Order No 24**
- 5 Questions from the Public under Standing Order 25 (see attached) (Pages 53 - 54)**
- 6 Appointments**
- 7 Independent Remuneration Panel (Pages 55 - 68)**

To receive the recommendations of the Independent Remuneration Panel incorporated within the Chief Executive's attached cover report. On 5 March, the Governance & Audit and Standards Committee met for the exclusive purpose of confirming that it is satisfied with the way the Independent Remuneration Panel undertook the review. The Panel's recommendations are attached (minute 10 refers)
- 8 Capital Strategy 2021/22 - 2030/31 (Pages 69 - 102)**

To receive and consider the attached report from Cabinet held on 9 March (recommendation to follow)
- 9 Treasury Management Policy 2021/22 (Pages 103 - 140)**

To receive and consider the attached report from Cabinet held on 9 March (recommendation to follow)
- 10 Social Value Policy (Pages 141 - 176)**

To receive and consider the attached report from Cabinet held on 9 March (recommendation to follow)

11 Community Safety Plan for Portsmouth 2021/22 (Pages 177 - 248)

To receive and consider the attached report from Cabinet held on 9 March (recommendation to follow)

12 Review of the Hampshire Minerals and Waste Plan (Pages 249 - 462)

To receive and consider the attached report from Cabinet held on 9 March (recommendation to follow)

13 Appointment/Reappointment of Independent Persons (Pages 463 - 468)

To receive and consider the attached report and recommendation from Governance and Audit and Standards Committee held on 5 March.

14 Pay Policy Statement (Pages 469 - 480)

To receive and consider the attached report and recommendation from Employment Committee held on 2 March.

Notices of Motion: Process information

Following the Full Council meeting of 21 July 2020, the Council agreed to change Standing Order (32(d)), meaning all Notices of Motion of the agenda will automatically be dealt with at this meeting, thereby dispensing with a three minute presentation from the proposer and subsequent vote to enable its consideration.

15 Notices of Motion

(a) Motion to Support the Climate and Ecological Emergency Bill

Proposed by Councillor Will Purvis
Seconded by Councillor Dave Ashmore

In Portsmouth, we accept the evidence human activity is driving unprecedented changes in the global climate, and that we are facing a climate emergency. We agree that action must be taken now to stop global temperatures rising to a point where the damage is irreversible and the consequences potentially catastrophic.

As a coastal city which is home to many areas of importance in the natural world, Portsmouth's people, built and natural environment and economy are all vulnerable to many of the worst effects of extreme weather events and damage to biodiversity caused by climate change. We already have an indication of this in the impacts of extreme weather and coastal erosion on our waterfronts, and many millions of pounds will be spent over the coming years to protect our city against this.

We are just a small part of the global community - but we are resolute in our commitment to tackling this issue to ensure that we safeguard the city and the planet for the future and the generations that will come after us. We will take responsibility for reducing the climate impact of our great waterfront city, and will encourage everyone who lives, works, invests and visits here to support us in

these actions.

Council notes that:

1. The Council declared a climate emergency in March 2019;
2. The Council has established a 'Portsmouth Climate Change Board', to underpin our efforts to decarbonise Portsmouth;
3. There is a Bill before Parliament—the Climate and Ecological Emergency Bill (published as the “Climate and Ecology Bill”)—according to which the Government must develop an emergency strategy that:
 - a. requires that the UK plays its fair and proper role in reducing greenhouse gas emissions consistent with limiting global temperature increase to 1.5 degrees C above pre-industrial temperatures;
 - b. ensures that all the UK’s consumption emissions are accounted for;
 - c. includes emissions from aviation and shipping;
 - d. protects and restores biodiverse habitats along overseas supply chains;
 - e. restores and regenerates the UK’s depleted soils, wildlife habitats and species populations to healthy and robust states, maximising their capacity to absorb CO2 and their resistance to climate heating;
 - f. sets up an independent Citizens’ Assembly, representative of the UK’s population, to engage with Parliament and Government and help develop the emergency strategy.
4. The Council Leader has written to both local Portsmouth MPs asking them to support this Bill.

The Council resolves to publicly support the Climate and Ecological Emergency Bill. We ask all group-leaders to join the Council Leader in writing to our local MPs, asking them to support the Bill.

(b) **Supporting Local Business**

Proposed by Councillor Robert New
Seconded by Councillor Terry Norton

This city council recognises the need to promote local businesses. We commit to thinking of inventive ways to help these businesses

as well as bringing much-needed footfall into our High Streets and City Centre.

And, additionally, the city council backs the campaign to encourage people to 'Buy British' and all this includes, including buying food that is 'closer to source (local produce etc)' which should be more sustainable and with a lower carbon footprint.

(c) **Recognising our Unsung Heroes in Schools**

Proposed by Councillor Terry Norton
Seconded by Councillor Matthew Atkins

This Council recognises the importance of providing an Educational setting for children and young people to learn, play and develop. We therefore wish to acknowledge the enormous contribution made by those who have provided on site provision during this pandemic. In particular we wish to express our thanks to support staff for the commitment and care they have provided to our city's most vulnerable children and those of keyworkers.

(d) **Congratulations to the Government on the National Vaccination Programme**

Proposed by Councillor Matthew Atkins
Seconded by Councillor Donna Jones

This council congratulates the government on the speed and efficiency with which it has rolled out the national vaccination programme, which has at the date of submission of this motion delivered the vaccine to more than 19 million people in the UK.

(e) **Preserve the Former Records Store building**

Proposed by Councillor Matthew Atkins
Seconded by Councillor Steve Wemyss

In view of considerable pressure by residents and heritage supporters who wish to see the future of the former Records Office Store in Museum Road, Southsea, re-examined, as illustrated by a petition which has attracted 947 signatures, the council asks for the outline plan for demolition and re-development for housing on the site to be reconsidered.

(f) **Discharge of Sewage into Langstone Harbour**

Proposed by Councillor Matthew Winnington
Seconded by Councillor Darren Sanders

Council notes with regret the continued discharge of storm water by Southern Water into Langstone Harbour, despite the protests it raised with the company following the motion it passed two years ago.

Southern Water's reliance on regular storm water discharges to fulfil its mandate is unacceptable and a sign that it is a failing

infrastructure provider. The discharges lead to pollution which is damaging these sites of international environmental significance and harbour users who regularly report sickness related to the sewage which is pumped into the harbour in periods of increased rainfall. It is clear that there needs to be large, nationally led changes to achieve real improvements in sewage infrastructure and water quality.

Council welcomes the recent decision of Chichester Council to complain to OFWAT about discharges into Chichester Harbour.

Council also welcomes the resolution of the Langstone Harbour Board - including City Council members - to work with other councils to improve matters and notes the support in principle the Board has received from Havant Borough, Chichester District and Hampshire and West Sussex County Councils, as well as the Chichester Harbour Conservancy, for taking further action.

It also welcomes the work Harbour staff have been doing to resolve issues around licences and giving evidence to the recent review by the Environmental Audit Committee on this subject.

It also recognises the work of all MPs on this matter and welcomes the establishment of a regional Forum on these issues by the MP for Havant.

On that basis, Council:

1. Reiterates what it agreed in March 2019, that the practice of discharging sewage into the Harbour ceases and an alternative method found.
2. Believes that the penalties for unauthorised discharges are derisory and fail to provide a deterrent.
3. Calls on Government to conduct an urgent review of the frequency of allowable discharges and the conditions attached to those discharges.
4. Endorses the Harbour Board's desire for an urgent response from the Secretary of State for Environment, Food and Rural Affairs, starting with a roundtable discussion with relevant stakeholders, including local MPs and councils.
5. Asks the MP for Havant to invite both Portsmouth MPs and a representative of the City Council to join his regional Forum to demonstrate the cross-party desire for change.
6. Backs Philip Dunne MP's Sewage (Inland Waters) Bill, which places a duty on water companies to ensure that untreated sewage is not discharged into rivers and other inland waters.

7. Agrees that enclosed coastal waters such as harbours should be included in the scope of the Environmental Audit Committee's ongoing review.

(g) **Right to Food**

Proposed by Councillor Tom Coles
Seconded by Councillor Cal Corkery

We are seeing a crisis of food poverty borne out of the political choices and systemic failings created over the past four decades, which have now reached a tipping point for so many in our communities. The figures are devastating for one of the richest nations in the world and highlight the inequality of the UK in 2021.

The Trussell Trust reports a soaring 81% increase in emergency food parcels from food banks in its network during the last two weeks of March 2020 compared with the same period in 2019, including a 122% rise in parcels given to children as the coronavirus pandemic continued to unfold.

This council notes the consistent high rates of poverty across large areas of Portsmouth. In January 2020 some 25% of children in the city were entitled to Free School Meals and that figure is thought to have increased significantly over the course of the pandemic.

We recognise the growing concern amongst our health and care professionals of the current situation and the likely exacerbation of poverty figures through the impact of the Covid19 pandemic and economic uncertainty continuing through 2021.

The National Food Strategy is the first independent review of England's entire food system for 75 years. Its purpose is to set out a vision for the kind of food system we should be building for the future, and a plan for how to achieve that vision. It is headed by Henry Dimbleby and next reports to Government in the first half of 2021.

The Right To Food campaign is arguing that the 11 million people in food poverty should be central to this strategy. Enshrining the 'Right To Food' into law would clarify Government obligations on food poverty and would introduce legal avenues to hold Government bodies accountable for violations.

Full Council therefore calls for the 'Right To Food' to be incorporated into the 'National Food Strategy' and asks that the Chief Executive write to Henry Dimbleby to further this request.

Deputations - A written deputation stating which agenda item it refers to must be received by the Local Democracy Manager by 12 noon two working days preceding the meeting. Any written deputation received by email will be sent to the Council Members and be referred to and be read out at the meeting. Please notify the Local Democracy Manager at Stewart.Aglan@portsmouthcc.gov.uk.

Civic Offices
Guildhall Square
PORTSMOUTH
8 March 2021

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Agenda Item 2

9 February 2021

1

MINUTES OF AN ORDINARY VIRTUAL MEETING OF THE COUNCIL held remotely on Tuesday, 9 February 2021 at 2.00 pm

[Full Council, 9 February 2021 on Livestream](#)

Council Members Present (Virtually)

The Right Worshipful The Lord Mayor
Councillor Rob Wood (in the Chair)

Councillors

Dave Ashmore	Lee Mason
Matthew Atkins	Terry Norton
Chris Attwell	Stephen Morgan MP
Simon Boshier	Gemma New
Tom Coles	Robert New
Cal Corkery	Steve Pitt
Ben Dowling	Will Purvis
Jason Fazackarley	Darren Sanders
John Ferrett	Jeanette Smith
George Fielding	Lynne Stagg
David Fuller	Judith Smyth
Scott Payter-Harris	Luke Stubbs
Graham Heaney	Benedict Swann
Hannah Hockaday	Linda Symes
Jo Hooper	Claire Udy
Suzy Horton	Gerald Vernon-Jackson CBE
Lee Hunt	Steve Wemyss
Frank Jonas BEM	Matthew Winnington
Donna Jones	Tom Wood
Leo Madden	Neill Young
Hugh Mason	

General Procedural Announcements

[Agenda for Full Council on Tuesday, 9th February, 2021, 2.00 pm Portsmouth City Council](#)

The Lord Mayor welcomed everyone to the meeting that is being held virtually in response to the limitations placed on government by the Covid-19 pandemic. The meeting would be run by reference to the model standing orders as set out in the Local Authorities (Coronavirus) Flexibility of Local Authority Meetings Regulations 2020. The Lord Mayor then ran through the etiquette relating to virtual meetings.

The Lord Mayor also reminded members of the rules concerning Standing Order 39 relating to points of order and explanation.

2 9 February 2021

1. Declarations of Members' Interests under Standing Order 13(b)(ii)

Councillor Jeanette Smith declared a personal and pecuniary interest in that she has a full time paid job with Unison so would leave the meeting if anything arose concerning trade unions.

2. Minutes of the Council meeting held on 8 December 2020

It was

Proposed by Councillor Gerald Vernon-Jackson
Seconded by Councillor Donna Jones

That the minutes of the council meeting held on 8 December 2020 be confirmed and signed as a correct record.

RESOLVED that the minutes of the council meeting held on 8 December 2020 be confirmed and signed as a correct record.

3. Communications, apologies for absence and the 2020 Civic Awards

There were no apologies for absence. Apologies for lateness were received on behalf of Councillor Lynne Stagg, Councillor Steve Wemyss, Councillor Hannah Hockaday and Councillor Tom Coles.

Civic Awards 2020

The Lord Mayor explained that it had not been possible to present the 2020 Civic Awards last year owing to the ongoing pandemic. He said that he would announce the names of the recipients (with their respective pictures shown on the screen where available) and then, when possible, he would personally visit each of them to present their award and certificate in person.

The Lord Mayor advised that Civic Awards are given to members of the community who have made an outstanding contribution to the life of the city; some are already well known in Portsmouth, whilst others have made a quieter, but nonetheless significant contribution.

The Lord Mayor read out the names of the 2020 Civic Awards recipients together with a short citation summarising the reason each had received the award. The 2020 Civic Awards Recipients are: Maria Cole, Reverend Canon Bob White, Brenda Tregarthen, Sandra Williams and Michael Woolley.

The Lord Mayor announced that the Youth Civic Award which seeks to recognise the work that young people undertake and their contribution to society as a whole is presented to Jack Ancell. The citation giving the reasons for the award was read out.

The Lord Mayor congratulated all the 2020 Civic Award recipients and also wished one of them, Maria Cole a very happy birthday.

The Lord Mayor then announced the sad passing of:

Honorary Alderman Stuart Juniper who became a Hampshire County councillor in 1974 and represented Drayton and Farlington for over 30 years.

Selwyn Shevel who served for many years on the Haifa Friendship Committee
and

John Stock who joined the council in the 60s becoming the Committee Services Manager in 1994, a role that he held until his retirement in 2003. In 2005, John received a Civic Award in recognition of his outstanding contribution to local government, civic life and special events in Portsmouth during 43 years' service as an officer of the city council and for his continuing voluntary contribution to the community.

The Lord Mayor expressed condolences on behalf of the City Council to their respective families at this difficult time.

4. Deputations from the Public under Standing Order No 24

The Lord Mayor advised that no written deputations had been received for this meeting.

5. Appointments

The Lord Mayor advised that there were no appointments.

6. Urgent Business - To receive and consider any urgent and important business from Members of the Cabinet in accordance with Standing Order No 26

There was no urgent business.

7. Recommendations from the Cabinet Meeting held on 2 February 2021

The Lord Mayor advised that the recommendations from the Cabinet meeting had previously been circulated to members.

Minute 12 - Portsmouth City Council Budget and Council Tax 2021/2022 and Medium Term Budget Forecast 2022/23 to 2024/25 and the Capital Programme

This was opposed.

The Lord Mayor advised that the speaking time limit does not apply to group leaders on budget items.

It was

Proposed by Councillor Gerald Vernon-Jackson
Seconded by Councillor Steve Pitt

That the recommendations from the Cabinet meeting held on 2 February 2021 be approved.

The Lord Mayor invited the Leader of the Council to speak to his budget.

The Leader of the Council, Councillor Gerald Vernon-Jackson began by thanking the finance team and in particular Mr Chris Ward and Mr Julian Pike who had worked extremely hard to produce the budget. He also expressed thanks to all members of the Cabinet. He thanked all PCC staff for their dedication and hard work. Finally, he particularly thanked Councillor Steve Pitt for his assistance and said he had found a recent speech made by him to be extremely useful in composing his budget speech.

The Leader of the Council outlined the Liberal Democrat Group's budget proposals. He thanked Councillors Claire Udy and Jeanette Smith (PPP Group) for working with the administration on the Budget. He said he was able to take some of the PPP Group's suggestions on board as follows:-

Under the Revenue part of the budget the Leader gave an undertaking to accommodate in 2021/22:

Communities and Central Services Portfolio:

HIVE Community Fund (Recovery Project and Mental Health projects) - £225,000

Children's and Families Portfolio:

Expansion of the 4US Project by one Full Time Equivalent Member of Staff with the objective of providing a safe, secure and supportive environment to the adult LGBT+ community - £25,000

The funding would come from a combination of using the remaining sums available from the Voluntary Sector Capacity & Transition Fund, the Leader's Initiatives Budget and Cabinet Reserves.

Councillor Gerald Vernon-Jackson commended the Liberal Democrat budget proposals to Council.

As an amendment it was

Proposed by Councillor Donna Jones
Seconded by Councillor Luke Stubbs

That the recommendations set out in Appendix 1 attached to these minutes (Conservative budget amendment) be adopted.

Councillor Donna Jones (Conservative Group Leader) then spoke to her group's proposed budget amendment. She wished to place on record her thanks to all Portsmouth City Council staff who have all played their part over the past year helping to deal with the effects of the pandemic. During her speech Councillor Jones said that she welcomed the food waste recycling scheme and placed on record her thanks to Councillor Robert New who had started this initiative when he was a cabinet member. She also placed on

record her thanks to the administration in particular to Councillor Matthew Winnington in addressing the care cap. She thanked all residents who took part in the budget consultation. Councillor Jones also thanked the Deputy Leader of the Council for his honesty regarding the Spinnaker Tower sponsorship and hopes that a sponsorship deal can be negotiated.

Finally she placed on record her thanks to Chris Ward and the finance team and to Conservative Group members and commended the Conservative Group's proposed budget amendments to Council.

As an amendment it was

Proposed by Councillor Stephen Morgan
Seconded by Councillor George Fielding

That the recommendations set out in Appendix 2 attached to these minutes (Labour budget amendment) be adopted.

Councillor Stephen Morgan (Labour Group Leader) then spoke to his Group's proposed budget amendment.

Councillor Morgan placed on record his thanks to all staff and officers for their tireless dedication and commitment and in particular thanked Chris Ward and Julian Pike for all their help.

Councillor Stephen Morgan then spoke to his Group's proposed budget amendment. He commended the Labour Group's proposed budget amendments to council.

As an amendment it was

Proposed by Councillor Claire Udy
Seconded by Councillor Jeanette Smith

That the recommendations set out in Appendix 3 attached to these minutes (Progressive Portsmouth People amendment) be adopted.

Councillor Claire Udy (Progressive Portsmouth People Group Leader) then spoke to her Group's proposed budget amendment. She thanked the Leader of the Liberal Democrat Group for his undertaking to accommodate some of the suggested amendments. She placed on record her thanks to all those who had volunteered at the HIVE. She commended the Progressive Portsmouth People Group's proposed budget amendments to council.

The Lord Mayor then opened the budget proposals for debate but no-one indicated an intention to speak.

The Lord Mayor then called upon the Leader of the Council, Councillor Vernon-Jackson to sum up, which he then did.

The Lord Mayor reminded Members that all votes on the budget would be by recorded votes to comply with regulations.

Upon the Conservative amendment standing in the name of Councillor Donna Jones on the Portsmouth City Council Budget and Council Tax 2021/2022 and Medium Term Budget Forecast 2022/23 to 2024/25 being put to the vote

the following members voted in favour

Councillor Matthew Atkins	Councillor Robert New
Councillor Simon Boshier	Councillor Terry Norton
Councillor Hannah Hockaday	Councillor Scott Payter-Harris
Councillor Jo Hooper	Councillor Luke Stubbs
Councillor Frank Jonas BEM	Councillor Benedict Swann
Councillor Donna Jones	Councillor Linda Symes
Councillor Lee Mason	Councillor Steve Wemyss
Councillor Gemma New	Councillor Neill Young

The following members voted against

Councillor Dave Ashmore	Councillor Hugh Mason
Councillor Chris Attwell	Councillor Stephen Morgan MP
Councillor Tom Coles	Councillor Steve Pitt
Councillor Cal Corkery	Councillor Will Purvis
Councillor Ben Dowling	Councillor Darren Sanders
Councillor Jason Fazackarley	Councillor Jeanette Smith
Councillor George Fielding	Councillor Judith Smyth
Councillor David Fuller	Councillor Lynne Stagg
Councillor Graham Heaney	Councillor Claire Udy
Councillor Suzy Horton	Councillor Gerald Vernon-Jackson CBE
Councillor Lee Hunt	Councillor Matthew Winnington
Councillor Leo Madden	Councillor Tom Wood

The following members abstained

Councillor Rob Wood
Councillor John Ferrett

The Conservative Group amendment was therefore **LOST**.

Upon the Labour Group amendment standing in the name of Councillor Stephen Morgan on the Budget and Council Tax 2021/2022 and Medium Term Budget Forecast 2022/23 to 2024/25 being put to the vote

the following members voted in favour

Councillor Tom Coles	Councillor Graham Heaney
Councillor Cal Corkery	Councillor Stephen Morgan MP
Councillor George Fielding	Councillor Judith Smyth
Councillor John Ferrett	

The following members voted against

Councillor Dave Ashmore
 Councillor Matthew Atkins
 Councillor Chris Attwell
 Councillor Simon Boshier
 Councillor Ben Dowling
 Councillor Jason Fazackarley
 Councillor David Fuller
 Councillor Hannah Hockaday
 Councillor Jo Hooper
 Councillor Suzy Horton
 Councillor Lee Hunt
 Councillor Frank Jonas BEM

Councillor Donna Jones
 Councillor Leo Madden
 Councillor Hugh Mason
 Councillor Lee Mason

Councillor Gemma New
 Councillor Robert New
 Councillor Terry Norton
 Councillor Scott Payter-Harris
 Councillor Steve Pitt
 Councillor Will Purvis
 Councillor Darren Sanders
 Councillor Lynne Stagg
 Councillor Luke Stubbs
 Councillor Benedict Swann
 Councillor Linda Symes
 Councillor Gerald Vernon-Jackson
 CBE
 Councillor Steve Wemyss
 Councillor Matthew Winnington
 Councillor Tom Wood
 Councillor Neill Young

the following members abstained

Councillor Rob Wood
 Councillor Jeanette Smith
 Councillor Claire Udy

The Labour Group amendment was therefore **LOST**.

Upon the Progressive Portsmouth People Group's amendment standing in the name of Councillor Claire Udy on the Budget and Council Tax 2021/2022 and Medium Term Budget Forecast 2022/23 to 2024/25 being put to the vote

The following members voted in favour

Councillor Jeanette Smith
 Councillor Claire Udy

The following members voted against

Councillor Dave Ashmore
 Councillor Matthew Atkins
 Councillor Chris Attwell
 Councillor Simon Boshier
 Councillor Tom Coles
 Councillor Cal Corkery
 Councillor Ben Dowling
 Councillor Jason Fazackarley
 Councillor John Ferrett
 Councillor George Fielding
 Councillor David Fuller
 Councillor Graham Heaney

Councillor Lee Mason
 Councillor Stephen Morgan MP
 Councillor Gemma New
 Councillor Robert New
 Councillor Terry Norton
 Councillor Scott Payter-Harris
 Councillor Steve Pitt
 Councillor Will Purvis
 Councillor Darren Sanders
 Councillor Lynne Stagg
 Councillor Judith Smyth
 Councillor Luke Stubbs

Councillor Hannah Hockaday
Councillor Jo Hooper
Councillor Suzy Horton

Councillor Lee Hunt
Councillor Frank Jonas BEM
Councillor Donna Jones
Councillor Leo Madden
Councillor Hugh Mason

Councillor Benedict Swann
Councillor Linda Symes
Councillor Gerald Vernon-Jackson
CBE
Councillor Steve Wemyss
Councillor Matthew Winnington
Councillor Tom Wood
Councillor Neill Young

The following member abstained

Councillor Rob Wood

The Progressive Portsmouth People Group's amendment was therefore **LOST**.

Upon the original recommendations in Cabinet minute 12 - Portsmouth City Council Budget and Council Tax 2021/2022 and Medium Term Budget Forecast 2022/23 to 2024/25 being put to the vote

The following members voted in favour

Councillor Dave Ashmore
Councillor Chris Attwell
Councillor Ben Dowling
Councillor Jason Fazackarley
Councillor John Ferrett
Councillor David Fuller
Councillor Suzy Horton

Councillor Lee Hunt
Councillor Leo Madden
Councillor Hugh Mason

Councillor Steve Pitt
Councillor Will Purvis
Councillor Darren Sanders
Councillor Jeanette Smith
Councillor Lynne Stagg
Councillor Claire Udy
Councillor Gerald Vernon-Jackson
CBE
Councillor Matthew Winnington
Councillor Rob Wood
Councillor Tom Wood

The following members voted against

Councillor Tom Coles
Councillor Cal Corkery
Councillor George Fielding
Councillor Graham Heaney
Councillor Donna Jones
Councillor Stephen Morgan MP
Councillor Gemma New
Councillor Robert New

Councillor Terry Norton
Councillor Scott Payter-Harris
Councillor Judith Smyth
Councillor Benedict Swann
Councillor Linda Symes
Councillor Steve Wemyss
Councillor Neill Young

The following members abstained

Councillor Matthew Atkins
Councillor Simon Boshier
Councillor Hannah Hockaday
Councillor Jo Hooper

Councillor Frank Jonas BEM
Councillor Lee Mason
Councillor Luke Stubbs

This was **CARRIED**. The Cabinet recommendations in Cabinet minute 12 were therefore **APPROVED**.

RESOLVED that the recommendations set out in section 3 of the report be approved subject to the following correction (incorporated below):

That the following amounts be now calculated by the Council for the financial year 2021/22 in accordance with Section 31 and Sections 34 to 36 of the Local Government Finance Act 1992.

3.1 That the following be approved in respect of the Council's Budget:

- 1) The revised Revenue Estimates for the financial year 2020/21 and the Revenue Estimates for the financial year 2021/22 as set out in the General Fund Summary (Appendix A)**
- 2) That the Environment & Climate Change Portfolio Cash Limit be increased by £300,000 in 2021/22 to mainstream the current 2 Food Waste Recycling rounds into base budgets**
- 3) The Portfolio Cash Limits for the Revised Budget for 2020/21 and the Budget 2021/22 incorporating the savings amounts for each Portfolio and amounting to £1.3m as set out in Sections 7 and 11, respectively**
- 4) Any underspendings for 2020/21 arising at the year-end outside of those made by Portfolios be transferred to Capital Resources in order to provide funding for known and potential future commitments in future years such as Special Educational Need (SEN) School Places, Sea Defences (enhancements to core scheme), Expansion of Food Waste Recycling, Environmental Improvements, Transport Improvements, Affordable Housing, City Wide Regeneration, Digital Infrastructure and the maintenance of the Council's Core Operational Assets, for which there is currently insufficient funding**
- 5) Any variation to the Council's funding arising from the final Local Government Finance Settlement be accommodated by a transfer to or from General Reserves**
- 6) The S.151 Officer be given delegated authority to make any necessary adjustments to Cash Limits within the overall approved Budget and Budget Forecasts**
- 7) That the level of Council Tax be increased by 1.99% for general purposes in accordance with the referendum threshold¹ for 2021/22 announced by Government (as calculated in recommendation 3.4 (d))**
- 8) That the level of Council Tax be increased by a further 3.0% beyond the referendum threshold (as calculated in recommendation 3.4 (d)) to take advantage of the flexibility**

¹ Council Tax increases beyond the referendum threshold can only be implemented following a "Yes" vote in a local referendum

- offered by Government to implement a "Social Care Precept", and that in accordance with the conditions of that flexibility, the full amount of the associated sum generated of £2,461,300 is passported direct to Adult Social Care
- 9) That a Revenue Contribution to Capital be made in 2021/22 in the sum of £4.234m in order to provide sufficient funding for the New Capital Investment proposals set out in Appendix D
 - 10) That a transfer to the MTRS Reserve be made in 2021/22 for the sum of £3.0m in order to replenish the reserve to a level sufficient to be able to continue as a primary vehicle to generate future savings and enable cost avoidance
 - 11) Managers be authorised to incur routine expenditure against the Cash Limits for 2021/22 as set out in Section 11
 - 12) That the savings requirement for 2022/23 be set at a minimum on-going sum of £1.0m
 - 13) That the S.151 Officer be given delegated authority to make transfers to and from reserves in order to ensure that they are maintained as necessary and in particular, adjusted when reserves are no longer required or need to be replenished
 - 14) Directors be instructed to start planning how the City Council will achieve the savings requirements shown in Section 12 and that this be incorporated into Service Business Plans
 - 15) The minimum level of General Reserves as at 31 March 2022 be maintained at £8.0m to reflect the known and expected budget and financial risks to the Council
 - 16) The Revised Capital Programme 2020/21 to 2025/26 attached as Appendix E which includes all additions, deletions and amendments for slippage and rephasing be approved
 - 17) The S.151 Officer be given delegated authority to determine how each source of finance is used to fund the overall Capital Programme and to alter the overall mix of financing, as necessary, to maximise the flexibility of capital resources used and minimise the ongoing costs of borrowing to the Council
 - 18) That the S.151 Officer in consultation with the Leader of the Council be given delegated authority to release capital resources held back for any contingent items that might arise, and also for any match funding requirements that may be required of the City Council in order to secure additional external capital funding (e.g. bids for funding from Government or the Solent Local Enterprise Partnership)
 - 19) Subject to a satisfactory financial appraisal approved by the Director of Finance and Resources & S.151 Officer, the schemes described in Appendix D be reflected within the recommended Capital Programme 2020/21 to 2025/26
 - 20) The Prudential Indicators described set out in Appendix F be approved.

- 21) **Members have had regard for the Statement of the S.151 Officer in accordance with the Local Government Act 2003 as set out in Section 16.**
- 3.2 **That the following be noted in respect of the Council's Revenue Budget and Capital Programme:**
- 1) **The Revenue Estimates 2021/22 as set out in Appendix A have been prepared on the basis of a 3.0% tax increase for the "Social Care Precept" (amounting to £2,416,300) and that this is passported to Adult Social Care in order to provide for otherwise unfunded budget pressures including the current underlying budget deficit, the cost of the National Living Wage and demographic pressures arising from a "living longer" population**
 - 2) **The decision on the amount at which to set the Adult Social Care precept will be critical for the Social Care and wider health system in the City; in the event that the additional flexibility of the "Social Care Precept" and associated 3.0% tax increase (amounting to £820,400 for each 1%) is not taken, then equivalent savings will need to be made in Adult Social Care in 2021/22**
 - 3) **In general, any reduction to the proposed increase in the level of Council Tax for 2021/22 will require equivalent offsetting savings to be made in order for the Budget 2021/22 to be approved. Each 1% reduction requires additional savings of £820,400 to be made.**
 - 4) **The indicative savings proposals set out in Appendix C which are provided for the purpose of demonstrating to the Council that the Portfolio savings as recommended in paragraph 3.1 3) above are robust and deliverable**
 - 5) **The likely impact of savings as set out in Appendix C**
 - 6) **That the responsibility of the City Council is to approve the overall Budget and the associated cash limits of its Portfolios and Committees; it is not the responsibility of the City Council to approve any individual savings within those Portfolios / Committees**
 - 7) **That it is the responsibility of the individual Portfolio Holders (not Full Council) to approve the individual savings proposals and the Portfolio Holder can therefore, in response to any consultation, alter, amend or substitute any of the indicative savings proposal(s) set out in Appendix C with alternative proposal(s) amounting to the same value within their Portfolio**
 - 8) **Managers will commence the implementation of the approved savings required and any necessary consultation process or notice process**
 - 9) **The Revenue Forecast for 2022/23 to 2024/25 as set out in Section 12 and Appendix B**
 - 10) **The estimated Savings Requirement of £3.0m for the 3 year period 2022/23 to 2024/25, for financial and service planning purposes, be phased as follows:**

Financial Year	In Year Savings Requirement £m	Cumulative Saving £m
2022/23	1.0	1.0
2023/24	1.0	2.0
2024/25	1.0	3.0

- 11) **In accordance with the approved financial framework, it is the responsibility of the Portfolio Holder, in consultation with the Director of Finance & Resources (S.151 Officer), to release funds from the Portfolio Reserve in accordance with the provisions set out in Section 8.**
- 12) **The MTRS Reserve held to fund the upfront costs associated with Spend to Save Schemes, Invest to Save Schemes and redundancies will hold an uncommitted balance of £4.8m² and will only be replenished in future from an approval to the transfer of any underspends, contributions from the Revenue Budget or transfers from other reserves which may no longer be required**
- 13) **The Council's share of the Council Tax element of the Collection Fund deficit for 2020/21 is estimated to be £819,610**
- 14) **The Council's share of the Business Rate element of the Collection Fund deficit for 2020/21 is estimated to be £22,553,209**
- 15) **The Retained Business Rate income³ for 2021/22 is based on the estimated Business Rate element of the Collection Fund deficit as at March 2021, the Non Domestic Rates poundage for 2021/22 and estimated rateable values for 2021/22 and has been determined at £30,730,310**
- 16) **That Cabinet Members, in consultation with the S.151 Officer, have authority to vary Capital Schemes and their associated funding within their Portfolio in order to manage any potential overspending or funding shortfall or to respond to emerging priorities**
- 17) **That Cabinet Members, in consultation with the S.151 Officer, have authority to vire funding between Portfolios (both Revenue and Capital Budgets) in order to manage any potential overspending or funding shortfall or to respond to emerging priorities**
- 18) **The City Council note that Prudential Borrowing can only be used as a source of capital finance for Invest to Save Schemes**

3.3 That the S.151 Officer has determined that the Council Tax base for the financial year 2021/22 will be 56,487.9 [item T in the

² Including the net transfers from the reserve of £5.0m in 2020/21 and the to the Reserve of £3.0m in 2021/22 contained within the recommendations

³ Includes Retained Business Rates £41,039,126, "Top Up" £6,952,434, a deficit on the Collection Fund of £22,553,209 plus S.31 Grants of £5,291,959 for compensation due to national Government business rate relief initiatives

formula in Section 31 B(1) of the Local Government Finance Act 1992, as amended (the “Act”)].

3.4 That the following amounts be now calculated by the Council for the financial year 2021/22 in accordance with Section 31 and Sections 34 to 36 of the Local Government Finance Act 1992:

(a)	£463,153,794	Being the aggregate of the amounts which the Council estimates for the items set out in Section 31A(2) of the Act.
(b)	£377,017,090	Being the aggregate of the amounts which the Council estimates for the items set out in Section 31A(3) of the Act.
(c)	£86,136,704	Being the amount by which the aggregate at 3.4 (a) above exceeds the aggregate at 3.4 (b) above, calculated by the Council in accordance with Section 31A(4) of the Act as its Council Tax requirement for the year. (Item R in the formula in Section 31B(1) of the Act.
(d)	£1,524.87	Being the amount at 3.4(c) above (Item R), all divided by Item 3.3 above (Item T), calculated by the Council, in accordance with Section 31B(1) of the Act, as the basic amount of its Council Tax for the year.

(e) Valuation Bands (Portsmouth City Council)

A £	B £	C £	D £	E £	F £	G £	H £
1,016.58	1,186.01	1,355.44	1,524.87	1,863.73	2,202.59	2,541.45	3,049.74

Being the amounts given by multiplying the amount at 3.4 (d) above by the number which, in the proportion set out in Section 5(1) of the Act, is applicable to dwellings listed in a particular valuation band divided by the number which in that proportion is applicable to dwellings listed in Valuation Band D, calculated by the Council, in accordance with Section 36(1) of the Act, as the amounts to be taken into account for the year in respect of categories of dwellings in different valuation bands.

3.5 That it be noted that for the financial year 2021/22 the Hampshire Police & Crime Commissioner is consulting upon the following amounts for the precept to be issued to the Council in accordance with Section 40 of the Local Government Finance Act 1992, for each of the categories of the dwellings shown below:

Valuation Bands (Hampshire Police & Crime Commissioner)

A £	B £	C £	D £	E £	F £	G £	H £
150.97	176.14	201.30	226.46	276.78	327.11	377.43	452.92

- 3.6 That it be noted that for the financial year 2021/22 Hampshire and Isle of Wight Fire and Rescue Authority it is estimated that the following amounts for the precept issued to the Council in accordance with Section 40 of the Local Government Finance Act 1992, for each of the categories of the dwellings shown below:**

Valuation Bands (Hampshire and Isle of Wight Fire & Rescue Authority)

A £	B £	C £	D £	E £	F £	G £	H £
46.95	54.78	62.60	70.43	86.08	101.73	117.38	140.86

- 3.7 That having calculated the aggregate in each case of the amounts at 3.4(e), 3.5 and 3.6 above, the Council, in accordance with Sections 31A, 31B and 34 to 36 of the Local Government Finance Act 1992 as amended, hereby sets the following amounts as the amounts of Council Tax for the financial year 2021/22 for each of the categories of dwellings shown below:**

Valuation Bands (Total Council Tax)

A £	B £	C £	D £	E £	F £	G £	H £
1,214.50	1,416.93	1,619.34	1,821.76	2,226.59	2,631.43	3,036.26	3,643.52

- 3.8 The Council determines in accordance with Section 52ZB of the Local Government Finance Act 1992 that the Council's basic amount of Council Tax for 2021/22, which represents a 4.99% increase, is not excessive in accordance with the principles approved by the Secretary of State under Section 52ZC of the Act; and it be noted that:**
- i) The 4.99% increase includes a 3.0% increase to support the delivery of Adult Social Care**
 - ii) As the billing authority, the Council has not been notified by a major precepting authority (the Police and Crime Commissioner for Hampshire or the Hampshire and Isle of Wight Fire & Rescue Authority) that its relevant basic amount of Council Tax for 2021/22 is excessive and that the billing authority is not required to hold a referendum in accordance with Section 52ZK of the Local Government Finance Act 1992.**
- 3.9 The S.151 Officer be given delegated authority to implement any variation to the overall level of Council Tax arising from the final notification of the Hampshire Police & Crime Commissioner and Hampshire and Isle of Wight Fire and Rescue Authority precepts.**

8. Questions from Members under Standing Order No 17

There were no questions before council.

The Lord Mayor thanked all the group leaders for all the work they had done to provide leadership for their groups.

The meeting concluded at 5.15 pm.

Lord Mayor

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AGENDA ITEM 7 - Portsmouth City Council Budget & Council Tax 2021/2022 & Medium Term Budget Forecast 2022/23 to 2024/25

Amendment to Cabinet recommendations attached.

Proposed by (Name) Councillor Donna Jones

Signed _____

Seconded by (Name) Councillor Luke Stubbs

Signed _____

Amendment proposed by the Conservative Group

Note:

All of the proposals contained within this amendment are subject to the disposal of "Cabbagefield Row" which is an Executive Decision. That decision is not capable of being determined by Full Council. For this reason, the General Fund Summary attached has not been amended.

Portsmouth City Council - Budget & Council Tax 2021/2022 & Medium Term Budget Forecast 2022/23 to 2024/25

That the recommendations of the Cabinet of 02 February 2021 (Minute 12/21) on "Portsmouth City Council - Budget & Council Tax 2021/2022 & Medium Term Budget Forecast 2022/23 to 2024/25" be amended as follows:

Additional Recommendation 3.1 22)

Request that the Cabinet:

- i) Declare the site "Cabbagefield Row" surplus to requirements, and dispose of the site raising additional capital funding of £6m

Additional Recommendation 3.1 23)

In the event that Cabinet approve the disposal of "Cabbagefield Row" that a further report be brought back to City Council to approve the following:

- i) Reduce the Revenue Contribution to the Capital Reserve by £5,397,500 (currently being used to fund New Capital Schemes set out within Appendix D) and replace this sum of funding to the Capital Programme with £5,397,500 from the Capital Receipt arising on disposal of the "Cabbagefield Row" site; therefore leaving all proposed New Capital Schemes in Appendix D intact
- ii) Amend the Revenue Estimates for the financial year 2021/22 as set out in Table 1 (a) and 1 (b) below and amend the General Fund Summary accordingly
- iii) Use the remaining sum available from the disposal of the "Cabbagefield Row" site of £602,500 to fund additional New Capital Schemes Starting in 2021/22 as set out in Table 2 below and therefore amend Appendix D accordingly

Table 1 (a) - Reductions to Revenue Estimates

Indicative Portfolio Savings Proposal	Impact on Level of Service & Service Outcomes	2021/22	2022/23 & Future Years
		£	£
Other Expenditure			
Reduce Revenue Contribution to Capital Reserve		(5,397,500)	0
Leader Portfolio			
Reduce Leader's Initiatives	Fewer opportunities to celebrate success, engage and network with partner organisations and prospective investors in the City	(17,500)	(17,500)
Total		(5,415,000)	(17,500)

Table 1 (b) Additions to Revenue Estimates

Saving No.	Increases to Portfolio Cash Limits	2021/22	2022/23 & Future Years
		£	£
Communities & Central Services Portfolio			
New	Council Tax Re-imburement Scheme - A "one-off" payment for 2021/22 only to every Council Tax payer of the equivalent of the 4.99% increase. The 4.99% increase being re-instated in 2022/23 alongside any other increase in Council Tax for that year	4,080,000	0
New	Administration of the Council Tax Re-imburement scheme (above)	200,000	0
Community Safety Portfolio			
New	Additional Community Wardens - project funding	120,000	0
Culture, Leisure & Economic Development Portfolio			
New	Repair and maintenance of additional Outside Gym Equipment installed at two locations (see Table 2 - Additions to the Capital Programme)	5,000	5,000
New	Energy & Maintenance costs of additional lighting in Parks located in Cosham, Drayton & Farlington and Paulsgrove (see Table 2 - Additions to the Capital Programme)	6,500	6,500
Environment & Climate Change Portfolio			
New	Emptying and maintenance costs of additional litter bins installed across the City (see Table 2 - Additions to the Capital Programme)	6,000	6,000
Traffic & Transportation Portfolio			
New	Parking discount scheme in town / district centres to support the recovery of the high street	350,000	0
New	Payment of a £500 COVID-19 support grant to licensed taxi drivers	647,500	0
Total		5,415,000	17,500

Table 2 - Additions to the Capital Programme

Scheme Description - Additions (New)		Increase in Council Cont.	Total Scheme Value
		£	£
Additional Capital Scheme Proposals (New):			
	Outdoor Gym Equipment installed at two locations	50,000	50,000
	Installation of CCTV camera in College Park	12,500	12,500
	Dog exercise areas in Parks (sites to be identified)	250,000	250,000
	Additional lighting in Parks located in Cosham, Drayton & Farlington and Paulsgrove	65,000	65,000
	Additional litter bins installed across the City	20,000	20,000
	Anchorage Park verge hardening & flower planting	15,000	15,000
	Flashing traffic warning signs for HGV lorries at Anchorage Road re: weight restrictions	20,000	20,000
	One way traffic systems - Paulsgrove	60,000	60,000
	Pedestrian Crossing - Nailsworth Road	60,000	60,000
	Traffic Calming measures - Highbury Estate	50,000	50,000
Total Overall Additions		602,500	602,500
Total Overall Change		602,500	

SECTION 151 OFFICER'S COMMENTS

Under Recommendation 21, the Section 151 Officer advises as follows:

The proposals contained within this amendment do not alter the statements made by the Section 151 Officer in Section 16 of this report.

CITY SOLICITOR'S COMMENTS

The City Solicitor is satisfied that it is within the City Council's powers to approve the amendment as set out, and supports the advice of the Section 151 Officer given above.

GENERAL FUND SUMMARY - 2020/21 to 2024/25

APPENDIX A

Original Budget 2020/21 £	NET REQUIREMENTS OF PORTFOLIOS	Revised Budget 2020/21 £	Original Budget 2021/22 £	Forecast 2022/23 £	Forecast 2023/24 £	Forecast 2024/25 £
57,097,000	Children, Families & Education	57,109,400	56,428,700	57,359,700	58,912,400	60,044,200
25,155,700	Communities & Central Services	26,213,100	25,280,000	28,104,800	28,340,300	28,752,400
2,686,900	Community Safety	3,488,900	2,752,200	2,877,300	2,942,900	3,020,800
11,114,700	Culture, Leisure & Economic Development	13,284,400	13,111,200	14,041,900	14,036,600	13,805,400
13,505,700	Environment & Climate Change	13,704,600	13,751,600	14,699,100	13,632,900	13,922,200
51,013,400	Health, Wellbeing & Social Care	50,981,000	54,446,000	57,506,800	59,374,400	61,107,400
8,469,500	Housing & Preventing Homelessness	7,446,500	7,421,700	7,836,900	7,805,900	7,966,100
(24,229,200)	Leader	(24,714,600)	(25,708,200)	(25,399,900)	(26,418,800)	(26,946,300)
1,306,600	Planning Policy & City Development	1,374,100	1,229,100	1,274,200	1,321,300	1,369,900
21,206,100	Traffic & Transportation	22,011,900	21,097,000	23,199,700	25,183,600	24,931,300
(129,000)	Licensing Committee	(125,000)	(126,500)	(130,900)	(135,400)	(140,000)
167,197,400	Portfolio Expenditure	170,774,300	169,682,800	181,369,600	184,996,100	187,833,400
	<u>Other Expenditure</u>					
1,470,700	Pension Costs	1,348,200	1,394,900	1,428,500	5,563,000	5,598,300
10,345,500	Contingency Provision	31,678,600	26,295,700	9,562,900	5,587,600	5,587,600
10,000,000	Revenue Contributions to Capital Reserve	8,144,800	6,234,000	3,500,000	0	0
2,860,500	Transfer to / (from) Other Reserves	29,667,300	(28,281,800)	(7,031,800)	(1,892,200)	(760,700)
(19,983,600)	Treasury Management	(21,984,100)	(17,661,500)	(16,872,000)	(18,470,200)	(18,162,100)
2,697,900	Other Expenditure	1,407,300	3,670,000	3,510,000	3,950,000	3,950,000
7,391,000	Other Expenditure	50,262,100	(8,348,700)	(5,902,400)	(5,261,800)	(3,786,900)
174,588,400	TOTAL NET EXPENDITURE	221,036,400	161,334,100	175,467,200	179,734,300	184,046,500
	FINANCED BY:					
2,579,937	Contribution (to) from Balances and Reserves	(364,220)	2,041,226	1,876,422	3,438,612	2,933,505
11,669,696	Revenue Support Grant	11,669,696	11,734,229	11,968,914	12,208,292	12,452,459
55,391,749	Business Rates Retention	80,005,046	30,730,310	52,485,182	53,072,167	55,044,897
20,546,742	Other General Grants	44,863,946	31,511,241	20,935,147	20,551,525	20,720,656
84,400,276	Council Tax	84,861,932	85,317,094	88,201,535	90,463,704	92,894,983
174,588,400		221,036,400	161,334,100	175,467,200	179,734,300	184,046,500
	BALANCES & RESERVES					
23,001,918	Balance brought forward at 1 April	23,010,130	23,374,350	21,333,124	19,456,702	16,018,090
(2,579,937)	Deduct (Deficit) / Add Surplus for Year	364,220	(2,041,226)	(1,876,422)	(3,438,612)	(2,933,505)
20,421,981	Balance carried forward at 31 March	23,374,350	21,333,124	19,456,702	16,018,090	13,084,585
8,000,000	Minimum Level of Balances	8,000,000	8,000,000	8,000,000	8,000,000	8,000,000
2,579,937	Underlying Budget Deficit / (Surplus)	(364,220)	2,041,226	1,876,422	3,438,612	2,933,505

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AGENDA ITEM 7 - Portsmouth City Council Budget & Council Tax 2021/2022 & Medium Term Budget Forecast 2022/23 to 2024/25

Amendment to Cabinet recommendations attached.

Proposed by (Name) Councillor Stephen Morgan

Signed _____

Seconded by (Name) Councillor George Fielding

Signed _____

Amendment proposed by the Labour Group

Portsmouth City Council - Budget & Council Tax 2021/22 & Medium Term Budget Forecast 2022/23 to 2024/25

That the recommendations of the Cabinet of 02 February 2021 (Minute 12/21) on "Portsmouth City Council - Budget & Council Tax 2021/22 & Medium Term Budget Forecast 2022/23 to 2024/25" be amended as follows:

Recommendation 3.1 1) be amended to:

- 1) The revised Revenue Estimates for the financial year 2020/21 and the Revenue Estimates for the financial year 2021/22 as set out in the General Fund Summary (Appendix A amended) including the changes described in paragraph 22 below:

- 22) The following changes be made to Cash Limits for 2021/22 and future years as set out in the table below, but Members note that:

the responsibility of the City Council is to approve the overall Budget and the associated cash limits of its Portfolios and Committees; it is not the responsibility of the City Council to approve any individual savings or additions within those Portfolios/Committees, that responsibility is reserved for Cabinet Members. The budget savings and additions in the tables below are therefore indicative only.

i) Reductions to Revenue Estimates

Indicative Portfolio Savings Proposal	Impact on Level of Service & Service Outcomes	2021/22	2022/23 & Future Years
		£	£
Communities & Central Services Portfolio			
20% Reduction in Members Basic Allowance* and Special Responsibility Allowance*	No impact	(129,000)*	(129,000)*
Leader Portfolio			
Delete Leader's Initiatives	Fewer opportunities to celebrate success, engage and network with partner organisations and prospective investors in the City	(21,000)	(21,000)
Other Expenditure			
Reduction in Revenue Contribution to Capital	Reduction in the number of new capital schemes commencing in 2021/22	(300,000)	0
Total		(450,000)	(150,000)

* Members should have regard to the report of the Independent Remuneration Panel and recommendations of Council on 14 November 2017.

ii) Additions/Re-instatements to Revenue Estimates

Saving No.	Increases to Portfolio Cash Limits	2021/22	2022/23 & Future Years
		£	£
Environment & Climate Change Portfolio			
New	City wide Carbon Audit and Citizens Assembly on Climate Change	100,000	0
Health, Wellbeing & Social Care Portfolio			
18	Reorganisation of in-house Residential Care capacity and return to regular levels of in-house capacity	150,000	150,000
New	Mental Health Services - Treatment for post COVID-19 anxiety and distress	200,000	0
Total		450,000	150,000

Recommendation 3.1 3) be amended to:

The Portfolio Cash Limits for the Revised Budget for 2020/21 and Budget for 2021/22 incorporating the savings amounts for each Portfolio and amounting to £1.3m as set out in Sections 7 and 11, respectively as amended by paragraph 23 below:

23) The following changes be made to Cash Limits for 2021/22 and future years

Portfolio / Committee	2021/22	Future Years
	£	£
Communities & Central Services Portfolio	(129,000)	(129,000)
Environment & Climate Change Portfolio	100,000	0
Health, Wellbeing & Social Care Portfolio	350,000	150,000
Leader Portfolio	(21,000)	(21,000)
Other Expenditure	(300,000)	0
Total	0	0

Recommendation 3.1 24) be added:

That in May 2022 the City Council move to "All Out Elections" in accordance with the process set out below and that **£57,000** be removed from cash limits in the year that the resolution is approved (earliest year being 2022/23):

The required process for moving to whole council elections would be as follows

- I. Full Council resolves to undertake public consultation as the Council thinks appropriate on any proposed change**
- II. Have regard to the outcome of the consultation before making its decision**
- III. Convene a special meeting of the Council**
- IV. Full Council must pass a resolution by a two-thirds majority of those voting at that special meeting**
- V. The resolution must specify the commencement year (earliest date would be May 2022)**
- VI. The resolution is the means by which the term of office is reduced for any members whose term would not be completed**
- VII. Any election(s) scheduled to take place before the start date indicated in the Council's resolution would continue as normal**
- VIII. An explanatory document on the decision must be published after the resolution is made**
- IX. The Council must notify the Boundary Commission of the scheme adopted and the commencement year**
- X. If the Council resolves to change to whole council elections, the decision cannot be reversed until five years from the date of the resolution**

The relevant legislation is contained in Sections 32-36 of the Local Government and Public Involvement in Health Act 2007 (as amended by the Localism Act 2011).

Recommendation 3.1 25) be added:

That the Leader of the Council be requested to reduce the number of Cabinet Members from 10 to 7 for the new municipal year commencing 2021 and the associated saving of **£19,000** be removed from Cash Limits.

Recommendation 3.1 26) be added:

That the Cabinet be requested to consider undertaking a comprehensive review and options appraisal of all of the Council's Administrative buildings, considering suitability, condition and environmental performance with the aim of reducing the Council's costs and carbon footprint.

Recommendation 3.1 27) be added:

That the Cabinet undertake a review of all current out-sourced services with a view to in-sourcing services where better value for money can be achieved.

Recommendation 3.1 19) be amended to:

Subject to a satisfactory financial appraisal by the Director of Finance and Resources & S. 151 Officer, the schemes as described in Appendix D, including the changes described in paragraph 28 below, be reflected within the recommended Capital Programme 2020/21 to 2025/26:

28) The amendments as set out in the table below be made to Appendix D:

Scheme Description - Deletions		(Decrease)	Reduction in /
		in Council	Deletion of
		Cont.	Total Scheme
		£	Value
		£	£
Deletion of Proposed Capital Schemes			
	Replacement Education Case Management System	(1,250,000)	(1,250,000)
	Replacement Legal Case Management System	(60,000)	(60,000)
	Acquisition of Mosaic Mobile Work Force Cloud Technology	(545,000)	(545,000)
	High Street Improvements & Greening The City (Available to be used in conjunction with CIL & Crowd Funded Schemes)	(175,000)	(175,000)
Total Overall Deletions		(2,030,000)	(2,030,000)

Scheme Description - Additions (New)		Increase in Council Cont.	Total Scheme Value
		£	£
Additional Capital Scheme Proposals (New)			
	Living Streets Fund (community led initiatives to enable greening of communities and available to be used in conjunction with CIL & Crowd Funded Schemes)	750,000	750,000
	Forgotten High Streets Regeneration Fund	750,000	750,000
	Programme to reduce digital poverty (IT devices for low income families)	230,000	230,000
Total Overall Additions		1,730,000	1,730,000
Total Overall Change		(300,000)	

SECTION 151 OFFICER'S COMMENTS

Under Recommendation 21, the Section 151 Officer advises as follows:

This amendment carries a greater risk than the Administration's proposal. There is a medium risk that the current software provider of the Education Case Management System will exit the market. No financial provision for its replacement would be available. In the event that this risk materialises, there is a potentially high impact to the delivery of the statutory Education functions of the Council.

CITY SOLICITOR'S COMMENTS

The City Solicitor is satisfied that it is within the City Council's powers to approve the amendment as set out, and supports the advice of the Section 151 Officer given above.

GENERAL FUND SUMMARY - 2020/21 to 2024/25

APPENDIX A (amended)

Original Budget 2020/21 £	NET REQUIREMENTS OF PORTFOLIOS	Revised Budget 2020/21 £	Original Budget 2021/22 £	Forecast 2022/23 £	Forecast 2023/24 £	Forecast 2024/25 £
57,097,000	Children, Families & Education	57,109,400	56,428,700	57,359,700	58,912,400	60,043,900
25,155,700	Communities & Central Services	26,213,100	25,151,000	27,972,200	28,204,000	28,612,500
2,686,900	Community Safety	3,488,900	2,752,200	2,877,300	2,942,900	3,020,800
11,114,700	Culture, Leisure & Economic Development	13,284,400	13,111,200	14,041,900	14,036,600	13,805,400
13,505,700	Environment & Climate Change	13,704,600	13,851,600	14,699,100	13,632,900	13,922,200
51,013,400	Health, Wellbeing & Social Care	50,981,000	54,796,000	57,661,000	59,532,900	61,270,400
8,469,500	Housing & Preventing Homelessness	7,446,500	7,421,700	7,836,900	7,805,900	7,966,100
(24,229,200)	Leader	(24,714,600)	(25,729,200)	(25,421,500)	(26,441,000)	(26,969,100)
1,306,600	Planning Policy & City Development	1,374,100	1,229,100	1,274,200	1,321,300	1,369,900
21,206,100	Traffic & Transportation	22,011,900	21,097,000	23,199,700	25,183,600	24,931,300
(129,000)	Licensing Committee	(125,000)	(126,500)	(130,900)	(135,400)	(140,000)
167,197,400	Portfolio Expenditure	170,774,300	169,982,800	181,369,600	184,996,100	187,833,400
	<u>Other Expenditure</u>					
1,470,700	Pension Costs	1,348,200	1,394,900	1,428,500	5,563,000	5,598,300
10,345,500	Contingency Provision	31,678,600	26,295,700	9,562,900	5,587,600	5,587,600
10,000,000	Revenue Contributions to Capital Reserve	8,144,800	5,934,000	3,500,000	0	0
2,860,500	Transfer to / (from) Other Reserves	29,667,300	(28,281,800)	(7,031,800)	(1,892,200)	(760,700)
(19,983,600)	Treasury Management	(21,984,100)	(17,661,500)	(16,872,000)	(18,470,200)	(18,162,100)
2,697,900	Other Expenditure	1,407,300	3,670,000	3,510,000	3,950,000	3,950,000
7,391,000	Other Expenditure	50,262,100	(8,648,700)	(5,902,400)	(5,261,800)	(3,786,900)
174,588,400	TOTAL NET EXPENDITURE	221,036,400	161,334,100	175,467,200	179,734,300	184,046,500
	FINANCED BY:					
2,579,937	Contribution (to) from Balances and Reserves	(364,220)	2,041,226	1,876,422	3,438,612	2,933,505
11,669,696	Revenue Support Grant	11,669,696	11,734,229	11,968,914	12,208,292	12,452,459
55,391,749	Business Rates Retention	80,005,046	30,730,310	52,485,182	53,072,167	55,044,897
20,546,742	Other General Grants	44,863,946	31,511,241	20,935,147	20,551,525	20,720,656
84,400,276	Council Tax	84,861,932	85,317,094	88,201,535	90,463,704	92,894,983
174,588,400		221,036,400	161,334,100	175,467,200	179,734,300	184,046,500
	BALANCES & RESERVES					
23,001,918	Balance brought forward at 1 April	23,010,130	23,374,350	21,333,124	19,456,702	16,018,090
(2,579,937)	Deduct (Deficit) / Add Surplus for Year	364,220	(2,041,226)	(1,876,422)	(3,438,612)	(2,933,505)
20,421,981	Balance carried forward at 31 March	23,374,350	21,333,124	19,456,702	16,018,090	13,084,585
8,000,000	Minimum Level of Balances	8,000,000	8,000,000	8,000,000	8,000,000	8,000,000
2,579,937	Underlying Budget Deficit / (Surplus)	(364,220)	2,041,226	1,876,422	3,438,612	2,933,505

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AGENDA ITEM 7 - Portsmouth City Council Budget & Council Tax 2021/2022 & Medium Term Budget Forecast 2022/23 to 2024/25

Amendment to Cabinet recommendations attached.

Proposed by (Name) Councillor Claire Udy

Signed _____

Seconded by (Name) Councillor Jeanette Smith

Signed _____

Amendment proposed by the Progressive Portsmouth People Group

Portsmouth City Council - Budget & Council Tax 2021/22 & Medium Term Budget Forecast 2022/23 to 2024/25

That the recommendations of the Cabinet of 02 February 2021 (Minute 12/21) on "Portsmouth City Council - Budget & Council Tax 2021/2022 & Medium Term Budget Forecast 2022/23 to 2024/25" be amended as follows:

Recommendation 3.1 1) be amended to:

1) The revised Revenue Estimates for the financial year 2020/21 and the Revenue Estimates for the financial year 2021/22 as set out in the General Fund Summary (Appendix A amended) including the changes described in paragraph 22 below:

22) The following changes be made to Cash Limits for 2021/22 and future years as set out in the table below, but Members note that:

the responsibility of the City Council is to approve the overall Budget and the associated cash limits of its Portfolios and Committees; it is not the responsibility of the City Council to approve any individual savings or additions within those Portfolios/Committees, that responsibility is reserved for Cabinet Members. The budget savings and additions in the tables below are therefore indicative only.

i) Reductions to Revenue Estimates

Indicative Portfolio Savings Proposal	Impact on Level of Service & Service Outcomes	2021/22	2022/23 & Future Years
		£	£
Communities & Central Services Portfolio			
Reduce management level staffing within Human Resources	Existing management span of control is high at 1 Manager to 16 staff. Further reduction in management capacity would result in: <ul style="list-style-type: none"> • The transfer of work to front line services and consequent reduction in their capacity • Reduced capacity to manage / avoid Employment Tribunal claims and potential additional cost • Reduced ability to effectively support organisational / legislative change (e.g. Brexit - EU workers, discrimination, bullying, employment legislation, in sourcing) • Reduction in management capacity would risk external income to the council generated by the HR service 	(150,000)	(150,000)
Reduce staffing level within Information Technology	<ul style="list-style-type: none"> • Ability to deliver the IT strategy will be compromised / delayed • Inability to optimise the IT capital investment already made • High risk that significant costs associated with maintaining the current outdated IT will continue to increase 	(100,000)	(100,000)
Total		(250,000)	(250,000)

ii) Additions to Revenue Estimates

Saving No.	Increases to Portfolio Cash Limits	2021/22	2022/23 & Future Years
		£	£
Children, Families & Education Portfolio			
New	Expansion of the 4US Project by one Full Time Equivalent Member of Staff with the objective of providing a safe, secure and supportive environment to the adult LGBT+ community	25,000	25,000
Communities & Central Services Portfolio			
New	Hive Community Fund (Recovery Project and Mental Health projects)	225,000	225,000
Total		250,000	250,000

Recommendation 3.1 3) be amended to:-

- 3) The Portfolio Cash Limits for the Revised Budget for 2020/21 and Budget for 2021/22 incorporating the savings amounts for each Portfolio and amounting to £1.3m as set out in Sections 7 and 11, respectively as amended by paragraph 23 below:-
- 23) The following changes be made to Cash Limits for 2021/22 and future years

Portfolio / Committee	2021/22	Future Years
	£	£
Children, Families & Education Portfolio	25,000	25,000
Communities & Central Services Portfolio	(25,000)	(25,000)
Total	0	0

Recommendation 3.1 24)

It is requested that the Leader considers transferring responsibility for all community related functions, from the Communities and Central Services Portfolio to the Culture, Leisure & Economic Development Portfolio

Recommendation 3.1 25)

That the Cabinet Member for Communities and Central Services Portfolio is requested to undertake a review of the Council's Communications function, evaluating the effectiveness of the current function and the allocation of communications resources across the council with a view to ensuring that adequate communications and social media resources are provided to priority areas such as Education, Public Health and other such areas which have a high social value; engaging residents in different ways and by age group, ethnicity, gender and sexual orientation.

SECTION 151 OFFICER'S COMMENTS

Under Recommendation 21, the Section 151 Officer advises as follows:

The proposals contained within this amendment do not alter the statements made by the Section 151 Officer in Section 16 of this report.

CITY SOLICITOR'S COMMENTS

The City Solicitor is satisfied that it is within the City Council's powers to approve the amendment as set out, and supports the advice of the Section 151 Officer given above.

GENERAL FUND SUMMARY - 2020/21 to 2024/25

APPENDIX A (amended)

Original Budget 2020/21 £	NET REQUIREMENTS OF PORTFOLIOS	Revised Budget 2020/21 £	Original Budget 2021/22 £	Forecast 2022/23 £	Forecast 2023/24 £	Forecast 2024/25 £
57,097,000	Children, Families & Education	57,109,400	56,453,700	57,385,400	58,938,700	60,071,200
25,155,700	Communities & Central Services	26,213,100	25,255,000	28,079,100	28,314,000	28,725,400
2,686,900	Community Safety	3,488,900	2,752,200	2,877,300	2,942,900	3,020,800
11,114,700	Culture, Leisure & Economic Development	13,284,400	13,111,200	14,041,900	14,036,600	13,805,400
13,505,700	Environment & Climate Change	13,704,600	13,751,600	14,699,100	13,632,900	13,922,200
51,013,400	Health, Wellbeing & Social Care	50,981,000	54,446,000	57,506,800	59,374,400	61,107,400
8,469,500	Housing & Preventing Homelessness	7,446,500	7,421,700	7,836,900	7,805,900	7,966,100
(24,229,200)	Leader	(24,714,600)	(25,708,200)	(25,399,900)	(26,418,800)	(26,946,300)
1,306,600	Planning Policy & City Development	1,374,100	1,229,100	1,274,200	1,321,300	1,369,900
21,206,100	Traffic & Transportation	22,011,900	21,097,000	23,199,700	25,183,600	24,931,300
(129,000)	Licensing Committee	(125,000)	(126,500)	(130,900)	(135,400)	(140,000)
167,197,400	Portfolio Expenditure	170,774,300	169,682,800	181,369,600	184,996,100	187,833,400
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10,000,000	Revenue Contributions to Capital Reserve	8,144,800	6,234,000	3,500,000	0	0
2,860,500	Transfer to / (from) Other Reserves	29,667,300	(28,281,800)	(7,031,800)	(1,892,200)	(760,700)
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7,391,000	Other Expenditure	50,262,100	(8,348,700)	(5,902,400)	(5,261,800)	(3,786,900)
174,588,400	TOTAL NET EXPENDITURE	221,036,400	161,334,100	175,467,200	179,734,300	184,046,500
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Portsmouth CITY COUNCIL

COUNCIL MEETING

QUESTIONS BY THE PUBLIC AT COUNCIL MEETINGS UNDER STANDING ORDER NO 25

CITY COUNCIL MEETING – 16 MARCH 2021

QUESTION NO 1

FROM: CHARLOTTE GERADA

"When Liberal Democrat councillors were recently asked about progress on the rollout of bike hangers on Twitter, suggestions were made that councillors were too busy responding to the pandemic.

This is a deeply worrying response as we need a green Covid recovery plan in response to the pandemic that puts the environment, transport and sustainability first - and bike hangers are a really effective tool in giving residents the confidence to own and use a bike.

We now understand over a year later from when they were promised, the hangers will start going out from mid-March. How do these fit into a broader green Covid recovery strategy for Portsmouth? And when can we expect results from the trial and a commitment to roll out a proper cycling strategy?"

QUESTION NO 2

FROM: KIRSTY MELLOR

"Will the administration commit to opposing the closure of Guildhall Walk GP surgery and if necessary, pledge to work with the CCG, the patient participation group and others, to secure alternative provision as close as possible to the current surgery?"

Agenda Item 7



Portsmouth
CITY COUNCIL

Title of meeting:	Governance & Audit & Standards Committee Council
Date of meeting:	5 March 2021 16 March 2021
Subject:	Review of Members' Allowance Scheme
Report by:	Chief Executive
Wards affected:	n/a
Key decision:	No
Full Council decision:	Yes

1. Purpose of report

The purpose of the report is

- (1) To seek approval for the review process from the Governance & Audit & Standards Committee
- (2) To recommend to Council the findings of the Independent Remuneration Panel in respect of the Members' Allowances Scheme.

2. Recommendations

To Governance & Audit & Standards Committee

That it approves the review process.

To Council (via Governance & Audit & Standards Committee)

- (1) That no change should be made at present to any of the various elements comprising the Members' Allowances Scheme ("the Scheme") attached as Appendix 1 on the basis that the existing index linked arrangement should continue to be applied.
- (2) To note that the Panel aims to revisit the Scheme in around one year's time to consider any possible changes the Panel may deem appropriate at that time
- (3) Note in any event a further review will be required within four years of the last review taking place

- (4) **That the existing Independent Review Panel be retained as a Standing Panel in the interim period, to consider any issues that arise in connection with the Scheme before the next review, either by email or in meetings.**
- (5) **The members of the Independent Review Panel be thanked for their time and attention in undertaking the Review.**

3. Background

- 3.1. Under the Local Authorities (Members Allowances) (England) Regulations 2003, Portsmouth City Council is required to have an Independent Remuneration Panel to review the Members' Allowance Scheme. The last review took place in 2017.
- 3.2. PCC Members' Allowances are index-linked, which means that instead of an annual review (which the Regulations would otherwise require) the Council must review the scheme every 4 years.
- 3.3 In order to ensure impartiality, an Independent Remuneration Panel (IRP) was formed to review the Portsmouth City Council Members' Allowances Scheme.
- 3.4. The 2021 Independent Remuneration Panel comprised representatives of the local Business, Public, Voluntary/Community sectors:
 - Brian Johnson - BAE Systems (Chair)
 - Michael Dyer - Verisona
 - Mark Waldron - The News
 - Sue Dovey - Action Hampshire
- 3.5 The Panel met on 14 January 2021 and considered the documents pack comprising -
 - Comparator overview dated October 2020
 - South East Employers (SEE) Members Allowances Surveys for 2019 and 2020
 - Unitary Authorities Comparison Document
 - Councillor Questionnaire and five anonymised responses received
- 3.6 Members of the Panel discussed all the information before them and concluded that the current Members' Allowances Scheme should remain in its existing form for the time being as, given the current climate and the hardship caused by the Covid 19 pandemic, they did not feel it was appropriate to recommend any changes. However they recognised that the role of councillors was onerous and they had noted several areas that

they would like to look at in the future and therefore they would aim to consider the scheme again in approximately one year's time

4. Reasons for recommendations

- 4.1 The Regulations state that where an authority has regards to an index for the purpose of an annual adjustment of allowances it must not rely on the index for longer than a period of 4 years before seeking a further recommendation from the Independent Remuneration Panel established in respect of the authority on the application of an index to its scheme.
- 4.2. The Council is required by law to consult with the Independent Remuneration Panel, prior to making any decision to replace, amend or not implement the existing scheme of allowances. The recommendations of the Independent Remuneration Panel are therefore set out above.

5. Integrated impact assessment

An integrated impact assessment is not required as the recommendations do not directly or immediately impact on service or policy delivery.

6. Legal implications

Under the Local Authorities (Members Allowances) (England) Regulations 2003, Portsmouth City Council is required to have an Independent Remuneration Panel to review the Members' Allowance Scheme. This review is compliant with these regulations.

7. Director of Finance's comments

The recommendations contained in the report have no impact on the existing budget.

.....
Signed by:

Appendices:

- Appendix 1 - current Members' Allowance Scheme 2020/21
- Appendix 2 - Notes from the Independent Remuneration Panel Meeting held on 14 January 2021

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
Information Pack for Panel	Directorate of Corporate Services

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

.....
Signed by:

Members' allowances scheme 2020-2021

Payment of allowances

Basic Allowance

The annual basic allowance is £11,483, payable to each member in monthly instalments, in arrears.

Special Responsibilities Allowances

The following are specified as the positions carrying special responsibilities, for which special responsibility allowances are payable. Payments will be made in monthly instalments, in arrears.

(A Member may claim only one such allowance, which, in the case of ambiguity, is the special responsibility allowance with the highest value):-

Role	Multiple of basic allowance	SRA
Leader	1.8	£20,669
Cabinet member	0.7	£8,038
Leader of the main opposition group	0.6	£6,890
Other group leader (5 or more members)	0.3	£3,445
Other group leader (2 to 4 members)	0.2	£2,297
Chair of a regulatory committee	0.35	£4,019
Chair of a scrutiny panel	0.25	£2,871
Shadow Cabinet Spokesperson	0.1	£1,148
*Lord Mayor	0.7	£8,038
*Deputy Lord Mayor	0.1	£1,148

The basic allowance is index linked to any annual pay adjustment that may be awarded to local government officers, and does not constitute an amendment to this scheme.

* Recognising the roles of Lord Mayor and Deputy Lord Mayor are greater than is required normally of a councillor, as per The Local Authorities (Members' Allowances) (England) Regulations 2003, Special Responsibility Allowances.

Technical Additions

1. Members' allowances will be annually adjusted in accordance with average percentage pay award figures applicable to local government employees from 1st April of each year (or from whenever implemented).
2. When the term of office for a member begins or ends other than at the beginning or end of a financial year, entitlement shall be to payment of part of the basic or special responsibility allowance as is proportionate to the number of days served as a member/holding the relevant special responsibility allowance in that year.
3. A member may elect to forgo an allowance or any part of an allowance by giving notice of such intention in writing to the Payroll and Pensions Manager.

Travel rates

Travel allowance is claimable by members at the same rate as officers, and these will be updated in line with such rates. The private motor vehicle business mileage rate will be updated when HM Revenue and Customs review the rate.

Travelling Allowance

Travelling expenses cannot be claimed for business journeys within the city as these expenses are covered by the members' basic allowance with the exception of late night taxis (see note below). Travel claims to a destination outside the City must be from a member's Portsmouth registered address, (or from the Council's Civic Offices if that is the member's starting point and is nearer to the destination). Claims from another location can be made if it is nearer to the destination outside the City.

Where expenditure is necessarily incurred on travelling away from the city on formally approved city council business within the United Kingdom a member may claim an allowance not exceeding the following:-

Public Transport – The ordinary fare	
Rail – Standard (non first class) fare	
Private Motor Vehicles	45p per mile (Max of 60 miles per claim and 10,000 miles per year) 25p per mile there after
Private Motor Cycles	24p per mile
Bicycles	20p per mile

Taxis

- When engaged on city council business within the city after 11 pm and where no alternative means of transport are reasonably available, Members may claim the actual expenditure incurred.

NB: Receipts for expenditure incurred where taxis or public transport must be retained and submitted with the members' claim. In addition a VAT receipt for at least 50% of the total claim is required when claiming motor vehicle/cycle mileage.

- When engaged on city council business out of the city and in cases of urgency or where no public transport is reasonably available, Members may claim the amount of the actual fare and any reasonable gratuity.

A claim for travel under this scheme shall be made within two months of the date of the meeting.

Subsistence Allowance

Subsistence is not claimable.

Carers' Allowance

This allowance is to enable a carer to be employed to look after a child or an elderly or disabled person who normally resides with a councillor and cannot be left alone. This allowance can only be claimed when the Member concerned is required to attend approved meetings as per Appendix 1.

A carers' allowance is not applicable for party group meetings, canvassing or electioneering, but is available for ward work, advice centres and civic functions. Reimbursement for meetings is allowed beyond the actual duration of the meeting, given that care must usually be booked in advance for a fixed period. The allowance will not be payable to the claimant's own household.

The rate of reimbursement for carers' allowance is equivalent to the Living Wage Foundation rate of £9.50 per hour. This is per person cared for and is unlimited.

Records of any payments made must be submitted to the local democracy manager. No payment under this scheme can be made without receipts.

NB: Any claim for carers' allowances made under this scheme shall be made within two months of the meeting.

IT Allowance

An IT allowance is not claimable.

Attendance Allowances

In accordance with Section 99(4) of the Local Government Act 2000, attendance allowances are no longer payable.

Private telephones and private telephone usage

The costs involved in the installation of a telephone line at a member's private address, the costs of council related calls made from such a telephone and the monthly line rental for the telephone are not claimable.

Mobile phone allowance

All Members are entitled to the use of a council-owned mobile phone, and may receive reimbursement for all council business calls made.

Local Government Pension Scheme (LGPS)

In accordance with The Local Government Pension Scheme (Transitional Provisions, Savings and Amendment) Regulations 2014, members can no longer join the LGPS.

Outside bodies appointments

Any remuneration received through representing the Council on any Outside Body sits outside the Scheme.

Date of the next remuneration panel review of members' allowances

Annual adjustments are in place but notwithstanding the index-linked arrangement, a further review of the Scheme be carried out to be completed in time for the start of the 2021-2022 financial year to meet the 4-yearly review requirement.

Appendix 1 (to the Members' Allowances Scheme)

Approved duties for the purposes of claiming carer's and travel allowances:

- a meeting of the Cabinet (including informal Cabinet meetings).
- a meeting of a committee of the Cabinet.
- a meeting of the authority.
- a meeting of a committee, panel or sub-committee of the authority.
- a meeting of some other body to which the authority make appointments or nominations, or
- a meeting of a committee or sub-committee of a body to which the authority make appointments or nominations
- ward advice centres, and other ward work.
- civic functions.
- a meeting which has both been authorised by the authority, a committee, or sub-committee of the authority or a joint committee of the authority and one or more other authorities, or a sub-committee of a joint committee and to which representatives of more than one political group have been invited (if the

authority is divided into several political groups) or to which two or more councillors have been invited (if the authority is not divided into political groups).

- a meeting of a local authority association of which the authority is a member.
- duties undertaken on behalf of the authority in pursuance of any standing order requiring a member or members to be present while tender documents are opened.
- duties undertaken on behalf of the authority in connection with the discharge of any function of the authority conferred by or under any enactment and empowering or requiring the authority to inspect or authorise the inspection of premises.
- duties undertaken on behalf of the authority in connection with arrangements made by the authority for the attendance of pupils at a school approved for the purposes of section 342 of the Education Act 1996.
- any other duty approved by the authority in connection with discharging the duties of the authority or its committees or sub-committees.

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Independent Remuneration Panel (IRP) Meeting Notes

Thursday 14 January 2021

A virtual meeting of the Independent Remuneration Panel (IRP) was held at 2pm on Thursday 14 January 2021

Panel:-

Michael Dyer - Director, Head of Business Law, Verisona
Sue Dovey - Chief Executive, Action Hampshire
Brian Johnson - BAE Systems
Mark Waldron, Editor of The News

Officers:-

Peter Baulf, City Solicitor and Monitoring Officer
Stewart Agland, Local Democracy Manager
Karen Kenneally, Finance
Vicki Plytas, Senior Local Democracy Officer
Peter Smith-Parkyn, Governance and Democratic officer

Stewart Agland welcomed everyone to the virtual meeting and invited everyone to introduce themselves. He thanked the Panel Members for being willing to assist in the Members' Allowances Scheme process.

Brian Johnson agreed to Chair the meeting and this was supported by the other panel members.

Apologies

There were no apologies for absence.

Declaration of Interests

There were no declarations of interest.

Summary of discussion

The Panel members confirmed they had received and read the documents for the meeting (listed below) and confirmed they had a broad understanding of the roles of councillors.

- Comparator Overview dated October 2020
- South East Employers (SEE) Members Allowances Survey 2019
- SEE Members Allowances Survey 2020
- Unitary Authorities Comparison Document
- Questionnaire and anonymised responses received

Background

Stewart Agland advised that PCC Members' Allowances are index-linked, which means that instead of an annual review (which the Regulations would otherwise require) the Council must review the scheme every 4 years and the meeting today was to fulfil that requirement. He referred to the questionnaire that had been circulated to councillors to seek their views on any aspects of the scheme and the 5 responses received had been circulated to the panel.

The purpose of the Panel meeting was to review the Scheme having regard to the comparator information provided and the responses received from Members, with a view to agreeing recommendations on it (via Governance & Audit & Standards Committee) to a future Full Council meeting.

A general discussion then took place during which it was agreed by panel members that being a councillor was very demanding and the remuneration should be sufficient to encourage participation in local democracy.

The Panel noted that of the 5 responses received 4 considered that allowances should not be increased at this time, other than in line with the index-linked amount.

Although the Panel thought that responder 5 had some comments that they would like to look at in greater depth, they agreed that at the moment given the current climate and the hardship caused by the Covid 19 pandemic, they did not feel comfortable about recommending any changes. Members of the panel acknowledged that trying to decide on a pecking order in respect of the various panels and committees was very difficult and were not inclined to make any changes to the Special Responsibilities Allowances at this time.

During discussion

- In relation to the separate remuneration of members appointed on to Outside Bodies, it was noted these positions, which are funded by the external bodies concerned, are outside the remit of the scheme, and there is already a footnote to that effect within the existing scheme.
- It was confirmed that the panel had never before considered whether there should be an aspiration to pay median or upper quartile members' allowances. Members of the panel considered that benchmarking against other authorities was useful but only to determine whether PCC's allowances were broadly in line with those of other authorities. They did not consider that there should be a competitive element.
- It was confirmed that the differentials in the SRAs had been changed before and this option was open to the panel to recommend again.

Members of the Panel discussed all the information before them and concluded that the current Members' Allowances Scheme should remain in its existing form for the time being as, given the current climate and the hardship caused by the Covid 19 pandemic, they did not feel it was appropriate to recommend any changes. However they recognised that the role of councillors was onerous and they had noted several areas that they would like to look at in the future and therefore they would aim to consider the scheme again in approximately one year's time.

RECOMMENDATIONS to Council (via Governance & Audit & Standards Committee)

- (1) That no change should be made at present to any of the various elements comprising the Members' Allowances Scheme ("the Scheme") attached as Appendix 1 on the basis that the existing index linked arrangement should continue to be applied.**
- (2) To note that the Panel aims to revisit the Scheme in around one year's time to consider any possible changes the Panel may deem appropriate at that time**
- (3) Note in any event a further review will be required within four years of the last review taking place**
- (4) That the existing Independent Review Panel be retained as a Standing Panel in the interim period, to consider issues that arise in connection with the Scheme before the next review, either by email or in meetings.**

The meeting ended at 14.40.

Council Agenda item 7 (G&A&S minute 20 - Review of Members' Allowance Scheme)

RECOMMENDED

- (1) That no change should be made at present to any of the various elements comprising the Members' Allowances Scheme ("the Scheme") attached as Appendix 1 on the basis that the existing index linked arrangement should continue to be applied.**
- (2) To note that the Panel aims to revisit the Scheme in around one year's time to consider any possible changes the Panel may deem appropriate at that time**
- (3) To note in any event a further review will be required within four years of the last review taking place**
- (4) That the existing Independent Review Panel be retained as a Standing Panel in the interim period, to consider any issues that arise in connection with the Scheme before the next review, either by email or in meetings.**
- (5) The members of the Independent Review Panel be thanked for their time and attention in undertaking the Review.**

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Agenda Item 8



Title of meeting:	Cabinet City Council
Date of meeting:	Tuesday 09 March 2021
Subject:	Capital Strategy 2021/22 - 2030/31
Report by:	Director of Finance & Resources
Wards affected:	All
Key decision:	Yes
Full Council decision:	Yes

1. Executive Summary

- 1.1. The Council's ten year capital strategy was first approved in March 2019. The Capital Strategy is dynamic and is therefore updated annually as capital investment plans mature.
- 1.2. The Capital Strategy sets out the overarching capital aspirations and how both capital expenditure and investment decisions are made, whilst taking into consideration risks and rewards. There are 2 parts to the Capital Strategy.

Part I - Capital Strategy

- 1.3. The Chartered Institute of Public Finance and Accountancy (CIPFA) describes the capital strategy as "the long-term strategy for investment in assets and for obtaining the resources required for that investment". When a capital scheme is approved by Members, it is at that point in time that a decision is made how to finance the scheme. If the scheme generates either sufficient income or savings, it can be financed from borrowing so long as either the income or savings can be predicted with a high degree of certainty to adequately service the debt.
- 1.4. At the time of scheme approval, should the Council have surplus cash, it may choose to fund capital expenditure financed by borrowing from its surplus cash in the short-term, and delay going out to the market to physically borrow the required cash for the capital scheme until a later date. Prior to any borrowing a full business case and financial appraisal is prepared that can satisfactorily demonstrate with good certainty that cost savings / additional income or value uplift of the development which will accrue directly to the Council will at least cover the cost of that borrowing on a sustained basis over the lifetime of the borrowing undertaken.

- 1.5. Whether to take long term borrowing, or use surplus cash in the short-term and delay a decision to take longer term borrowing forms part of the Treasury Management Policy and is not considered here.

Part II - Borrowing and Investing

- 1.6. Part II considers the implications of the Council's future capital expenditure plans on borrowing and investing.

Making Provision for the Repayment of Debt

- 1.7. Repayment of borrowing must be provided for upon completion of General Fund schemes financed by borrowing, it is the Council's policy to provide for the repayment of the debt over the asset's useful economic life not exceeding 50 years. This is known as the **Minimum Revenue Provision (MRP)** and is based on an annuity method of calculation. This methodology results in a lower MRP for new assets in the early years presenting the council with the opportunity to build income streams and build savings over this period. However, MRP will increase year on year, but not necessarily in real terms after inflation is taken into account.

Timing of Borrowing

- 1.8. When the Council has surplus cash, instead of investing that surplus cash through the Treasury Management Policy it can use it in the short term as a source of finance for capital expenditure. The resulting loss of interest earned on investments can be more cost effective than borrowing the required funds straight away. However, this delays taking external borrowing rather than avoiding the need to borrow completely.

Investments in Property

- 1.9. According to the CIPFA Treasury Management Code, **Investment in Commercial Properties Acquired through the Capital Programme** are also regarded as investments in addition to **Investments of Surplus Cash**.

- As at 31 March 2020 the Council had invested £171.9m in commercial properties with plans to further invest £11.1m in commercial properties from borrowing that was secured in 2016/17. The Government issued revised statutory guidance on local government investments early in 2018, effective from 01 April 2018. The guidance no longer permits Councils to borrow primarily to generate a surplus. The Council had previously approved and borrowed funds to enable the purchase of a £183m commercial property portfolio. At the time the Government issued its revised guidance £128m had already been invested in commercial properties with £55m left to spend. On 25 November 2020, the Chancellor denied access to the Public Works Loans Board (PWLB) for any local authority, which has the purchase of assets primarily for yield in its three-year capital programme. There are no purchases of investment property primarily for yield in the capital programme from 2021/22 onwards.

- 1.10. To ensure that the Council does not become over reliant on Investment income, a number of indicators are calculated in accordance with government guidance. These are included in the Appendix of Part II.

Skills and Knowledge of Staff

- 1.11. Treasury Management and Capital accounting requirements are complex and heavily regulated. As a consequence, staff are provided with adequate training so that they have sufficient **skills and knowledge**, assisted by Link Asset Services, to undertake the treasury management function in house.

Treasury Management Reporting

- 1.12. The Council's strategy for borrowing and investing surplus cash is contained in its Treasury Management Policy elsewhere on the agenda. All **Treasury Management Policies** are considered by the Cabinet and approved by the City Council on an annual basis. All reports on treasury management including monitoring reports are scrutinised by the Governance and Audit and Standards Committee.

2. Purpose of report

- 2.1. The purpose of this report is to:

- enable the City Council to adopt a long term Capital Strategy from 2021/22 onwards
- inform members and the wider community of the Council's Capital Strategy
- ensure that Members are aware of the overall strategy, governance procedures and risk appetite
- highlight the inter-relationship between business planning the Capital Strategy, Capital Programme, the Revenue budget, the Medium Term Financial Strategy and Treasury Management

Simple Business Planning Model



Link Asset Services

- ensure the council has sufficient liquidity to meet the cashflow arising from the capital programme

3. Recommendations

- 3.1. That Part I of the Capital Strategy (Capital Expenditure and Aspirations) be approved including:
- a) The Short / Medium / Long-term Aspirations set out in Appendix 1.
- 3.2. That Part II of the Capital Strategy (Borrowing and Investing) be approved including:
- a) The Minimum Revenue Provision (MRP) for Debt Repayment Policy (Part II, (paragraph 1.5)
 - b) The investment indicators in Part II - Appendix 2 (Part II, paragraph 2.5)
 - c) That the Director of Finance and Resources (Section 151 Officer) will bring a report to the next Cabinet and City Council if (Part II, paragraph 2.5):
 - (i) The Council's gross General Fund (GF) debt exceeds 450% of GF net service expenditure or;
 - (ii) Overall investment income from investment properties and long term treasury management investments exceeds 9.0% of GF net service expenditure.

4. Background

- 4.1. In March 2020, the City Council approved the 10 year Capital Strategy starting in 2020/21
- 4.2. The Capital Strategy establishes the approach to both capital expenditure and investment decisions.
- 4.3. This report outlines the Council's Capital Strategy and aspirations for the next 10 years, starting from 2021/22. The Capital Strategy is dynamic and will be updated annually as capital investment plans mature. The Capital Programme and "new starts" (including the Housing Investment Capital Programme) is approved each year by Full Council, in accordance with the Capital Strategy.
- 4.4. The Capital Strategy fulfils the requirements of the revised Prudential Code for Capital Finance in Local Authorities 2017.

5. Reasons for recommendations

- 5.1. Adopting a Capital Strategy will enable a longer term view to be taken of capital expenditure, borrowing and investment. The Capital Strategy is also intended to facilitate integration between the Council's aspirations, its Capital Programme and its Treasury Management Strategy.

6. Integrated impact assessment

- 6.1. This Capital Strategy identifies capital schemes that may be included in future capital programmes. Sums are not earmarked for capital schemes until they are included in the capital programme. Prior to the commencement of any capital scheme, a report and financial appraisal on that scheme will be approved either by the Portfolio Holder, the Cabinet or the City Council and at that time, an Integrated Impact Assessment will be undertaken.

7. Legal implications

- 7.1. 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.

8. Director of Finance's comments

8.1. All financial considerations are contained within the body of the report and the attached appendix.

.....
Signed by: Director of Finance and Resources (Section 151 Officer)

Appendices:

Part I Capital Strategy

Sub Appendices:

Appendix 1 Capital Aspirations

Part II Borrowing and Investment including Investment Indicators

Sub Appendices:

Appendix 2 Investment Indicators

Glossary

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 Information pertaining to the Capital Strategy	Financial Services

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

.....
Signed by:



Portsmouth
CITY COUNCIL

CAPITAL STRATEGY

2021/22- 2030/31

“Working Together: putting people at the heart”

Part I Capital Expenditure and Aspirations

CONTENTS

- 1. Definition, Purpose & Scope**
- 2. Portsmouth Vision & Corporate Plan – “Strategic Fit”**
- 3. Key Capital expenditure Principles**
- 4. Capital Resources**
- 5. Short & Medium Term Capital expenditure Needs & Priorities**
- 6. Long Term Capital expenditure Aspirations**
- 7. Summary**
- 8. Appendices**

1. Definition, Purpose & Scope

Definition

a. Capital expenditure is the expenditure that is incurred primarily on buying, constructing or improving physical assets, such as:

- Buildings (including schools, houses, libraries and museums)
- Land for development, roads, playing fields; and
- Vehicles, plant and machinery (including street lighting and road signs).

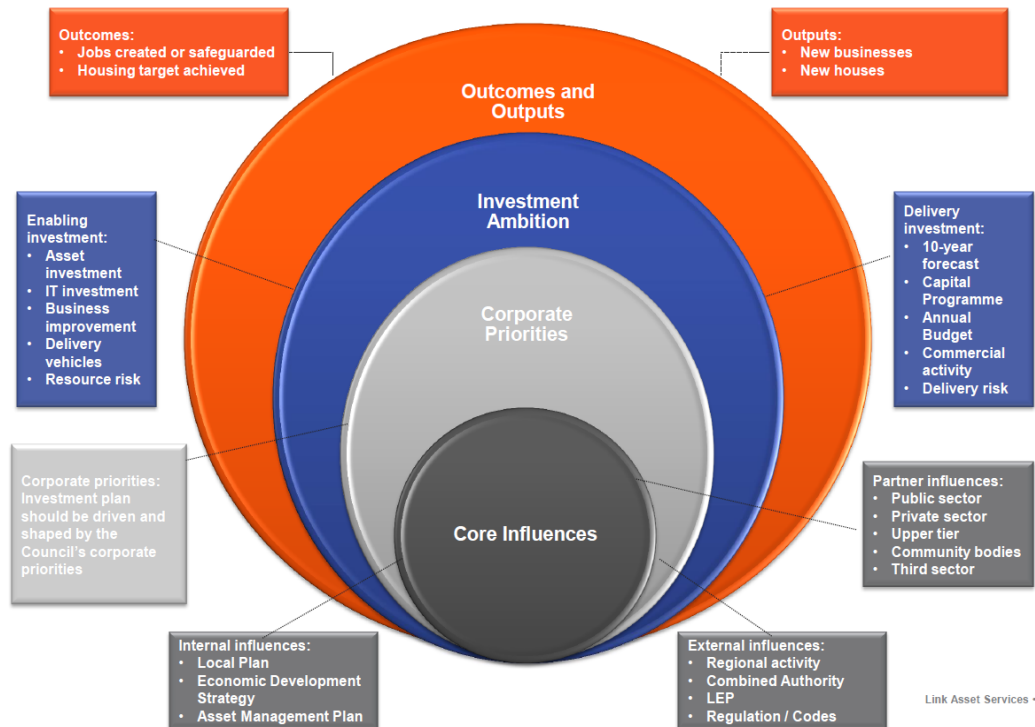
Capital expenditure also includes grants and advances made to the public or private sector for capital purposes, such as advances to Registered Social Landlords to provide adaptations to houses meet the needs of vulnerable people

b. The Capital Strategy is a high level plan that sets out the Council's approach to Capital expenditure over the short, medium and long term.

c. The Capital Strategy takes both a "bottom up" and "top down" approach to the identification of the Council's Capital expenditure requirements. It takes a 10 year time horizon and considers:

- What are the short term **needs** of the existing capital assets of the City Council, which of them will be required for future service delivery and what capital expenditure will be needed to sustain them both now and in the future ("Bottom Up" approach)
- What are the Council's medium term **priorities** for service delivery and what capital expenditure will be needed to help deliver those priorities ("Top Down" and "Bottom Up" approach)
- What are the Council's long term **aspirations** for the City of Portsmouth and what capital expenditure will be needed to deliver those aspirations ("Top Down" approach)

Capital Strategy



Purpose

- d. The purpose of the Capital Strategy is to set out a plan and a supporting financial framework to assist in the delivery of the Council's needs, priorities & aspirations. That plan describes what will be achieved, by when with key milestones and how it could be funded.
- e. The Capital Strategy is intended to be a robust vehicle with sufficient guiding principles to achieve the Council's stated vision and priorities but flexible enough to be able to respond to the emerging local priorities that will inevitably arise.
- f. The Capital Strategy is not intended to be static, it is a dynamic plan that will change and evolve continually over time. The Capital Strategy needs to be flexible to respond to emerging national and local priorities. In particular, the nature of the Central Government Capital Financing system is such that many national priorities for Capital expenditure will be cascaded and "drip fed" to Local Authorities over time and will be accompanied by the external funding to support them. These will be incorporated into the Council's Capital expenditure Plans as they arise. The Strategy will however, be robust and will include local priorities and aspirations that the Council aims to fund from the Council's own capital resources
- g. Unless there is a compelling case in the wider public interest, any capital receipts received from assets previously appropriated between the General Fund and the Housing Revenue Account be used in any way to relieve the Council (HRA or General Fund) of its associated ongoing debt burden. Such uses will include:
 - i. A voluntary contribution to the repayment of debt (i.e. Voluntary Minimum Revenue Provision)
 - ii. The funding of (or contribution to) a capital scheme that will generate long term income streams that exceed the ongoing debt burden

- iii. The funding of a capital scheme that will reduce expenditure or avoid costs at a level that exceeds the ongoing debt burden
 - iv. Any combination of the above
- h. Following the December 2017 edition of the CIPFA Prudential Code for Capital Finance in Local Authorities' regulations guidance, there is also a requirement for full Council to approve an annual Capital Strategy linking with the Council's asset management plans and its Treasury Management Strategy. Being aligned with one another, they will generate and create value for the Council by optimising the Council's liquidity; having a framework in place to prioritise capital expenditure and safeguarding against risk of either project overspend or non-delivery and by limiting the uncertainty of its returns.

Scope

- i. The City Council's Capital Strategy encompasses all areas of the Council's activities including some of the traditionally more autonomous service areas such as Housing Revenue Account and the Commercial Port.
- j. The body that approves the budget for PCC is the Full Council. The responsibility for decision-making and ongoing monitoring in respect of capital expenditure, investment and borrowing, including prudential indicators, remains with the Full Council.
- k. New Capital Expenditure will be targeted towards income generation and economic growth whilst ensuring the Council's statutory obligations are also met, (e.g. school places). The priority of new capital expenditure will be assessed in accordance with the following capital expenditure criteria:
 - i. Essential to maintain operational effectiveness - including statutory responsibilities
 - ii. Continued drive towards the regeneration of the City - by increasing prosperity through employment and reducing the extent to which the population needs Council services
 - iii. Income Generation - reducing dependency on central government grants
 - iv. Invest to save - increasing the efficiency and effectiveness of the Council's activity.

2. Portsmouth Vision & Corporate Plan – “Strategic Fit

a. The Vision for Portsmouth is:

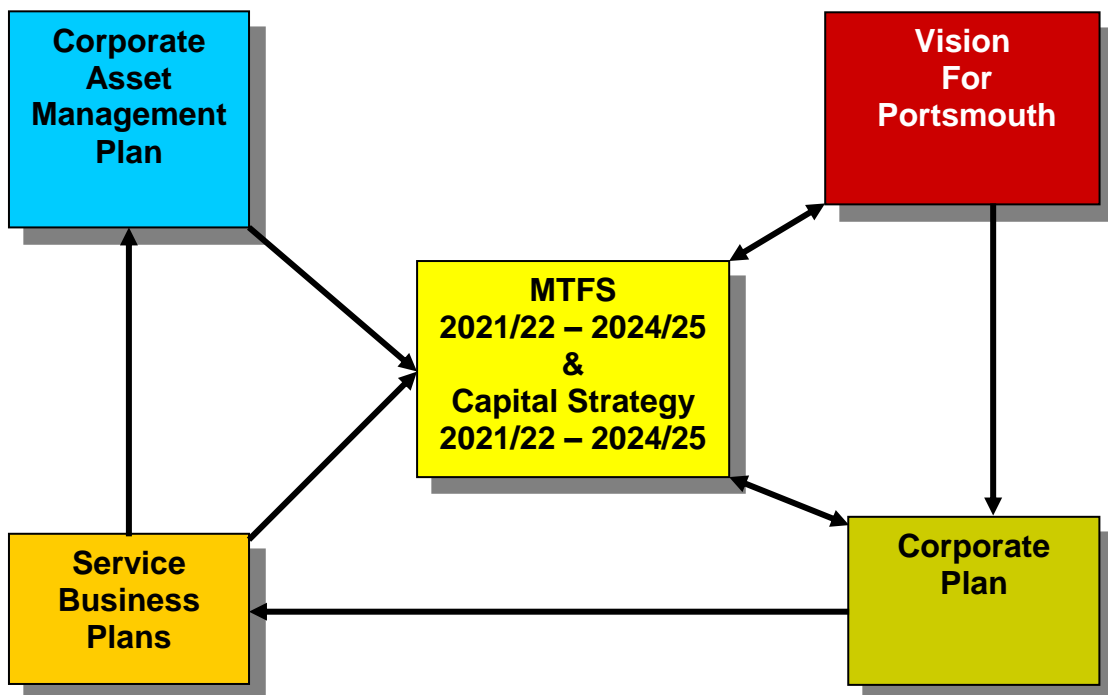
“Make Portsmouth a place that is fairer for everyone: a city where the Council works together with thriving communities to put people at the heart of everything we do”.

In order to deliver this vision, the City’s priorities are to:

- Make Portsmouth a city that works together, enabling communities to thrive and people to live healthy, safe and independent lives
- Encourage regeneration built around our city's thriving culture, making Portsmouth a great place to live, work and visit
- Make our city cleaner, safer and greener
- Make Portsmouth a great place to live, learn and play, so our children and young people are safe, healthy and positive about their futures
- Make sure our council is a caring, competent and collaborative organisation that puts people at the heart of everything we do.

- b. The Regeneration priority to "encourage regeneration built around our city's thriving culture, making Portsmouth a great place to live, work and visit" articulates the vision for the city to become a globally competitive economy supporting local economic growth, innovation and enterprise and enhancing the competitiveness of Portsmouth. The aim of the priority is to ensure local people are able to get those jobs and benefit from regeneration programme. By having a "Portsmouth first" approach to property investment, income generation will maintain services and enable more affordable good quality homes to be built.
- c. The Medium Term Financial Strategy (MTFS) and the Capital Strategy (CS) set out the Revenue Spending plans and the Capital expenditure plans respectively that deliver the longer term aspirational Vision for Portsmouth and the medium term Priorities for the City Council. Both of these strategies set out the financial frameworks that exist to support the achievement of the vision and priorities.
- d. Whilst there is a technical distinction between Revenue and Capital, the focus of attention for the Council is not whether it is Capital or Revenue, but whether the desired outcome is achieved. In this respect, the strategy for capital expenditure is of equal importance to the strategy for revenue spending.
- e. Whilst the MTFS and CS are designed to support the delivery of the day to day revenue and ongoing capital expenditure needs, priorities and aspirations of the Council, those needs, priorities and aspirations are also constrained by the revenue and capital resources available. These strategies therefore introduce criteria based processes to assist the Council in making informed spending decisions that will optimise the outcomes from the resources available.
- f. The MTFS and CS are driven by the Vision for Portsmouth and the Corporate Plan both directly in terms of medium to longer term priorities and ambitions of the Council and via Service Business Plans and the Corporate Asset Management Plan in terms of the short and medium term needs and priorities of the Council. This is illustrated pictorially below:

STRATEGIC FIT



- g. The Corporate Asset Management Plan and Service Business Plans are the more immediate “needs analysis” and “bottom up” drivers that feed the MTFS and CS. Service Business Plans set out all spending plans of the service in order to deliver priority outcomes. Service Business Plans also feed the Corporate Asset Management Plan (CAMP) which seeks to align the Council's asset base with our corporate plans and objectives. The CAMP identifies current and future needs and priorities of services and seeks to provide a series of actions to ensure the Council has the right assets, in the right condition and in the right location
- h. A core feature of this Capital Strategy is assist in the delivery of the Vision and the Corporate Plan. There is a presumption that Capital expenditure will be targeted towards income generation and economic growth whilst ensuring the Council's statutory obligations are also met. The emphasis is therefore on creativity, innovation and regeneration activities.

3. Key Capital Expenditure Principles

- a. In order to determine which current, or future assets, should be either maintained or invested in the following principles will be adopted when consideration is given to capital expenditure decisions:

b.

Principle 1 – Contribution to Council Plan / Priorities

For the Council's non-commercial activities, Capital expenditure will be made where there is a clear and demonstrable contribution to the priorities contained within the Corporate Plan or the aspirations contained within the Portsmouth Vision.

For the Council's commercial activities (such as the Port and Investment Property Portfolio), Capital expenditure will be based on the commercial principles of achieving security of the investment with a specified rate of return and payback through surpluses over a reasonable time period.

Principle 2 - Statutory Obligations

There must be clarity about the details of immediate obligations and the extent to which the current statutory obligation is being met.

Principle 3 – Financial Appraisal

The City Council will only embark on new capital expenditure where that capital expenditure is fully funded and the source of funding in terms of both timing and value can be relied upon with a high degree of confidence. The timing and accessibility of funds to PCC must be considered.

Prior to any Capital expenditure decision being made, the whole life cost of the proposal will be estimated and the Council will satisfy itself that those costs can be accommodated with the council's overall budget. Capital Expenditure must also take into consideration the impact on both existing revenue and capital budgets and future forecasts. This will include both the maintenance and any lifecycle replacement of components required over the estimated useful life of the asset.

Principle 4 – Option Appraisal

Any new capital expenditure decision is to follow a full and proper options appraisal that considers the following for each reasonable alternative:

- Suitability – the extent to which each option makes a contribution to the needs, priorities and aspirations of the Council as defined within the CAMP, Corporate Plan and Vision for Portsmouth
- Feasibility – the capital cost and whole lifecycle cost plus the practical ease of implementing the scheme
- Acceptability – the extent to which the scheme is acceptable to Members of the City Council and the residents of Portsmouth.

Principle 5 - Risk

The Capital expenditure should not place the Council in a position where the risks associated with the Capital expenditure exceed the benefits of undertaking that investment. Neither, should the Council enter into any Capital expenditure where the risks associated with that investment cannot be managed effectively. Such risks may include (but will not be exclusive to) having insufficient resources generally or project management resources in particular to be able to effectively deliver a capital scheme.

Principle 6 – Approved Schemes in Progress (overspends)

The first consideration before any new Capital Expenditure is to ensure that the existing approved capital programme is fully and properly funded. Except in exceptional circumstances, the first call on available capital resources will be to fund any overspendings on approved schemes which are contractually committed. An approved scheme that is in progress will only be cancelled when the Value for Money of that scheme becomes unviable. (I.e. the additional costs and risks outweigh the potential future benefits)

4. Capital Resources

The financial framework governing the allocation of Capital Resources is based on pooling resources and avoiding self-imposed ring-fencing in order to offer Members greater choice and transparency with the overall aim of delivering better outcomes from the resources available. It seeks to strike the correct balance of allocating capital resources between short and medium term needs and priorities and longer term aspirations, in order to support the delivery of the long term Capital Strategy.

Pooled corporate capital resources (i.e. non passported sources of finance) available to the City Council for new capital schemes comprise the following:

- Non ring-fenced capital grants from Government
- Other Corporate Capital Grants & Contributions e.g. Community Infrastructure Levy
- Revenue Contributions to the Capital Programme
- Any allowances for Prudential Borrowing
- Changes to the existing Capital Programme - additions or deductions for any changes in the costs or funding requirements associated with the existing capital programme
- The forecast value of additional capital receipts taking into account:
 - New assets declared surplus to requirements
 - Any increase or decrease in the estimated value of existing assets to be disposed of
 - Any requirements to provide for affordable housing, parking or any other conditions which could have a significant impact on the disposal value and other costs associated with disposal

Unless there is a compelling case in the wider public interest, any capital receipts received from assets previously appropriated between the General Fund and the Housing Revenue Account will be used in any way to relieve the Council (HRA or General Fund) of its associated ongoing debt burden. Such uses will include:

- A voluntary contribution to the repayment of debt (i.e. Voluntary Minimum Revenue Provision)
- The funding of (or contribution to) a capital scheme that will generate long term income streams that exceed the ongoing debt burden
- The funding of a capital scheme that will reduce expenditure or avoid costs at a level that exceeds the ongoing debt burden
- Any combination of the above

5. Short & Medium Term Capital Expenditure Needs & Priorities

- a. The short and medium term Capital expenditure needs of the Council will be driven by the Corporate Plan and be identified in Service Business Plans and the Corporate Asset Management Plan (CAMP).
- b. The CAMP is a consolidation of all existing Capital expenditure needs and priorities drawing on Service Asset Management Plans and other Corporate Priorities. It is both a “bottom up approach” (i.e. needs led) drawing upon changing demographics, changing demand and changing expectations of residents as well as a “top down” approach (i.e. priority led) based on the future direction of the Council set out in the Corporate Plan.
- c. In summary, the CAMP will identify:
 - The assets needed to deliver current and future services
 - The condition and sufficiency of those assets
 - The capital expenditure required to maintain and / or adapt those assets to ensure that they are “fit for purpose”
 - Unsuitable and surplus assets that are not required for the delivery of the Council’s services and could either be:
 - Re-used for another purpose
 - Re-developed or “mothballed” for future re-development
 - Transferred for Community or other Public Use
 - Disposed of via sale.
- d. The City Council has a wide range of service responsibilities, both statutory and non-statutory. In determining the needs and priorities for new Capital expenditure, a balanced approach will be taken to ensure that the needs and priorities of all service areas are considered including taking into account, the capital intensive nature of some services
- e. The Capital Strategy is dynamic and whilst the priorities and aspirations of the Council will remain broadly constant, the Capital expenditure to achieve those priorities may change. The Capital expenditure plans of the Council will be updated continuously and added to the Council’s Capital Programme following the proper approvals in accordance with the Council’s Constitution and Financial Rules. The Capital Planning process is described as part of the Financial Framework supporting the Delivery of the Capital Strategy in Section 7.

6. Long Term Capital Expenditure Aspirations

- a. It is recommended that the City Council endorses the short to medium and long-term aspirations of the Capital Strategy, as set out in appendix 1
- b. The longer term aspirations that the Council has for the City are ambitious and rely on the Council applying the resources at its disposal in ways which deliver the greatest impact. Those resources include Capital Resources which will be targeted at Capital expenditure that has the greatest prospect of delivering the Council's aspirations.
- c. The Council has developed a wide range of longer term Capital expenditure proposals aimed at meeting the "Vision for Portsmouth", some of which have partial funding, but the majority of which, are currently unfunded. Section 7 (Appendix 1) of this Strategy sets out the way in which these unfunded Capital expenditure plans could be achieved.
- d. The Council's key longer term Capital expenditure plans and aspirations aimed at delivering the Vision for Portsmouth are set out in Appendix 1.

7. Summary

- a. This strategy sets out the key capital expenditure priorities over the short, medium and longer term.
- b. Whilst the capital resources available are currently insufficient to meet all the capital expenditure Priorities of the Council, the financial framework set out in this strategy will provide the best opportunity for maximising resources and the best opportunity for applying those resources to that Capital expenditure which will make the greatest contribution to the Council's needs, priorities and aspirations.
- c. Inevitably plans to achieve the Council's objectives over the short, medium and long term will change as will the capital resources available. This strategy has been designed to be flexible enough to accommodate any such changes whilst being robust enough to enable the Council's core objectives to be achieved.

APPENDIX 1
Capital Aspirations (Short / Medium / Long-term)

KEY SHORT / MEDIUM / LONG TERM CAPITAL INVESTMENT NEEDS & PRIORITIES - 2021/22 ONWARDS

Corporate Plan	Nature of Capital Investment	Source of Funding			Expected Outcome
		Total Capital Cost £'000s	Borrowing Requirements £'000s	Other Funding £'000s	
Encourage regeneration built around our city's thriving culture	Jetty Repairs at The Camber Quay	2,500		2,500	Protect income to both the Council and the City
Encourage regeneration built around our city's thriving culture	Redevelopment of Former Horatia and Leamington House Sites	101,000	92,000	9,000	Increase supply of affordable housing
Encourage regeneration built around our city's thriving culture	Tipner Infrastructure	200,000		200,000	Provision of circa 3,500 homes and 1,000,000 sq. ft of marine employment space
Encourage regeneration built around our city's thriving culture	Cosham Masterplan	192,000	57,600	134,400	Provision of a community hub including circa 800 homes
Make our city cleaner, safer and greener	Local Transport Scheme (rolling programme)	6,000		6,000	Improving road safety across Portsmouth
Make our city cleaner, safer and greener	Design & Build 2000 Space Multi Story Car Park at the existing Park & Ride site	32,000		32,000	A city where all residents and visitors have opportunities to enhance their health and well-being and to be involved in building happier and healthier local communities
Make our city cleaner, safer and greener	Environmental Initiatives	9,170		9,170	To facilitate improvements to the city's environment
Make Portsmouth a great place to live, learn and play	Additional School Places - SEND	11,500		11,500	Investing in school buildings to create additional places and provide learning environments that meet the needs of all children
Make Portsmouth a great place to live, learn and play	Maintenance of School Buildings (rolling programme)	8,000		8,000	Maintain and improve PCC Assets
Make Portsmouth a great place to live, learn and play	Improving IT Infrastructure for Education and Children's Social Care	1,500		1,500	Maintain and improve PCC Assets
Make Portsmouth a great place to live, learn and play	PCC Estate Landlords Repairs & Maintenance (rolling programme)	10,400		10,400	Maintain and improve PCC Assets
Make Portsmouth a great place to live, learn and play	Sea Defences - Enhancements - Future Phases	10,000		10,000	To enhance the sea defences
Make sure our council is a caring, competent and collaborative organisation	Digital Strategy	1,750		1,750	Working to ensure we have a modern, flexible, highly skilled, supported and motivated workforce to provide services that meet the needs of our residents
Make Portsmouth a great place to live, learn and play / Make Portsmouth a city that works together, enabling communities to thrive and people to live healthy, safe and independent lives	Development of new burial site for faith Group	500		500	Dedicated burial space for different faith groups
Make Portsmouth a great place to live, learn and play / Make Portsmouth a city that works together, enabling communities to thrive and people to live healthy, safe and independent lives	Sports and Leisure Facility improvements (mainly Mountbatten Centre)	5,000	5,000		To ensure that the Mountbatten Centre remains fit for purpose and that it can respond to the latest needs in line with the next re-procurement. Improved physical participation and mental and physical health
Encourage regeneration built around our city's thriving culture	Berth 3 & 5 Linkspan Replacement	25,000	25,000		Protect income to both the Council and the City
Encourage regeneration built around our city's thriving culture	Pilot Boats	2,000		2,000	Maintain and improve PCC Assets

Corporate Plan	Nature of Capital Investment	Source of Funding			Expected Outcome
		Total Capital Cost £'000s	Borrowing Requirements £'000s	Other Funding £'000s	
Make Portsmouth a great place to live, learn and play	Replace Farlington Pavilion (7-10 years) plus match funding	5,000	2,500	2,500	Replace Pavilion
Make Portsmouth a great place to live, learn and play	Replace Langstone Pavilion	1,000	1,000		Replace Pavilion
Make Portsmouth a great place to live, learn and play	Invest in Young People's Play (£1m in alternate years)	5,000	5,000		Replace equipment over a period of years to spread life expectancy and to include works that are not necessarily fixed equipment in fenced sites
Make Portsmouth a great place to live, learn and play	Invest in Public Open Spaces	1,000	1,000		build outcomes of Covid 19 and invest in public open spaces to increase their value as public assets further- increasing maintenance and green features to cope with demand and meet public expectation
Make Portsmouth a great place to live, learn and play	Horsea Island Country Park- post Handover plan	200		200	Provision of country park experience for residents
Make Portsmouth a great place to live, learn and play	Japanese garden	125		125	complete refurbishment of garden
Make Portsmouth a great place to live, learn and play	Sports facilities refurbishment & Improvement	5,000	5,000		Maintained and Improved facilities
Make Portsmouth a great place to live, learn and play	Conversion of west chapel at Kingston Cemetery	500	250	250	Office accommodation and toilets
Encourage regeneration built around our city's thriving culture	Milton and South Kingston lodge refurbishment	1,000	500	500	Increase life & usage of assets
Encourage regeneration built around our city's thriving culture	Seafront & Old Portsmouth refurbishment & improvement (to include St Georges beach huts, Round Tower, Nelsons Column area, Hotwalls seawards side lighting, paving and resurfacing)	500		500	Maintain/Improve customer experience and increase life of assets
Make Portsmouth a great place to live, learn and play	Refurbishment of Southsea Library	250	125	125	Maintain/Improve customer experience
Make Portsmouth a great place to live, learn and play	IT Investment in Library service	250		250	Maintain/Improve customer experience
Make Portsmouth a great place to live, learn and play	Guildhall Renaissance Project	1,700	1,700		(Self funding)quality cultural/leisure provision for residents
Make Portsmouth a great place to live, learn and play	Refurbishment of the Rose Gardens	125		125	Refurbishment of gardens
Encourage regeneration built around our city's thriving culture	Regeneration of Former Tricorn Site	125,000	62,500	62,500	The delivery of Additional Residential accommodation, employment and public realm improvements in the City Centre
Encourage regeneration built around our city's thriving culture	Regeneration of Sainsbury's Site	200,000	180,000	20,000	The delivery of Additional Residential accommodation, employment and public realm improvements in the City Centre
	Total Investment	964,970	439,175	525,795	

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PART II Borrowing and Investing

A key activity is to know when and how much to borrow when the Council requires more cash, and investing when the Council has surplus cash. In this way, it manages the Council's cashflows. This activity is known as treasury management.

1. Net Debt

Borrowings increase when capital schemes are financed from borrowing, and decrease when debt is repaid.

The Council's reserves and working capital are invested until the money is required to finance expenditure.

The Council's forecast net debt, i.e. its borrowings less its investments is summarised in the table below. This forecast is based on the Council using its reserves to finance capital expenditure in the medium term, rather than undertaking new external borrowing. This is beneficial to the Council's revenue budget as the interest on borrowings normally exceeds the return on the Council's investments. However, this position cannot be maintained in the long term with the Council's net debt increasing year on year, and eventually the Council will have to undertake further external borrowing.

	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
	£m	£m	£m	£m	£m	£m
Borrowings	778	762	747	735	721	710
Less Investments	(387)	(236)	(159)	(128)	(94)	(93)
Net Debt	391	526	588	607	627	617

2. Borrowing

The principle source of borrowing comes from the Public Works Loan Board, (PWLB) which is operated by HM Treasury. The PWLB offers a range of loan durations and principal repayment methods to Local Authorities. The PWLB represents a competitive source of borrowing for the Council.

This Capital Strategy identifies capital aspirations that may be included in future capital programmes. Prior to any borrowing, a full business case and financial appraisal is prepared that can satisfactorily demonstrate with good certainty that cost savings / additional income or value uplift of the development which will accrue directly the Council, will at least cover the cost of that borrowing on a sustained basis over the lifetime of the borrowing undertaken.

Outstanding long-term debt is reviewed regularly with a view to early redemption and rescheduling; although premiums would be payable to the lender and consequently early redemption and rescheduling are rarely financially beneficial to the Council.

2.1. Affordability of Borrowing

In order to ensure future budgets remain affordable, with the exception of debt repaid using capital receipts, the Council needs to be aware that capital expenditure financed from prudential borrowing incurs both **interest costs** and a **Minimum Revenue Provision (MRP)** for the repayment of debt.

Following the decision by the PWLB on 25 November 2020 to decrease their margin over gilt yields by 100 bps to 80 basis points on loans lent to local authorities, interest costs on new borrowing will be significantly lower. At the same time the Chancellor denied access to the PWLB for any local authority that has the purchase of assets primarily for yield in its three year capital programme.

The Council has a policy of calculating MRP on an annuity basis. This means that MRP will start at a relatively low level but require increasing amounts of MRP to be set aside year on year, especially for assets with long useful economic lives. This creates a period of relatively low MRP during the early years when either income can be generated or savings can accrue. The distribution of MRP over the life of a capital scheme is determined by the prevailing interest rate. The lower the interest rate, the higher the MRP is in the early years. Therefore, although the interest costs on new borrowing will be lower, MRP in the early years will be higher.

It is estimated that MRP will increase to the following amounts in the short-term.

Year	MRP
2021/22	£11.3m
2022/23	£11.9m

The inclusion of further schemes in the capital programme financed by prudential borrowing will further increase the MRP.

2.2. Key Risks

There are risks with borrowing more than the Council can afford. In order to mitigate these risks, the **Chartered Institute of Public Finance and Accountancy (CIPFA)** has produced the **Prudential Code** for Capital Finance in Local Authorities, which is a statutory code governing local authority borrowing. The Prudential Code requires the Council to establish various indicators over a minimum of 3 years to demonstrate that its capital programme is both affordable and prudent. The Council publishes its **Prudential Indicators**, over a 5 year period, within its capital programme and the Council then reports its position against the prudential indicators at the end of each financial year.

In order to ensure that the borrowing required to finance the capital programme is affordable, the Council:

- estimates the ratio of its financing costs to its net revenue stream

In order to ensure that the Council's capital programme is prudent, the Council:

- publishes a capital programme which includes estimates of its underlying need to borrow as measured by its capital financing requirement
- Is required to approve an **Authorised Limit** for external debt and an **Operational Boundary** when it approves its capital programme.

The **Authorised Limit** for external debt, as set by the City Council, is the maximum amount of debt which the authority may legally have outstanding at any time. The authorised limit includes headroom to enable the Council to undertake borrowing to take advantage of unexpected movements in interest rates and to accommodate any short-term debt or unusual cash movements that could arise during the year

Whilst the **Authorised Limit** cannot be breached, the **Operational Boundary** is based on the probable external debt during the course of the year. It is not a limit, but acts as a warning mechanism to prevent the authorised limit (above) being breached.

2.3. Sensitivity Analysis

The Council's gross debt at 31 March 2020 was as follows:

	£m	£m
Fixed Rate Borrowing	622	
Finance Leases	1	
Private Finance Initiative (PFI) Schemes	62	
Sub Total - Fixed Rate Debt		685
Lenders Option Borrowers Option (LOBO) Loan	11	
Retail Price Index (RPI) linked loan	68	
Sub Total - Variable Rate Debt		79
Total Gross Borrowing		764

90% of the Council's borrowing has a fixed interest rate, but the Council does have two variable rate loans.

- The lender of the LOBO loan has an option to increase the interest rate every two years. The lenders next option is on 19 March 2021. If the lender does increase the interest rate the Council then has the option to repay the loan.
- The Council has £68m outstanding on a loan which links the instalments payable by the Council to the RPI. The Council has leased the Isle of Wight Ferry Terminal in White Heart Road to Wightlink on an RPI linked rent that mirrors the instalments payable on this loan mitigating the consequences of increases in RPI.

2.4. Minimum Revenue Provision (MRP) for Debt Repayment

Early in 2018 the Government issued revised statutory guidance on MRP requiring the repayment of all General Fund prudential borrowing to be provided for within 50 years. The following MRP policies (applied to calculating the MRP) are set out in the table below and are fully compliant with this policy. It is recommended the City Council

approves the Annual Minimum Revenue Provision (MRP) for Debt Repayment Policies set out in the table below (Recommendation 3.2a).

Borrowing	MRP Methodology
<u>General Fund Borrowing:</u>	
Supported borrowing other than finance leases and service concessions including private finance initiative schemes #	50 year annuity
Finance leases and service concessions including private finance initiative schemes *	MRP equals the principal repayments made to lessors and PFI operators
Prudential borrowing excluding borrowing to fund long term debtors (including finance leases), investment properties and equity shares purchased in pursuit of policy objectives	Annuity over life of asset
Prudential borrowing to fund long term debtors	The repayments of principal are set aside to repay the borrowing that financed the original advance
Prudential borrowing to fund finance leases	The principal element of the rent receivable be set aside to repay the borrowing that financed these assets
Prudential borrowing to fund investment properties with an expected holding period of under 50 years	The repayment of unsupported borrowing will be provided for by setting aside the capital receipt when the property is disposed of unless the carrying (market) value of the property falls below that part of the purchase price financed from unsupported borrowing. If this happens MRP will be made for the shortfall over the residual life of the property
Prudential borrowing to fund investment properties with an expected holding period of over 50 years	Annuity over life of asset
Prudential borrowing to fund equity shares purchased in pursuit of policy objectives	25 year annuity
<u>Housing Revenue Account (HRA)</u>	No MRP debt will be provided until 2023 / 24. From 2024/25 it will be provided again for the HRA Self Financing Payment in equal instalments over 30 years. MRP is not provided for other HRA debt.

The Council applied the last of its supported borrowing 2011/12

* If transactions that take the legal form of finance leases but in substance amount to borrowing, the MRP policy relating to self - financed borrowing will be adopted. An example of when this could happen would be when the Council grants a head lease to an institution in return for an upfront premium and leases the asset back from the same institution in return for a rent.

The Council had a review of its MRP policy in 2016/17. As a consequence, it highlighted that the previous methods used in the past have resulted in over provisions of MRP from 2008/09 to 2015/16 of £22.6m. The Director of Finance and Resources (Section 151 Officer) will release the over provision of MRP back into General Fund balances over a prudent period by reducing the MRP in future years under delegated authority. The Director of Finance and Resources (Section 151 Officer) reduced the MRP by £2.3m in 2019/20. At this rate of release, the Council's MRP will be reduced for a further 6 years. It is not considered prudent to release the over provision of MRP back into the General Fund balances in a single year.

The S.151 Officer is given delegated authority to make a voluntary minimum revenue provision in circumstances where it is considered necessary to relieve the Council of the on-going debt burden associated with an appropriation as described in Part I of the Capital Strategy.

3. Investment of Surplus Cash

All council cash investments have been in accordance with the Council's Treasury Management Policy.

The Council is forecast to have a significant amount of core surplus cash for the foreseeable future.

3.1. Due Diligence

The Council initially identifies suitable investments using credit ratings from Fitch, Moody's, and Standard and Poor. Where possible, credit ratings are compared to insurance premiums against a counter party defaulting. Insurance premiums against a counter party defaulting can be compared to a widely used index of the market (ITRAAX). If the market has concerns about a borrower, it should be reflected in a higher insurance premium. Although credit ratings are supported by an in depth analysis of the borrower, insurance premiums provide a more up to date indicator of a borrower's credit worthiness. Prior to making investments, any news relating to the borrower is also taken into account.

Other sources of information that is relevant to particular sectors is also taken into account either as a substitute for credit ratings and insurance premiums in sectors where these are not available or to supplement credit ratings and insurance premiums. Examples of this are the governance and viability ratings assigned to larger registered social landlords (RSLs) by the Homes and Communities Agency (HCA), and data sets published by the Building Societies Association

For further detail on the Council's investment criteria, see the Treasury Management Policy.

3.2. Investment in Commercial Properties Acquired Through the Capital Programme

According to the CIPFA Treasury Management Code, investment properties acquired through the capital programme are regarded as investments in addition to investments of surplus cash.

3.3. Statutory Guidance

The Government issued revised statutory guidance on local government investments early in 2018 coming into effect from 01 April 2018. The guidance requires Councils not to borrow to acquire investment property portfolios primarily in order to generate profits.

The Government's revised statutory guidance also requires local authorities to present a range of indicators to allow members and other interested parties to understand the total exposure from borrowing and investment decisions. It is recommended that the indicators contained in the Appendix be approved. The Government's statutory guidance requires the Council to consider the long term sustainability risk implicit in becoming too dependent on commercial income or in taking out too much debt relative to net service expenditure. In particular, the Government's statutory guidance requires the City Council to set limits that cannot be exceeded for gross debt compared to net service expenditure, and for commercial income as a percentage of net service expenditure. It is recommended that if these limits are exceeded, the Director of Finance and Resources (Section 151 Officer) bring a report to the Cabinet and City Council.

3.4. Activity in the Investment Property Market

Prior to this guidance coming into effect, as at 31 March 2018, the Council had spent £128m on acquiring commercial properties outside the Portsmouth economic area solely to generate income to support the services that the Council provides.

The Council's capital programme provided for £183.0m for the acquisition of commercial properties.

- a. £171.9m of this budget was spent by 31 March 2020
 - i. £13.6m on Portsmouth Retail Park and
 - ii. £158.2m outside the Portsmouth economic area, leaving
- b. £11.1m to be spent in 2020/21.

On 25 November 2020, the Chancellor denied access to the Public Works Loans Board (PWLB) for any local authority, which has the purchase of assets primarily for yield in its three-year capital programme. There are no purchases of investment property primarily for yield in the capital programme from 2021/22 onwards.

All such acquisitions require a business case and full financial appraisal. All previous acquisitions were approved by the Director of Property and the Section 151 Officer in consultation with the Leader of the City Council.

The detailed business case and financial appraisal includes building surveys, environmental surveys and valuations in accordance with the Red Book. In addition, properties are revalued on an annual basis.

The Commercial Property Portfolio is managed by an in house team who are qualified members of the Royal Institute of Chartered Surveyors.

3.5. Investment Indicators

Gross General Fund (GF) Debt to GF Net Service Expenditure

The Council's GF borrowing is forecast to be 3.3 times its GF net service expenditure in 2021/22. It is recommended that GF borrowing be limited to 4.5 times GF net service expenditure in 2021/22. This will allow further borrowing to be undertaken if it is financially advantageous.

Income from Investment Properties to General Fund (GF) Net Service Expenditure

The Council will depend on Income from investment properties to fund 6.0% of its estimated GF net service expenditure in 2021/22. In order to ensure that the Council does not become over dependent on income it is recommended that no more than 9.0% of GF net service expenditure will be funded from investment income.

Interest Cover

The Council's investment property portfolio has been financed from borrowing. There is therefore a risk that income from investment properties may be insufficient to pay the interest incurred on the associated debt. However, the net income from the investment property portfolio exceeds the cost of the associated interest 2.6 times.

Loan to Value Ratio

The Council's investment property portfolio has only recently been acquired, but the market value of the properties is thought to be sufficient to repay the borrowing that financed their acquisition.

Forecast Income Returns

The investment property portfolio is expected to make a net return of 3.1% against the value of the properties in 2021/22. There is a dip in the net income from the investment property portfolio in 2019/20 due to one of the properties being refurbished.

Gross and Net Income from Investment Properties

The investment property portfolio is expected to generate a retained income of £5.4m in 2021/22.

External Operating Costs

External operating costs are driven by lease events such as rent reviews and lease renewals. Some years have more lease events than others.

4. Skills and Knowledge

The issues covered by this report are in their nature complex so all the Council's senior finance staff are chartered accountants. Where the Council does not have the necessary in-house skills and services, it employs Link Asset Services to provide interest rate and economic forecasts, and counter party information.

The Finance Manager (Technical and Financial Planning) who manages the treasury function also holds the Association of Corporate Treasurers Certificate in Treasury Management. The Finance Manager (Technical & Financial Planning) is assisted by the Treasury Manager who is a qualified Chartered Certified Accountant and also holds the Association of Corporate Treasurers Certificate in Treasury Management.

At 31 March 2020 £65,760,000 of the Council's investments of surplus cash were being managed externally consisting of £57,910,000 invested in instant access money market funds and £7,850,000 invested in corporate bonds that were being externally managed.

The City Council is also a member of Chartered Institute of Public Finance and Accountancy's (CIPFA) Treasury Management Network which provides training events throughout the year. Some training is also provided by Link Asset Services. Additional training for investment staff is provided as required.

Councillors are offered training by an external consultant to provide them with an overview of treasury management after the local government elections.

5. Treasury Management Reporting

Treasury management has been defined by the Chartered Institute of Public Finance and Accountancy (CIPFA) as "the management of an organisations borrowing, investments and cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks". Put simply, the Council's approach to cash flow includes:

- borrowing when the Council requires more cash
- Investing when the Council has surplus cash

In addition to the Capital strategy, the Council also has a Treasury Management Strategy. The Treasury Management Strategy contains:

- the Treasury Management Indicators that set the boundaries within which treasury management activities will be undertaken and
- an Annual Investment Strategy that specifies how surplus cash will be invested

To demonstrate good governance, all treasury management reports are taken to the Governance and Audit and Standards Committee and all Treasury management reports requiring policy decisions are taken to the Cabinet and the City Council.

Report	Reporting of Compliance & Performance in Previous Period	Policy Changes	Audience
Treasury Management Policy		Yes	G&A&S Committee Cabinet City Council
Treasury Management Quarter 1 Monitoring	Yes		G&A&S Committee
Treasury Management Mid-Year Review	Yes	Yes	G&A&S Committee Cabinet City Council
Treasury Management Quarter 3 Monitoring	Yes		G&A&S Committee
Treasury Management Outturn	Yes		G&A&S Committee

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INVESTMENT INDICATORS

Gross General Fund (GF) Debt to GF Net Service Expenditure						
This provides an indication of the Council's financial strength and its ability to repay its debts. Statutory government guidance requires a limit to be placed on the number of times gross debt can exceed net service expenditure.						
	2020/21 Estimate	2021/22 Estimate	2022/23 Estimate	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate
Forecast	245%	325%	286%	263%	240%	228%
Recommended Limit	400%	450%	450%	450%	450%	450%

Forecast Investment Income to General Fund Net Service Expenditure						
This provides an indication of how dependent the Council is on commercial income and other long term investments to fund its services.						
	2020/21 Estimate	2021/22 Estimate	2022/23 Estimate	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate
Investment Properties	3.9%	5.5%	5.1%	5.0%	5.0%	4.9%
Long Term Treasury Management Investments	0.8%	0.5%	0.3%	0.1%	0.1%	0.1%
Overall Investment Income	4.7%	6.0%	5.4%	5.1%	5.1%	5.0%

Limit on Investment Income to General Fund Net Service Expenditure						
Statutory government guidance requires a limit to be placed on the Council's dependence on commercial income and other long term income to fund its services						
	2020/21 Estimate	2021/22 Estimate	2022/23 Estimate	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate
Investment Properties	5.9%	8.2%	7.6%	7.6%	7.5%	7.4%
Long Term Treasury Management Investments	1.2%	0.7%	0.5%	0.1%	0.1%	0.1%
Overall Investment Income	7.1%	9.0%	8.2%	7.7%	7.6%	7.5%

Interest Cover						
This provides a measure of the risk that net income from investment properties will be insufficient to pay the interest on the debt that financed their acquisition						
	2020/21 Estimate	2021/22 Estimate	2022/23 Estimate	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate
Investment Properties	257%	261%	264%	267%	271%	274%

Loan to Value Ratio						
This indicator shows whether the market value of the investment properties is likely to be sufficient to repay the debt that financed them.						
	2020/21 Estimate	2021/22 Estimate	2022/23 Estimate	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate
Investment Properties	103%	103%	103%	103%	103%	103%

Forecast Income Returns						
This is a measure of the achievement of the portfolio of properties.						
	2020/21 Estimate	2021/22 Estimate	2022/23 Estimate	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate
Investment Properties	2.94%	3.08%	3.06%	3.12%	3.25%	3.32%
Long Term Treasury Management Investments	0.74%	0.72%	0.87%	1.32%	1.32%	2.00%

Gross and Net Income from Investment Properties						
This indicator shows how much of the gross income is being retained by the Council.						
	2020/21 Estimate £'000s	2021/22 Estimate £'000s	2022/23 Estimate £'000s	2023/24 Estimate £'000s	2024/25 Estimate £'000s	2025/26 Estimate £'000s
Gross Income	8,724,907	8,833,969	8,944,393	9,056,198	9,169,401	9,284,018
Net Income	5,125,353	5,369,414	5,344,839	5,441,644	5,679,846	5,794,464

External Operating Costs						
This indicator shows the trend in operating costs over time, as the portfolio expands.						
	2020/21 Estimate £'000s	2021/22 Estimate £'000s	2022/23 Estimate £'000s	2023/24 Estimate £'000s	2024/25 Estimate £'000s	2025/26 Estimate £'000s
Investment Properties	210,000	75,000	210,000	225,000	100,000	100,000

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Agenda Item 9



Title of meeting:	Governance and Audit and Standards Committee Cabinet City Council
Date of meeting:	05 March 2021 (Governance and Audit and Standards Committee) 09 March 2021 (Cabinet) 16 March 2021 (City Council)
Subject:	Treasury Management Policy 2021/22
Report by:	Chris Ward, Director of Finance and Resources (Section 151 Officer)
Wards affected:	All
Key decision:	Yes
Full Council decision:	Yes

1. **Executive Summary of the Treasury Management Policy Statement**

1.1. Treasury Management Policy

The attached Treasury Management Policy sets out the Council's policies on borrowing and investing surplus cash for 2021/22.

The Prudential Code produced by the Chartered Institute of Public Finance and Accountancy (CIPFA) requires the City Council to approve a Capital Strategy (reported elsewhere on the Cabinet Agenda for 9 March 2021) providing an overview of the Council's plans for capital expenditure, its borrowing and its investments.

The Treasury Management Policy also sets a number of treasury management indicators that will establish the boundaries within which treasury management activities will be undertaken. These are contained in paragraph 4.7 and appendix 5.1 of the Treasury Management Policy attached.

1.2. Annual Investment Strategy

The Treasury Management Policy includes the strategy for the investment of surplus cash, known as the Annual Investment Strategy, which establishes the types of investment, investment counter parties and investment durations that the Council will operate within.

2. Purpose of report

- 2.1 The purpose of this report is to obtain the Council's approval of the updated Treasury Management Policy Statement (attached) which includes the Annual Investment Strategy.

3. Recommendations

- 3.1 That the upper limit for principal sums invested for longer than 365 days contained in paragraph 4.7 of the attached Treasury Management Policy Statement be approved;
- 3.2 That the upper and lower limits on the maturity structure of borrowing contained in appendix 5.1 of the attached Treasury Management Policy Statement be approved;
- 3.3 That the attached Treasury Management Policy Statement including the Treasury Management Strategy and Annual Investment Strategy for 2021/22 be approved;
- 3.4 That the following change compared to the previous Annual Investment Strategy be noted:
- (i) that a second loans pool be established in 2020/21 consisting of the three £20m loans that were taken from the Public Works Loans Board (PWLB) at the Housing Revenue Account (HRA) Certainly Rate, and that the borrowing costs on these loans be charged to the HRA in their entirety.
- 3.5 As set out in paragraph 1.4 of the Treasury Management Policy Statement, the Director of Finance and Resources (Section 151 Officer) and officers nominated by him have delegated authority to:
- (i) invest surplus funds in accordance with the approved Annual Investment Strategy;
 - (ii) borrow to finance short term cash deficits and capital payments from any reputable source within the authorised limit for external debt of £963m approved by the City Council on 9 February 2021;
 - (iii) reschedule debt in order to even the maturity profile or to achieve revenue savings;
 - (iv) to buy and sell foreign currency, and to purchase hedging instruments including forward purchases, forward options and foreign exchange rate swaps to mitigate the foreign exchange risks associated with some contracts that are either priced in foreign currencies or where the price is indexed against foreign currency exchange rates;
- 3.6 That the Director of Finance and Resources (Section 151 Officer) has the power to delegate treasury management operations to relevant staff;

- 3.7 That the Chief Executive, the Leader of the City Council and the Chair of the Governance and Audit and Standards Committee be informed of any variances from the Treasury Management Policy when they become apparent, and that the Leader of the City Council be consulted on remedial action (paragraph 1.2.2 of Treasury Management Policy Statement).

4 Background

4.1 The Council's treasury management operations cover the following:

- Cash flow forecasting (both daily balances and longer term forecasting)
- Investing surplus funds in approved investments
- Borrowing to finance short term cash deficits and capital payments
- Management of debt (including rescheduling and ensuring an even maturity profile)
- Interest rate exposure management
- Hedging foreign exchange rate risks

4.2 The key risks associated with the Council's treasury management operations are:

- Credit risk - i.e. that the Council is not repaid, with due interest in full, on the day repayment is due;
- Liquidity risk - i.e. that cash will not be available when it is needed, or that the ineffective management of liquidity creates additional, unbudgeted costs;
- Interest rate risk - that the Council fails to get good value for its cash dealings (both when borrowing and investing) and the risk that interest costs incurred are in excess of those for which the Council has budgeted;
- Exchange rate risk - the risk that fluctuations in foreign exchange rates create an unexpected or unbudgeted burden on the organisation's finances, against which the organisation has failed to protect itself adequately;
- Inflation risk, i.e. the chance that cash flows from an investment won't be worth as much in future because of changes in purchasing power due to inflation;
- Maturity (or refinancing risk) - this relates to the Council's borrowing or capital financing activities, and is the risk that the Council is unable to repay or replace its maturing funding arrangements on appropriate terms;

- Procedures (or systems) risk - i.e. that a treasury process, human or otherwise, will fail and planned actions are not carried out through fraud, error or corruption.

- 4.3 The total borrowings of the Council at 1 April 2021 are estimated to be £778m. The Council's investments at 1 April 2021 are estimated to be £387m. The cost of the Council's borrowings and the income derived from the Council's short-term treasury investments (i.e. excluding commercial property investments) are included within the Council's treasury management budget of £32.5m per annum. The Council's treasury management activities account for a significant proportion of the Council's overall budget. As a consequence the Council's Treasury Management Policy aims to manage risk while optimising costs and returns. The Council will monitor and measure its treasury management position against the indicators contained in the Treasury Management Policy.
- 4.4 The City Council has adopted CIPFA's Treasury Management in the Public Services Code of Practice. The Code of Practice requires the City Council to approve a Treasury Management Strategy before the start of the financial year.
- 4.5 In addition the Government has issued statutory guidance that requires the Council to approve an Annual Investment Strategy before the start of the financial year.
- 4.6 The Treasury Management Strategy, and the Annual Investment Strategy are all contained within the attached Treasury Management Policy Statement.

5. Reasons for recommendations

- 5.1 The recommendations provide assurance that the Council's attached Treasury Management Policy Statement reflects CIPFA's Treasury Management Code of Practice and have regard to statutory guidance issued by the Government. These are designed to:
- Enable the Council to borrow funds as part of managing its cash flow or to fund capital expenditure in a way that minimises risk and costs;
 - Provide for the repayment of borrowing;
 - Ensure that the Council's investments are secure;
 - Ensure that the Council maintains sufficient liquidity;
 - Maximise the yield on investments in a way that is commensurate with maintaining the security and liquidity of the investment portfolio;

- Allow the Housing Revenue Account (HRA) to have the full benefit of borrowing from the Public Works Loans Board (PWLB) at the lower HRA Certainty Rate.

5.2 Until 2019/20, the Council operated a single loans pool with a share of borrowing costs being charged to the HRA.

5.3 Between 11 March 2020 and 25 March 2020 the PWLB introduced an HRA Certainty Rate that was 1% below the General Fund Certainty rate. In the first quarter of 2020/21 the Council borrowed £60m from the PWLB at the HRA Certainty Rate to finance the HRA capital programme. In order to allow the HRA to have the whole benefit of this lower rate, it is recommended that these loans are placed in a second loans pool and charged to the HRA in their entirety. The cost of the Council's other borrowing will continue to be apportioned between the General Fund and the HRA.

5.4 There are no other changes to the Treasury Management Policy.

6. Integrated impact assessment

6.1 The contents of this report does not significantly impact Portsmouth's communities (other than through the finances of the City Council), or equality and diversity.

7. Legal implications

7.1 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.

8. Director of Finance's comments

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

.....
Signed by:

Appendices: Treasury Management Policy Statement 2021/22

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:

Location:	Location
Information pertaining to the Treasury Management Strategy	Financial Services

TREASURY MANAGEMENT POLICY STATEMENT FOR 2021/22 INCLUDING:

- **TREASURY MANAGEMENT STRATEGY**
- **ANNUAL INVESTMENT STRATEGY**

**Portsmouth City Council
Director of Finance and Resources (Section 151
Officer)**

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1. INTRODUCTION

1.1 Background

- 1.1.1 The Council is required to operate a balanced budget, which broadly means that cash raised during the year will meet cash expenditure. Part of the treasury management operation is to ensure that this cash flow is adequately planned, with cash being available when it is needed. Surplus monies are invested in low risk counterparties or instruments commensurate with the Council's risk appetite, providing adequate liquidity initially before considering investment return.
- 1.1.2 The second main function of the treasury management service is the funding of the Council's capital plans. These capital plans provide a guide to the borrowing need of the Council, essentially the longer-term cash flow planning, to ensure that the Council can meet its capital spending obligations. This management of longer-term cash may involve arranging long or short-term loans, or using longer-term cash flow surpluses. On occasion, when it is prudent and economic, any debt previously drawn may be restructured to meet Council risk or cost objectives.
- 1.1.3 The contribution the treasury management function makes to the authority is critical, as the balance of debt and investment operations ensure liquidity or the ability to meet spending commitments as they fall due, either on day-to-day revenue or for larger capital projects. The treasury operations will see a balance of the interest costs of debt and the investment income arising from cash deposits affecting the available budget. Since cash balances generally result from reserves and balances, it is paramount to ensure adequate security of the sums invested, as a loss of principal will in effect result in a loss to the General Fund Balance.
- 1.1.4 Whilst any commercial initiatives or loans to third parties will affect the treasury function, these activities are generally classed as non-treasury activities, (arising usually from capital expenditure), and are separate from the day-to-day treasury management activities.
- 1.1.5 The Chartered Institute of Public Finance and Accountancy (CIPFA) defines treasury management as:

“The management of the local authority's borrowing, investments and cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks.”

1.2 Reporting requirements

1.2.1 Capital Strategy

The revised CIPFA 2017 Prudential and Treasury Management Codes require all local authorities to prepare an additional report, a capital strategy report, which will provide the following:

- a high-level long term overview of how capital expenditure, capital financing and treasury management activity contribute to the provision of services
- an overview of how the associated risk is managed
- the implications for future financial sustainability

The aim of this Capital Strategy is to ensure that all elected members on the full council fully understand the overall long-term policy objectives and resulting capital strategy requirements and governance procedures.

This Capital Strategy (reported elsewhere on the Cabinet Agenda for 9 March 2021) is reported separately from the Treasury Management Strategy Statement; non-treasury investments will be reported through the former. This ensures the separation of the core treasury function under security, liquidity and yield principles, as distinct from the policy on commercial investments usually driven by expenditure on an asset. The Capital Strategy will show:

- The corporate governance arrangements for these types of activities;
- Any service objectives relating to the investments;
- The expected income, costs and resulting contribution;
- The debt related to the activity and the associated interest costs;
- The debt payback period (MRP policy);
- For non-loan type investments, the cost against the current market value;
- The risks associated with each activity.

Where a physical asset is being bought, details of market research, advisers used, ongoing costs and investment requirements and any credit information will be disclosed, including the ability to sell the asset and realise the investment cash.

If any non-treasury investment sustains a loss during the final accounts and audit process, the strategy and revenue implications will be reported through the same procedure as the Capital Strategy.

To demonstrate the proportionality between the treasury operations and the non-treasury operation, high-level comparators are shown throughout this report.

1.2.2 Treasury Management reporting

The Council is currently required to receive and approve, as a minimum, three main treasury reports each year, which incorporate a variety of policies, estimates and actuals.

- a. **Treasury Indicators and Treasury Strategy** (this report) - The first, and most important report is forward looking and covers:
 - the treasury management strategy, (how the investments and borrowings are to be organised), including treasury indicators; and
 - an investment strategy, (the parameters on how investments are to be managed).
- b. **A Mid-year Treasury Management report** – This is primarily a progress report and will update members on the treasury management position, amending prudential and treasury management indicators as necessary, and revising any policies if required. In addition, the Governance and Audit and Standards Committee will receive quarterly update reports.
- c. **An Annual Treasury report** – This is a backward looking review document and provides details of a selection of actual prudential and treasury indicators and actual treasury operations compared to the estimates within the strategy.

1.2.3 Scrutiny

The above reports are required to be adequately scrutinised before being recommended to the Council. This role is undertaken by the Governance and Audit and Standards Committee.

In addition, the Governance and Audit and Standards Committee receives quarterly treasury management monitoring reports.

The Chief Executive, the Leader of the City Council and the Chair of the Governance and Audit and Standards Committee will be informed of any variances from the Treasury Management Policy when they become apparent, and the Leader of the City Council will be consulted on remedial action.

1.3 Treasury Management Strategy for 2021/22

The strategy for 2021/22 covers:

- the current treasury position;
- treasury indicators which limit the treasury risk and activities of the Council;
- prospects for interest rates;
- the borrowing strategy including the risk appetite;
- policy on borrowing in advance of need;
- debt rescheduling;
- the investment strategy including the risk appetite;
- creditworthiness policy; and
- the policy on use of external service providers.

1.4 Treasury Management Staff

1.4.1 The treasury management function is undertaken by the Director of Finance and Resources (Section 151 Officer). This includes (i) investing surplus funds in accordance with the approved Annual Investment Strategy; (ii) borrowing to finance short term cash deficits and capital payments from any reputable source within the authorised limit for external debt; (iii) rescheduling debt in order to even the maturity profile or to achieve revenue savings and; (iv) to buy and sell foreign currency and hedge against currency movements to fulfil contracts priced in or indexed against foreign currencies. The Director of Finance and Resources will have the power to delegate authority to undertake these functions to relevant officers including the Deputy Director of Finance and Section 151 Officer, the Finance Manager (Technical and Financial Planning), the Treasury Manager and various back up cash dealers drawn from the Finance Directorate. The Director of Finance and Resources (Section 151 Officer), the Deputy Director of Finance and Section 151 Officer, and the Finance Manager (Technical and Financial Planning) are all qualified Chartered Public Finance Accountants.

1.5 Treasury Management Consultants

1.5.1 The Council uses "Link Asset Services, Treasury Solutions" as its external treasury management advisors.

1.5.2 The Council recognises that responsibility for treasury management decisions remains with the organisation at all times and will ensure that undue reliance is not placed upon the services of our external service providers. All decisions will be undertaken with regards to all available information, including from, but not solely, our treasury advisers.

1.5.3 It also recognises that there is value in employing external providers of treasury management services in order to acquire access to specialist skills and resources. The Council will ensure that the terms of their appointment and the methods by which their value will be assessed are properly agreed and documented, and subjected to regular review.

- 1.5.4 The scope of investments within the Council's operations now includes both conventional treasury investments, (the placing of residual cash from the Council's functions), and more commercial type investments, such as investment properties. The commercial type investments require specialist advisers, and the Council uses Avison Young in relation to this activity.

2. THE CAPITAL PRUDENTIAL INDICATORS 2021/22 – 2025/26

The Council's capital expenditure plans are the key driver of treasury management activity. The output of the capital expenditure plans is reflected in the prudential indicators, which are designed to assist members' overview and confirm capital expenditure plans.

2.1 Capital expenditure

The capital programme approved by the City Council on 11 February 2021 can be summarised in table A as follows:

Table A	2019/20 Actual	2020/21 Revised Estimate	2021/22 Estimate	2022/23 Estimate	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate
	£m	£m	£m	£m	£m	£m	£m
Investment Properties	12	11	-	-	-	-	-
Other Non - Housing Revenue Account (HRA)	219	204	211	108	66	39	37
Sub - Total	231	215	211	108	66	39	37
Housing Revenue Account (HRA)	25	50	71	56	52	49	31
Total	256	265	282	164	118	88	68
Element financed from borrowing	177	56	110	53	26	27	-

Capital expenditure on commercial activities / non-financial investments including investment properties is entirely financed from borrowing.

2.2 The Council's borrowing need (the Capital Financing Requirement)

2.2.1 The second prudential indicator is the Council's Capital Financing Requirement (CFR). The CFR is simply the total historic outstanding capital expenditure which has not yet been paid for from either revenue or capital resources. It is essentially a measure of the Council's indebtedness and therefore its underlying borrowing need. Any capital expenditure above, which has not immediately been paid for through a revenue or capital funding resource, will increase the CFR.

2.2.2 The CFR does not increase indefinitely, and is reduced by the minimum revenue provision (MRP) which is a statutory annual revenue charge that reduces the indebtedness broadly in line with each assets life, thus the economic consumption of capital assets as they are used is charged to the Council's Revenue Budget.

2.2.3 The CFR includes any other long-term liabilities (e.g. PFI schemes, finance leases). Whilst these increase the CFR, and therefore the Council's borrowing requirement, these types of scheme include a borrowing facility by the PFI, or lease provider and so the Council is not required to separately borrow for these schemes. The Council currently has £62m of such schemes within the CFR.

The projected CFR is shown below:

Table B	2019/20 Actual	2020/21 Estimate	2021/22 Estimate	2022/23 Estimate	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate
Capital Financing Requirement (£m)							
Investment Properties	160	171	171	171	171	171	171
Other Non - Housing Revenue Account (HRA)	461	474	549	568	567	569	561
Sub - Total	621	645	720	739	738	740	732
Housing Revenue Account (HRA)	178	200	224	244	261	275	272
Total CFR	799	845	944	983	999	1,015	1,004
Movement in CFR	172	46	99	39	16	16	(11)

Movement in CFR represented by (£m)							
Net financing need for the year (above)	177	56	110	53	26	27	-
Less MRP	(5)	(10)	(11)	(14)	(10)	(11)	(11)
Movement in CFR	172	46	99	39	16	16	(11)

A key aspect of the regulatory and professional guidance is that elected members are aware of the size and scope of any commercial activity in relation to the authority's overall financial position. The capital expenditure figures shown in 2.1 and the details above demonstrate the scope of this activity and, by approving these sums; consider the scale proportionate to the Authority's remaining activity.

2.3 Core funds and expected investment balances

2.3.1 The application of resources (capital receipts, reserves etc.) to either finance capital expenditure or other budget decisions to support the revenue budget will have an ongoing impact on investments unless resources are supplemented each year from new sources (asset sales etc.). Detailed below are estimates of the year-end balances for each resource and anticipated day-to-day cash flow balances.

Table C Year End Resources £m	2019/20 Actual	2020/21 Estimate	2021/22 Estimate	2022/23 Estimate	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate
Fund balances / reserves	244	268	230	205	200	194	191
Capital grants unapplied	58	58	58	58	58	58	58
Capital receipts	17	19	21	23	25	27	29
Provisions	13	13	13	13	13	13	13
Other	29	29	29	29	29	29	29
Total core funds	361	387	351	328	325	321	320
Working capital*	67	67	67	67	67	67	67
Over / (under) borrowing - see overleaf	(36)	(67)	(182)	(236)	(264)	(294)	(294)
Expected investments	392	387	236	159	128	94	93

*Working capital balances shown are estimated year-end; these may be higher mid-year

3. BORROWING

The capital expenditure plans set out in Section 2 provide details of the service activity of the Council. The treasury management function ensures that the Council's cash is organised in accordance with the relevant professional codes, so that sufficient cash is available to meet this service activity and the Council's capital strategy. This will involve both the organisation of the cash flow and, where capital plans require, the organisation of appropriate borrowing facilities.

3.1 Current borrowing position

3.1.1 The Council's forward projections for borrowing are summarised below. The table shows the actual external debt, against the underlying capital borrowing need, (the Capital Financing Requirement - CFR), highlighting any over or under borrowing.

Table D	2019/20 Actual	2020/21 Estimate	2021/22 Estimate	2022/23 Estimate	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate
External Debt (£m)							
Debt at 1 st April	590	701	721	711	701	692	683
Expected change in Debt	111	20	(10)	(10)	(9)	(9)	(9)
Other long-term liabilities (OLTL) at 1 st April	66	62	57	51	46	43	38
Expected change in OLTL	(4)	(5)	(6)	(5)	(3)	(5)	(2)
Actual gross debt at 31 March	763	778	762	747	735	721	710
The Capital Financing Requirement	799	845	944	983	999	1,015	1,004
Over / (under) borrowing	(36)	(67)	(182)	(236)	(264)	(294)	(294)

Within the above figures the level of debt relating to commercial activities / non-financial investment is:

Table E	2019/20 Actual	2020/21 Estimate	2021/22 Estimate	2022/23 Estimate	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate
External Debt for investment properties							
Actual debt at 31 March £m	160	171	171	171	171	171	171
Percentage of total external debt %	21%	22%	23%	23%	24%	24%	25%

3.1.2 Within the range of prudential indicators, there are a number of key indicators to ensure that the Council operates its activities within well-defined limits. One of these is that the Council needs to ensure that its gross debt does not, except in the short term, exceed the total of the CFR in the preceding year plus the estimates of any additional CFR for 2021/22 and the following two financial years. This allows some flexibility for limited early borrowing for future years, but ensures that borrowing is not undertaken for revenue or speculative purposes.

3.1.3 The Director of Finance and Resources (Section 151 Officer) reports that the Council complied with this prudential indicator in the current year and does not envisage difficulties for the future. This view takes into account current commitments, existing plans, and proposals in the budget.

3.2 Treasury Indicators: limits to borrowing activity

3.2.1 **The operational boundary.** This is the limit, set as part of the capital programme, beyond which external debt is not normally expected to exceed. In most cases, this would be a similar figure to the CFR, but may be lower or higher depending on the levels of actual debt and of other cash resources (as described in Table B).

Table F	2020/21 Estimate (£m)	2021/22 Estimate (£m)	2022/23 Estimate (£m)	2023/24 Estimate (£m)	2024/25 Estimate (£m)	2025/26 Estimate (£m)
Commercial activities/ non-financial investments	160	171	171	171	171	171
Other Debt	629	723	766	786	805	808
Other long term liabilities	57	51	46	42	38	35
Total	846	945	983	999	1,014	1,014

3.2.2 **The authorised limit for external debt.** This is a key prudential indicator, set as part of the capital programme, and represents a control on the maximum level of borrowing. This represents a legal limit beyond which external debt is prohibited, and this limit needs to be set or revised by the full Council. It reflects the level of external debt which, while not desired, could be afforded in the short term, but is not sustainable in the longer term.

Table G	2020/21 Estimate (£m)	2021/22 Estimate (£m)	2022/23 Estimate (£m)	2023/24 Estimate (£m)	2024/25 Estimate (£m)	2025/26 Estimate (£m)
Commercial activities/ non-financial investments	160	171	171	171	171	171
Other Debt	647	742	785	805	825	828
Other long term liabilities	57	51	46	42	38	35
Total	864	964	1,002	1,018	1,034	1,034

3.3 Prospects for interest rates

3.3.1 The Council has appointed Link Group as its treasury advisor and part of their service is to assist the Council to formulate a view on interest rates. Link provided the following forecasts on 27th November 2020. However, following the conclusion of the review of PWLB margins over gilt yields on 25th November 2020, all forecasts below have been reduced by 1%. These are forecasts for certainty rates, gilt yields plus 80bps:

Link Group Interest Rate View		9.11.20												
These Link forecasts have been amended for the reduction in PWLB margins by 1.0% from 26.11.20														
	Dec-20	Mar-21	Jun-21	Sep-21	Dec-21	Mar-22	Jun-22	Sep-22	Dec-22	Mar-23	Jun-23	Sep-23	Dec-23	Mar-24
BANK RATE	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10
3 month ave earnings	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10
6 month ave earnings	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10
12 month ave earnings	0.20	0.20	0.20	0.20	0.20	0.20	0.20	0.20	0.20	0.20	0.20	0.20	0.20	0.20
5 yr PWLB	0.80	0.80	0.80	0.80	0.80	0.90	0.90	0.90	0.90	0.90	1.00	1.00	1.00	1.00
10 yr PWLB	1.10	1.10	1.10	1.10	1.10	1.20	1.20	1.20	1.20	1.20	1.30	1.30	1.30	1.30
25 yr PWLB	1.50	1.50	1.60	1.60	1.60	1.60	1.70	1.70	1.70	1.70	1.80	1.80	1.80	1.80
50 yr PWLB	1.30	1.30	1.40	1.40	1.40	1.40	1.50	1.50	1.50	1.50	1.60	1.60	1.60	1.60

3.3.2 The coronavirus outbreak has done huge economic damage to the UK and economies around the world. After the Bank of England took emergency action in March to cut Bank Rate to first 0.25%, and then to 0.10%, it left Bank Rate unchanged at its subsequent meetings to 5th November, although some forecasters had suggested that a cut into negative territory could happen. However, the Governor of the Bank of England has made it clear that he currently thinks that such a move would do more damage than good and that more quantitative easing is the favoured tool if further action becomes necessary. As shown in the forecast table above, no increase in Bank Rate is expected in the forecast table above as economic recovery is expected to be only gradual and, therefore, prolonged.

3.4 Bond yields / Public Works Loans Board (PWLB) rates.

3.4.1 There was much speculation during the second half of 2019 that bond markets were in a bubble, which was driving bond prices up, and yields down to historically very low levels. The context for that was a heightened expectation that the US could have been heading for a recession in 2020. In addition, there were growing expectations of a downturn in world economic growth, especially due to fears around the impact of the trade war between the US and China, together with inflation generally at low levels in most countries and expected to remain subdued. Combined, these conditions were conducive to very low bond yields. While inflation targeting by the major central banks has been successful over the last thirty years in lowering inflation expectations, the real equilibrium rate for central rates has fallen considerably due to the high level of borrowing by consumers. This means that central banks do not need to raise rates as much now to have a major impact on consumer spending, inflation, etc. The consequence of this has been the gradual lowering of the overall level of interest rates and bond yields in financial markets over the last 30 years. Over the year prior to the coronavirus crisis, this has seen many bond yields up to 10 years turn negative in the Eurozone. In addition, there has, at times, been an inversion of bond yields in the US whereby 10-year yields have fallen below shorter term yields. In the past, this has been a precursor of a recession. The other side of this coin is that bond prices are elevated, as investors would be

expected to be moving out of riskier assets i.e. shares, in anticipation of a downturn in corporate earnings and so selling out of equities.

3.4.2 Gilt yields had therefore already been on a generally falling trend up until the coronavirus crisis hit western economies during March 2020. After gilt yields spiked up during the financial crisis in March, we have seen these yields fall sharply to unprecedented lows as investors panicked during March in selling shares in anticipation of impending recessions in western economies, and moved cash into safe haven assets i.e. government bonds. However, major western central banks took rapid action to deal with excessive stress in financial markets during March, and started massive quantitative easing purchases of government bonds: this also acted to put downward pressure on government bond yields at a time when there has been a huge and quick expansion of government expenditure financed by issuing government bonds. Such unprecedented levels of issuance in “normal” times would have caused bond yields to rise sharply. Gilt yields and PWLB rates have been at remarkably low rates so far during 2020/21.

3.4.3 As the interest forecast table for PWLB certainty rates above shows, there is expected to be little upward movement in PWLB rates over the next two years as it will take economies, including the UK, a prolonged period to recover all the momentum they have lost in the sharp recession caused during the coronavirus shut down period. From time to time, gilt yields, and therefore PWLB rates, can be subject to exceptional levels of volatility due to geopolitical, sovereign debt crisis, emerging market developments and sharp changes in investor sentiment, (as shown on 9th November when the first results of a successful COVID-19 vaccine trial were announced). Such volatility could occur at any time during the forecast period.

3.5 Investment and borrowing rates

3.5.1 **Investment returns** are likely to remain exceptionally low during 2021/22 with little increase in the following two years.

3.5.2 **Borrowing interest rates** fell to historically very low rates because of the COVID crisis and the quantitative easing operations of the Bank of England: indeed, gilt yields up to 6 years were negative during most of the first half of 20/21. The unexpected increase of 100 bps in PWLB rates on top of the then current margin over gilt yields of 80 bps in October 2019 required an initial major rethink of local authority treasury management strategy and risk management. It also introduced the following rates for borrowing for different types of capital expenditure:

- **PWLB Standard Rate** is gilt plus 200 basis points (G+200bps)
- **PWLB Certainty Rate** is gilt plus 180 basis points (G+180bps)
- **PWLB HRA Standard Rate** is gilt plus 100 basis points (G+100bps)
- **PWLB HRA Certainty Rate** is gilt plus 80bps (G+80bps)
- **Local Infrastructure Rate** is gilt plus 60bps (G+60bps)

3.5.3 However, in March 2020, the Government started a consultation process for reviewing the margins over gilt rates for PWLB borrowing for different types of local authority capital expenditure. Because of these increases in margins, the Council has only borrowed for HRA financing so far in 2020/21.

3.5.4 On 25 November 2020, the Chancellor announced the conclusion to the review of margins over gilt yields for PWLB rates; the standard and certainty margins were reduced by 1% but a prohibition was introduced to deny access to borrowing from the PWLB for any local authority, which had purchase of assets for yield in its three year capital programme. The new margins over gilt yields are as follows:

- **PWLB Standard Rate** is gilt plus 100 basis points (G+100bps)
- **PWLB Certainty Rate** is gilt plus 80 basis points (G+80bps)
- **PWLB HRA Standard Rate** is gilt plus 100 basis points (G+100bps)
- **PWLB HRA Certainty Rate** is gilt plus 80bps (G+80bps)
- **Local Infrastructure Rate** is gilt plus 60bps (G+60bps)

3.5.5 **Borrowing for capital expenditure.** As Link's long-term forecast for Bank Rate is 2.00%, and all PWLB rates are under 2.00%, there is now value in borrowing from the PWLB for all types of capital expenditure for all maturity periods, especially as current rates are at historic lows.

3.5.6 There will be a cost of carry, (the difference between higher borrowing costs and lower investment returns), to any new borrowing that causes a temporary increase in cash balances as this position will, most likely, incur a revenue cost.

3.6 Borrowing strategy and risk appetite

3.6.1 It is often possible to borrow money short term at lower rates than it is possible to borrow long term. This often leaves the Council with two choices:

- Borrowing at either short term or variable interest rates. This would often enable the Council to borrow relatively cheaply, but the Council would need to accept that its borrowing costs might be volatile, as it exposes the Council to the benefits and dis-benefits of interest rate movements that can give rise to budget variances. This is a major risk when interest rates are expected to increase.
- Borrowing long term at fixed rates. This provides stable and predictable revenue costs of borrowing. Fixed interest rates avoid the risk of budget variances caused by interest rate movements but prevent the council from benefiting from falling interest rates on its borrowing. There is a risk that the Council could become locked into relatively high rates of interest if interest rates fall.

3.6.2 The Council attaches a high priority to a stable and predictable revenue cost of borrowing in the long term. This reflects the fact that debt servicing represents 18.9% of the General Fund net revenue budget and 7.0% of the HRA net revenue budget.

3.6.3 The Council's objective in relation to debt is as follows:

- To borrow as cheaply as possible for the long-term at a fixed rate

This means that the Council is not totally risk averse, and the Council may borrow either short term or at variable rates if long-term interest rates are expected to fall.

Treasury management staff will act flexibly to actively manage treasury risks within the scope of the Council's treasury management policy and strategy.

3.7 Policy on borrowing in advance of need

- 3.7.1 Section 12 of the Local Government Act 2003 gives a local authority the power to invest for “any purpose relevant to its functions under any enactment or for the prudent management of its financial affairs”. While the speculative procedure of borrowing purely to invest at a profit is clearly unlawful, there is no legal obstacle to the temporary investment of funds borrowed for the purpose of funding capital expenditure incurred in the reasonably near future.
- 3.7.2 Borrowing in advance of need may enable the City Council to obtain cheaper loans than those available at the time when expenditure is incurred, although the consequent investment of funds borrowed in advance of need does expose the City Council to credit risk. The interest payable on funds borrowed in advance of need is likely to exceed the interest earned on the investment of those funds in the current economic climate. The Council may determine to borrow in advance of need in circumstances where it is reasonably expected that the total cost of borrowing over the whole life of the loan in present value terms is lower by borrowing in advance of need.

3.8 Debt rescheduling

- 3.8.1 Rescheduling of current borrowing in our debt portfolio is unlikely to occur as PWLB new borrowing rates exceed PWLB premature debt repayment rates by around 0.80%.

3.9 Approved Sources of Long and Short Term Borrowing

	Fixed	Variable
PWLB	●	●
Municipal bond agency	●	●
Local authorities	●	●
Banks	●	●
Pension funds	●	●
Insurance companies	●	●
Market (long-term)	●	●
Market (temporary)	●	●
Market (LOBOs)		●
Local Bonds	●	
Local authority bills	●	●
Overdraft		●
Internal (capital receipts & revenue balances)	n/a	n/a
Finance leases	●	●

3.10 Apportionment of Borrowing Costs to the Housing Revenue Account (HRA)

3.10.1 From 2020/21 the Council will operate two loans pools for the purposes of apportioning borrowing costs to the HRA.

3.10.2 The first loans pool will consist of all the Council's loans taken out prior to 2020/21 for both General Fund and HRA purposes. The Council will continue to operate this loans pool and apportion costs according to locally established principles. The principles upon which the apportionment of borrowing costs 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;

3.10.3 It is recommended that a second loans pool is established in 2020/21 consisting of the three £20m loans that were taken from the PWLB at the HRA Certainty Rate which was 1.0% below the PWLB General Fund Certainty Rate. The borrowing costs on these loans will be charged to the HRA in their entirety.

3.10.4 From 25 November 2020 the PWLB General Fund Certainty Rate was reduced by 1.0%, thereby removing the differential between the General Fund and HRA PWLB rates. Any future borrowing will therefore be included in the first loans pool covering both the HRA and the General Fund.

4. ANNUAL INVESTMENT STRATEGY

4.1 Investment policy – management of risk

4.1.1 The MHCLG and CIPFA have extended the meaning of ‘investments’ to include both financial and non-financial investments. This report deals solely with financial investments, (as managed by the treasury management team). Non-financial investments, essentially the purchase of income yielding assets, are covered in the Capital Strategy, (a separate report).

4.1.2 The Council’s investment policy has regard to the following:

- MHCLG’s Guidance on Local Government Investments (“the Guidance”)
- CIPFA Treasury Management in Public Services Code of Practice and Cross Sectoral Guidance Notes 2017 (“the Code”)
- CIPFA Treasury Management Guidance Notes 2018

4.1.3 The Council’s investment priorities will be security first, portfolio liquidity second and then yield, (return). The Council will aim to achieve the optimum return (yield) on its investments commensurate with proper levels of security and liquidity and with the Council’s risk appetite. The Council will aim to achieve the optimum return (yield) on its investments commensurate with proper levels of security and liquidity and with the Council’s risk appetite.

4.1.4 The above guidance from the MHCLG and CIPFA place a high priority on the management of risk. This authority has adopted a prudent approach to managing risk that is measured by the following means:

1. Minimum acceptable **credit criteria** are applied in order to generate a list of highly creditworthy counterparties. This also enables diversification and thus avoidance of concentration risk. The key ratings used to monitor counterparties are the short term and long-term ratings including outlooks and credit watches.
2. **Other information:** ratings will not be the sole determinant of the quality of an institution; it is important to continually assess and monitor the financial sector on both a micro and macro basis and in relation to the economic and political environments in which institutions operate. The assessment will also take account of information that reflects the opinion of the markets. To achieve this consideration the Council will engage with its advisors to maintain a monitor on market pricing such as “credit default swaps” and overlay that information on top of the credit ratings.
3. **Other information** sources used will include the financial press, share price and other such information pertaining to the financial sector in order to establish the most robust scrutiny process on the suitability of potential investment counterparties.
4. This authority has defined the list of **types of investment instruments** that the treasury management team are authorised to use. There are two lists in appendix 5.2 under the categories of ‘specified’ and ‘non-specified’ investments.
 - **Specified investments** are those with a high level of credit quality and subject to a maturity limit of one year.

- **Non-specified investments** are those with less high credit quality, may be for periods in excess of one year, and/or are more complex instruments which require greater consideration by members and officers before being authorised for use. Once an investment is classed as non-specified, it remains non-specified all the way through to maturity i.e. an 18 month deposit would still be non-specified even if it has only 11 months left until maturity.
5. **Non-specified investments limit.** The Council has determined that it will limit the maximum total exposure to non-specified investments to £200m, (see paragraph 4.3).
 6. **Lending limits**, (amounts and maturity), for each counterparty will be set through applying the matrix table in paragraph 4.2.
 7. This authority will set a limit for its investments that are invested for **longer than 365 days**, (see paragraph 4.7).
 8. Investments will only be placed with counterparties from countries with a specified minimum **sovereign rating**, (see paragraph 4.3).
 9. This authority places **sector and geographical limits** on its investment portfolio in order to avoid the concentration of risk, (Appendix 5.3).
 10. Because of the change in accounting standards for 2020/21 under IFRS 9, this authority will consider the implications of investment instruments, which could result in an adverse movement in the value of the amount invested and resultant charges at the end of the year to the General Fund. (In November 2018, the Ministry of Housing, Communities and Local Government, (MHCLG), concluded a consultation for a temporary override to allow English local authorities time to adjust their portfolio of all pooled investments by announcing a statutory override to delay implementation of IFRS 9 for five years ending 31 March 2023.

4.2 Creditworthiness policy

- 4.2.1 The primary principle governing the Council's investment criteria is the security of its investments, although the yield or return on the investment is also a key consideration. After this main principle, the Council will ensure that:
 - It maintains a policy covering both the categories of investment types it will invest in, criteria for choosing investment counterparties with adequate security, and monitoring their security. This is set out in the specified and non-specified investment sections below; and
 - It has sufficient liquidity in its investments. For this purpose, it will set out procedures for determining the maximum periods for which funds may prudently be committed. These procedures also apply to the Council's prudential indicators covering the maximum principal sums invested.
- 4.2.2 The Director of Finance and Resources (Section 151 Officer) will maintain a counterparty list in compliance with the following criteria and will revise the criteria and submit them to Council for approval as necessary. These criteria are separate to that which determines which types of investment instrument are either specified or non-specified as it provides an overall pool of counterparties considered high quality that the Council may use, rather than defining what types of investment instruments are to be used.

- 4.2.3 Credit rating information is supplied by Link Asset Services, our treasury advisors, on all active counterparties that comply with the criteria below. Any counterparty failing to meet the criteria would be omitted from the counterparty (dealing) list. Any rating changes, rating Watches (notification of a likely change), rating Outlooks (notification of the longer-term bias outside the central rating view) are provided to officers almost immediately after they occur and this information is considered before dealing. For instance, a negative rating Watch applying to a counterparty at the minimum Council criteria will be suspended from use, with all others being reviewed in light of market conditions.
- 4.2.4 The criteria for providing a pool of high quality investment counterparties, (both specified and non-specified investments) is:
- Banks 1 - good credit quality – the Council will only use banks which:
 - i. are UK banks; and/or
 - ii. are non-UK and domiciled in a country which has a double A sovereign Long Term ratingand have, as a minimum, the following Fitch, Moody's and Standard & Poor's credit ratings (where rated):
 - i. Short Term - F1, P-2, or A-2
 - ii. Long Term – A-
 - Banks 2 – The Council's own banker for transactional purposes if the bank falls below the above criteria, although in this case balances will be minimised in both monetary size and time invested.
 - Banks 3 - Secured lending to banks partly owned by the City Council.
 - Building societies. The Council will use all societies which:
 - i. Meet the ratings for Banks 1 outlined above or;
 - ii. Have assets in excess of £350m;or meet both criteria.
 - Money Market Funds (MMFs)
 - UK Government (including gilts, Treasury Bills and the DMADF)
 - Local authorities
 - Housing associations. In addition to ratings from the credit agencies, housing associations will only receive investments if they have a viability rating of V1 and a governance rating of G1 from Homes England.
 - Supranational institutions that meet the ratings for banks outlined above
 - Corporate Bonds. The Council will invest in corporate bonds which:
 - i. Meet the ratings for Banks 1 outlined above or;
 - ii. Have a credit rating of BBB+ or;
 - iii. Have a credit rating of BBB- but form part of a portfolio managed by professional fund managers
 - Universities that meet the ratings for Banks 1 outlined above

- Pooled investment vehicles including equity funds, property funds, corporate bond funds and multi asset funds
- Subsidiary companies of the City Council

A limit of £200m will be applied to the use of non-specified investments

4.2.5 Use of additional information other than credit ratings. Additional requirements under the Code require the Council to supplement credit rating information. Whilst the above criteria relies primarily on the application of credit ratings to provide a pool of appropriate counterparties for officers to use, additional operational market information will be applied before making any specific investment decision from the agreed pool of counterparties. This additional market information (for example Credit Default Swaps, rating Watches/Outlooks) will be applied to compare the relative security of differing investment opportunities.

4.2.6 Time limits are applied to most investment categories to limit credit risk as the longer the duration of an investment is, the more time there is for the credit quality of the counter party to deteriorate. There are no time limits applied to corporate bonds managed by a professional fund manager, pooled investment vehicles, and subsidiary companies of the Council. Corporate bonds can be sold if there is a need to disinvest and a professional fund manager will have more resources to assess credit quality. Investments in pooled investment vehicles often do not have a predetermined maturity; the Council would withdraw its investment at the appropriate time. The Council controls its subsidiary companies and therefore is in a position to have a considerable influence on their credit quality.

4.2.7 **Time and monetary limits applying to investments.** The time and monetary limits for institutions on the Council's counterparty list are as follows (these will cover both specified and non-specified investments):

Table H	Fitch Long term Rating (or equivalent)	Money Limit	Time Limit
Banks 1 highest quality	AA-	£26m	6yrs
Banks 1 higher quality	A+	£20m	6yrs
Banks 1 medium quality	A	£15m	6yrs
Banks 1 lower quality	A-	£10m	6yrs
Banks 2 the Council's own banker if the criteria for Banks 1 is not met	-	Minimised	Minimised
Banks 3 partly owned by the Council	-	£10m	5yrs
UK Government including DMADF	UK sovereign rating	unlimited	6yrs
Local authorities	N/A	£30m	6yrs
Housing associations higher quality	AA-	£30m	10yrs
Housing associations lower quality	A-	£20m	10yrs
Corporate bonds purchased by City Council but not meeting criteria for Banks 1 above	BBB+	£7m	365 days
Corporate bonds managed by a professional fund manager	BBB-	£0.32m per bond up to a limit of £8m	Unlimited
Pooled investment vehicles	-	£50m	Unlimited
Subsidiary companies of the Council	-	£30m	Unlimited
	Fund rating	Money Limit	Time Limit
Money Market Funds	AAA	£26m	liquid
Enhanced Money Market Funds	AA	£20m	liquid

4.2.8 The proposed criteria for specified and non-specified investments are shown in Appendix 5.2 for approval.

4.3 Other limits

4.3.1 Due care will be taken to consider the exposure of the Council's total investment portfolio to non-specified investments, countries, groups and sectors.

- a) **Non-specified investment limit.** The Council has determined that it will limit the maximum total exposure to non-specified investments to £200m.
- b) **Country limit.** The Council has determined that it will only use approved counterparties from the UK and from countries with a **minimum sovereign credit rating of double A** from Fitch or equivalent.
- c) **Other limits.** In addition:
 - limits in place above will apply to a group of companies;
 - sector and geographic limits will be monitored regularly for appropriateness.

4.4 Environmental, Social and Governance Factors

4.4.1 The Council will seek to move towards investments that improve the environment, bring wider social benefits, and are with organisations with good governance.

4.4.2 The Council will avoid investments in fossil fuel extraction unless they are making substantial investment into renewable energy technologies as part of a strategy to move to becoming a clean energy supplier.

4.4.3 The Council will give weight to the environmental, social and governance elements of credit ratings in making investment decisions, provided that the overall risk profile of the investment portfolio (including liquidity risk) is not compromised, and that decisions remain consistent with responsible financial management and stewardship.

4.5 Investment Strategy and Risk Appetite Statement

4.5.1 All the investment guidance available, both statutory and from the Chartered Institute of Public Finance and Accountancy (CIPFA), makes it clear that all investing must follow SLY principles - security, liquidity, yield. In accordance with the guidance issued, the Council's first priority in investing is security, followed by liquidity. After these priorities are met, the Council will seek to maximise yields. The Council will consider the environmental and social implications of its investments once SLY principles have been met.

- 4.5.2 The Council's objectives in relation to investment can accordingly be stated as follows:

Sums are invested with a diversified range of counter parties using the maximum range of financial instruments consistent with a low risk of the capital sum being diminished through movements in market prices.*

* Financial instruments include term deposits, certificates of deposits, corporate bonds, money market funds, structured notes and shares in pooled investment funds

- 4.5.3 This means that the Council is not totally risk averse. Treasury management staff have the capability to actively manage treasury risks within the scope of the Council's treasury management policy and strategy.
- 4.5.4 In particular, when investing surplus cash, the Council will not necessarily limit itself to making deposits with the UK Government and local authorities, but may invest in other bodies including unrated building societies, Registered Social Landlords (RSLs), universities and corporate bonds. The Council may invest surplus funds through tradable instruments such as treasury bills, gilts, certificates of deposit, corporate bonds, covered bonds and repos / reverse repos.
- 4.5.5 The Council will invest its surplus cash to provide sufficient liquidity to meet its cash flow needs, but is mindful that the value of its investments will fall in real terms unless investment returns are at least equal to inflation. In order to earn investment returns in excess of inflation on as much of its surplus cash as possible, the Council will invest as much as it can in longer-term higher yielding investments whilst maintaining sufficient liquidity to meet its cash flow needs.
- 4.5.6 The Council may invest in lower risk structured investment products that follow the developed equity and other market indices where movements in prices may diminish the capital sum invested. These investments, and indeed any other investment, could also be diminished if the counter party defaults. Although the Council only invests in counter parties offering good credit quality, the credit quality of an investment counter party can decline during the life of the investment. This is particularly the case with long-term investments.
- 4.5.7 The Council may invest in externally managed pooled investment vehicles such as corporate bond funds, equity funds, property funds and multi asset funds, if the Council has cash for a term that is sufficient to cover cyclical movements in prices.
- 4.5.8 Investments will be made with reference to the core balance and cash flow requirements and the outlook for short-term interest rates (i.e. rates for investments up to 12 months). Greater returns are usually obtainable by investing for longer periods. While most cash balances are required in order to manage the ups and downs of cash flow, where cash sums can be identified that could be invested for longer periods, the value to be obtained from longer term investments will be carefully assessed:
- If it is thought that Bank Rate is likely to rise significantly within the time horizon being considered, then consideration will be given to keeping most investments short term or variable.

- Conversely, if it is thought that Bank Rate is likely to fall, consideration will be given to locking in higher rates currently obtainable, for longer periods.

4.6 Investment return expectations.

4.6.1 The overall balance of risks to economic growth in the UK is probably now skewed to the upside, but is subject to major uncertainty due to the virus and how quickly successful vaccines may become available and widely administered to the population.

4.6.2 There is relatively little UK domestic risk of increases or decreases in Bank Rate and significant changes in shorter-term PWLB rates. The Bank of England has effectively ruled out the use of negative interest rates in the near term and increases in Bank Rate are likely to be some years away given the underlying economic expectations.

4.7 Investment treasury indicator and limit - total principal funds invested for greater than 365 days.

4.7.1 These limits are set with regard to the Council's liquidity requirements and to reduce the need for early sale of an investment, and are based on the availability of funds after each year-end.

4.7.2 The Council is asked to approve the following treasury indicator and limit:

	2022	2023	2024
	£m	£m	£m
Current investments as at 31 March in excess of 1 year maturing in each year	200	134	103

4.8 Investment performance

4.8.1 This Council will use an investment benchmark to assess the investment performance of its investment portfolio of 7 day, 1, 3, 6 or 12 month LIBID. The Council is appreciative that the provision of LIBOR and associated LIBID rates is expected to cease at the end of 2021. It will work with its advisors in determining suitable replacement investment benchmark(s) ahead of this cessation and will report back to members accordingly.

4.9 End of year investment report

4.9.1 At the end of the financial year, the Council will report on its investment activity as part of its Annual Treasury Report.

5. APPENDICES

5.1 Maturity structure of borrowing

5.2 Credit and counterparty risk management

5.3 Sector and Geographic Investment Limits

APPENDIX 5.1**Maturity Structure of Borrowing**

Maturity structure of borrowing. These gross limits are set to reduce the Council's exposure to large sums falling due for refinancing, and are required for upper and lower limits.

The Council is asked to approve the following treasury indicators and limits:

Table J		
Maturity structure of fixed interest rate borrowing 2020/21		
	Lower	Upper
Under 12 months	0%	10%
12 months to 2 years	0%	10%
2 years to 5 years	0%	10%
5 years to 10 years	0%	20%
10 years to 20 years	0%	30%
20 years to 30 years	0%	40%
30 years to 40 years	0%	40%
40 years to 50 years	0%	50%
Maturity structure of variable interest rate borrowing 2020/21		
	Lower	Upper
Under 12 months	0%	10%
12 months to 2 years	0%	10%
2 years to 5 years	0%	10%
5 years to 10 years	0%	20%
10 years to 20 years	0%	30%
20 years to 30 years	0%	40%
30 years to 40 years	0%	40%
40 years to 50 years	0%	40%

APPENDIX 5.2**CREDIT AND COUNTERPARTY RISK MANAGEMENT**

The MHCLG issued Investment Guidance in 2018, and this forms the structure of the Council's policy below.

The key intention of the Guidance is to maintain the current requirement for councils to invest prudently, and that priority is given to security and liquidity before yield. In order to facilitate this objective the guidance requires this Council to have regard to the CIPFA publication Treasury Management in the Public Services: Code of Practice and Cross-Sectoral Guidance Notes. This Council has adopted the Code and will apply its principles to all investment activity. In accordance with the Code, the Director of Finance and Resources (Section 151 Officer) has produced its treasury management practices (TMPs).

Annual Investment Strategy - The key requirements of both the Code and the investment guidance are to set an annual investment strategy, as part of its annual treasury strategy for the following year, covering the identification and approval of following:

- The strategy guidelines for choosing and placing investments, particularly non-specified investments.
- The principles to be used to determine the maximum periods for which funds can be committed.
- Specified investments that the Council will use. These are high security (i.e. high credit rating, although this is defined by the Council, and no guidelines are given), and high liquidity investments in sterling and with a maturity of no more than a year.
- Non-specified investments, clarifying the greater risk implications, identifying the general types of investment that may be used and a limit to the overall amount of various categories that can be held at any time.

The investment policy proposed for the Council is:

Strategy Guidelines – The main strategy guidelines are contained in the body of the Treasury Strategy Statement.

Specified Investments – These investments are sterling investments of not more than one-year maturity, or those which could be for a longer period but where the Council has the right to be repaid within 12 months if it wishes. These are considered low risk assets where the possibility of loss of principal or investment income is small. These would include sterling investments that would not be defined as capital expenditure with:

1. The UK Government (such as the Debt Management Office deposit facility, UK treasury bills or a gilt with less than one year to maturity).
2. Bonds issued by supranational banks of less than one year's duration.
3. A local authority, housing association or university.
4. Pooled investment vehicles (such as money market funds) that have been awarded a high credit rating by a credit rating agency. This covers pooled

investment vehicles, such as money market funds, rated AA by Standard and Poor's, Moody's and / or Fitch rating agencies.

5. A body that is considered of a high credit quality (such as a bank or building society) with a minimum Short Term rating of A-2 / P-2 / F1 as rated by Standard and Poor's, Moody's and / or Fitch rating agencies .

Within these bodies, and in accordance with the Code, the Council has set additional criteria to set the time and amount of monies which will be invested in these bodies. These criteria are contained in Table H.

Non-specified investments – are any other type of investment (i.e. not defined as specified above). The identification and rationale supporting the selection of these other investments and the maximum limits to be applied are set out below. Non-specified investments would include any investments with:

	Non Specified Investment Category	Limit £
a.	<p>Supranational bonds greater than 1 year to maturity</p> <p>(a) Multilateral development bank bonds with a AAA long-term rating - These are bonds defined as an international financial institution having as one of its objects economic development, either generally or in any region of the world (e.g. European Reconstruction and Development Bank etc.). However the value of the bond may rise or fall before maturity and losses may accrue if the bond is sold before maturity.</p> <p>(b) A financial institution that is guaranteed by the United Kingdom Government (e.g. National Rail)</p> <p>The security of interest and principal on maturity is on a par with the Government and so very secure. These bonds usually provide returns above equivalent gilt-edged securities. Similar to category (a) above, the value of the bond may rise or fall before maturity and losses may accrue if the bond is sold before maturity.</p>	<p>£26m for up to 6 years</p> <p>£26m for up to 6 years</p>
b.	<p>Gilt edged securities with a maturity of greater than one year. These are Government bonds and so provide the highest security of interest and the repayment of principal on maturity. Similar to category (a) above, the value of the bond may rise or fall before maturity and losses may accrue if the bond is sold before maturity.</p>	<p>Unlimited investments for up to 6 years</p>
c.	<p>The Council's own banker if it fails to meet the basic credit criteria. In this instance balances will be minimised as far as is possible.</p>	<p>£10m for up to 1 day</p>
d.	<p>Building societies not meeting the basic security requirements under the specified investments. The operation of some building societies does not require a credit rating, although in every other respect the security of the society would match similarly sized societies with ratings. The Council may use such building societies that have a minimum asset size of £350m.</p>	<p>£6m for up to 2 years</p>
e.	<p>All banks and building societies that have a minimum long-term credit rating of A-, for deposits with a maturity of greater than one year (including forward deals in excess of one year from inception to repayment).</p>	<p>Up to £26m (depending on credit quality)for up to 6 years</p>

	Non Specified Investment Category	Limit £
f.	Loan capital in a body corporate with a credit rating of at least BBB+. This will enable investments to be made in large commercial companies such as British Telecom. A short-term investment in a BBB+ rated counterparty may be less likely to default than a long-term investment with an A- rated counterparty.	£7m for 365 days
g.	Corporate bonds bought on the Council's behalf by professional fund managers who will target an average credit rating of at least BBB+ for the corporate bond fund. The average credit rating of the corporate bond fund may fall to BBB if there was a downgrade to a single issue or a broad downgrade. We would not want the fund manager to be a forced seller in this situation. If this situation arises, a strategy will be agreed with the fund manager to return the average rating of the portfolio to BBB+.	£8m for an unlimited duration
h.	Pooled investment vehicles including equity funds, property funds and multi asset funds with the potential to generate returns in excess of inflation and thus maintain the value of the principal invested in real terms. The Chartered Institute of Public Finance and Accountancy (CIPFA) Code of Practice on Local Authority Accounting requires movements in the market value of pooled investments to be charged to General Fund balances.	£50m for an unlimited duration
i.	Subsidiary companies of the Council. In particular, funds could be invested to facilitate the establishment of a subsidiary company to develop housing in the greater Portsmouth area on a commercial basis.	£30m for an unlimited duration
j.	Banks partly owned by the City Council. The Council is an equity shareholder in Hampshire Community Bank (HCB). Purchasing bonds in HCB would contribute to the regeneration of Hampshire and offer interest of up to 3.5%. Investing in HCB carries greater risk than the other approved investments contained in the Council's Annual Investment Strategy, as HCB is a new entity that is in the process of developing its business, and currently has neither a banking license nor a credit rating. However, HCB will be able to offer assets as security to cover a bond. These assets would consist of loans of the highest credit quality to the small and medium enterprise (SME) sector. The loan assets offered as security would pass to the Council in the event of HCB defaulting.	£10m for 5 years

The monitoring of investment counterparties - The credit rating of counterparties will be monitored regularly. The Council receives credit rating information (changes, rating watches and rating outlooks) from Link Asset Services as and when ratings change, and counterparties are checked. On occasion ratings may be downgraded when an investment has already been made. The criteria used are such that a minor downgrading should not affect the full receipt of the principal and interest. Any counterparty failing to meet the criteria will be removed from the list immediately.

APPENDIX 5.3**SECTOR AND GEOGRAPHIC INVESTMENT LIMITS****Sector Investment Limits**

AA money market funds offer security and same day access. By aggregating investments they can also invest in financial institutions that may not be interested in the relatively small sums that the Council can invest. Although AA money market funds are well diversified in their investments, there is a risk that more than one fund could have investments with the same bank or that the Council may also have invested funds in the same bank as a money market fund. Therefore it is proposed that the Council should aim to have no more than £80m invested in money market funds.

Most building society lending is secured against residential properties. If property prices fall there may be inadequate security to support building societies lending giving rise to a systemic risk.

As RSL's offer one principal service and their assets principally consist of residential properties, excessive investments in RSLs would also expose the Council to a systemic risk.

Excessive investments in investment products tracking equity, property or other markets could also expose the Council to a systemic risk.

In order to minimise systemic credit risk in any sector the following limits will be applied:

Money market funds	£80m
Building societies	£155m
Registered Social Landlords	£80m
Investments tracking the equity, property or other markets	£70m

Geographic Investment Limits

In order to minimise systemic credit risk in any region, the following limits will be applied to the geographic areas where investments can be made in foreign countries.

Asia & Australia	£80m
Americas	£80m
Eurozone	£60m
Continental Europe outside the Eurozone	£60m

Agenda Item 10



Title of meeting:	Cabinet
Date of meeting:	09/03/21
Subject:	Social Value Policy
Report by:	Natasha Edmunds
Wards affected:	All
Key decision:	Yes/No
Full Council decision:	Yes/No

1. Purpose of report

This Social Value Policy sets out the Council's formal position in response to several drivers:

- The restorative opportunities to build back better, and greener.
- To complement the City Vision and its objectives.
- Unlocking greater value in the supply chain through commissioning, procurement, and contract management.
- Strengthen the 'Portsmouth Pound' through greater support of the local economy and generating inward investment.
- Develop and grow new and existing partnerships, embedding value at the heart of them

^[i] <https://www.gov.uk/government/publications/social-value-act-introductory-guide>

^[ii] <https://www.gov.uk/government/publications/procurement-policy-note-0620-taking-account-of-social-value-in-the-award-of-central-government-contracts>

^[iii] <https://www.gov.uk/government/publications/procurement-policy-note-1120-reserving-below-threshold-procurements>

The Social Value Policy presented for approval has been developed by drawing on an evidence base derived from engagement with PCC services already engaged in delivering social value initiatives, desk top analysis of good practice in social value in both the public and private sectors, workshops with a cross section of council staff and the work of the Social Value Working Group.

Details are provided in the Supporting paper in Appendix 3.

2. Recommendations

- I. Formally adopt the social value policy that reinforces a strategic position relating to social value as described in Appendix 1
- II. Adopt the roadmap principles, direction and confirm the key actions required to get to social value maturity within the timeline set out as described in Appendix 2.

3. Background

The Local Government Act 2000 reminds us that fundamentally, the objective of any local authority should be: “The promotion or improvement of the economic, social and environmental wellbeing of their area.”

The UK government has demonstrated commitment to small and medium-sized enterprises (SMEs) by introducing several initiatives designed to increase SME participation.

The 2020 review of the Green Book aimed at levelling up Government expenditure across the UK played a central role in raising the profile of social value delivered through public spending. The Green Book is the Government’s guidance on options appraisal and applies to all proposals that concern public spending, taxation, changes to regulations, and changes to the use of existing public assets and resources. It is vital for designing interventions that both achieve government policy objectives and deliver social value for money - i.e. that maximise the delivery of economic, social and environmental returns for UK society for every pound of public funds spent.

As a result of the global pandemic there is a demonstrable need for the Council to take a formal strategic approach to building social value into how it facilitates the city's recovery with the aim of delivering positive social, economic and environment impact.

4. Reasons for recommendations

The Council recognises the need to further formalise its position and response to social value.

The social value policy sets out the obligations and opportunities that span across the Council. Furthermore, it is responsive to the Central Government updated Public Procurement Notice 6/20ⁱⁱⁱ and 11/20ⁱⁱⁱ. This policy will align with and complement the Councils existing policies and strategies. It will further align with the emerging ISO Social Value standard (BS8950)ⁱⁱⁱⁱ and the UN Global Sustainable Development Goals and the 2020^{lv} Transforming Public Procurement Green Paper^{lv}, that proposes the UK’s procurement reforms post Brexit.

Furthermore, the policy supports many of the Portsmouth City Vision objectives approved in December 2020,

A healthy and happy city | A city rich in culture and creativity | A city with a thriving economy | A city of lifelong learning | A green city | A city with easy travel

Together with a natural alignment to the Councils Corporate Priorities - 2018

- Make Portsmouth a city that works together, enabling communities to thrive and people to live healthy, safe, and independent lives.
- Encourage regeneration built around our city's thriving culture, making Portsmouth a great place to live, work and visit.
- Make our city cleaner, safer and greener.
- Make Portsmouth a great place to live, learn and play, so our children and young people are safe, healthy, and positive about their futures.
- Make sure our Council is a caring, competent, and collaborative organisation that puts people at the heart of everything we do.

^[i] <https://www.gov.uk/government/publications/procurement-policy-note-0620-taking-account-of-social-value-in-the-award-of-central-government-contracts>

^[ii] <https://www.gov.uk/government/publications/procurement-policy-note-1120-reserving-below-threshold-procurements>

^[iii] <https://www.bsigroup.com/en-GB/blog/Environmental-Blog/introducing-the-new-british-standard-on-social-value/bs-8950---guide/>

^[ix] <https://sdgs.un.org/goals>

^[x] <https://www.gov.uk/government/consultations/green-paper-transforming-public-procurement>

Implementation of the policy will be the formal position from which the Council will build upon, to increase the level of social value being delivered and retained within the City boundaries.

5. Integrated impact assessment

The integrated impact assessment for the Policy document has identified no negative impact in the approval and implementation of the policy document.

The process acknowledges that full implementation may require further I.I.A. as policies and processes are reviewed and updated.

6. Legal implications

6.1 Under section 1(3) of the Public Services (Social Value) Act 2012 the Council has a specific statutory duty, when procuring contracts for the provision of services on its behalf (or the provision of services together with the purchase or hire of goods or the carrying out of works) to consider at an early stage in the procurement process:

- (a) how what is proposed to be procured might improve the economic, social and environmental well-being of its area, and

(b) how, in conducting the process of procurement, it might act with a view to securing that improvement.

- 6.2 Assurance of compliance with this statutory duty is provided for within the Council's adopted internal procurement procedures.
- 6.3 This report, together with the proposed Social Value Policy and Roadmap Principles, sets out how these social value objectives can be developed and applied as appropriate more broadly across the range of the Council's activities and functions.
- 6.3 The report further describes how such wider application of social value principles and objectives can enhance the pursuit of a broad range of the Council's existing corporate and strategic objectives and is wholly consistent with emerging national policy in this area.
- 6.4 Adoption and implementation of the proposed Social Value Policy is consistent with the Council's power to promote the economic, social and environmental well-being of its area as originally enacted in Section 2 of the Local Government Act 2000 and since replaced by the general power of competence of local authorities under Section 1(1) of the Localism Act 2011.

7. Director of Finance's comments

Financial implications arising from the recommendations of this report will be met from existing budget provision.

Signed by:

.....
Natasha Edmunds
Director of Corporate Services

Appendices:

- 1) Portsmouth City Council Social Value Policy
- 2) Portsmouth Road Map Summary
- 3) Additional Report

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
A new vision for Portsmouth's future	https://www.portsmouth.gov.uk/2021/01/29/a-new-vision-for-portsmouths-future/ https://imagineportsmouth.co.uk/
Portsmouth City Council - Our council priorities	https://www.portsmouth.gov.uk/services/council-and-democracy/policies-and-strategies/our-council-priorities/
VCSE: A guide to working with government	https://www.gov.uk/government/publications/social-value-act-introductory-guide
Public Procurement policy	https://www.gov.uk/guidance/public-sector-procurement-policy
Procurement Policy Note 06/20 Taking account of social value in the award of central government contracts	https://www.gov.uk/government/publications/procurement-policy-note-0620-taking-account-of-social-value-in-the-award-of-central-government-contracts
Procurement Policy Note 11/20 Reserving below threshold procurements	https://www.gov.uk/government/publications/procurement-policy-note-1120-reserving-below-threshold-procurements
A guide to the social value standard BS 8950:2020	https://www.bsigroup.com/en-GB/blog/Environmental-Blog/introducing-the-new-british-standard-on-social-value/bs-8950---guide/
United Nations goals	https://sdgs.un.org/goals
Green Paper: Transforming public procurement	https://www.gov.uk/government/consultations/green-paper-transforming-public-procurement

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

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Signed by:

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Portsmouth City Council

Social Value Policy

March 2021

Introduction

Portsmouth is a coastal city with an incredible waterfront, a rich cultural heritage, and a strong maritime history. With a naval base, international port, and strong local links across the south, we are the centre of culture and enterprise for our area.

Portsmouth has a population of over 207,000 and more than 6,500 businesses. The local people who live and work in Portsmouth are central to the impact and legacy of the social value policy.

Each year the Council distributes public funding and needs to ensure that value for money is achieved, across a wide range of services and functions. There is both obligation and opportunity to ensure that the public funding leverages social and local value for the benefit of local people, businesses and our environment.

Social Value Definition

The Public Services (Social Value) Act 2012ⁱ came into force on 31st January 2013. Local authorities and other public bodies have a legal obligation to consider the social good that could come from the procurement of services before they embark upon it. The aim of the Act is not to alter the commissioning and procurement processes, but to ensure that, as part of these processes, the Council considers the wider impact of the services delivered. It allows authorities, for example, to choose a supplier under a tendering process who not only provides the most economically advantageous tender but one which goes beyond the basic contract terms and secures wider benefits for the community.

As the government has not provided a specific social value definition, it is important that we as a council take the time to define what this means to both our internal and external stakeholders – what it means to Portsmouth. We have set out below our definition of social value from which we move forward with a set of council-wide thematic areas and principles.

Portsmouth Social Value is:

'The lasting and positive impact that we create through the way in which we act to shape a resilient future, for our local and regional communities, businesses and environment'

Our definition will be achieved through delivering impact, with examples set out in the following areas:

- **Social Impact.** Improving the physical and mental wellbeing of local people, strengthening community spirit and collaboration to reduce poverty and social isolation, supporting young people, disadvantaged groups and address inequality, by raising aspirations of our future generations.

- **Economic Impact.** Improving opportunities for our local SMEs, greater inclusion of the VSCE and social enterprise sectors within our supply chains, driving down unemployment, upskilling the future workforce and addressing skills gaps through apprenticeships and similar schemes. Driving up inward investment and harnessing the Green Revolution to 'build back better'.
- **Sustainability Impact** working towards our 2030 Carbon Net Zero goalⁱⁱ, improving our air quality, and enhancing our biodiversity through net gains. Evaluating our approach to placemaking and taking care of our heritage as a 'Port City.' Ensuring that communities and businesses are educated and empowered about the vital roles they play in delivering a sustainable future, one which builds back greener.

These are just some of the main ways in which this policy will support us to fulfil not only our city vision but also our social value definition.

The policy is underpinned by the leadership role that we are committed to taking, both as an organisation, and within our wider remit both regionally and on the national stage to drive forward social value.

Policy Context

Portsmouth City Council recognises our responsibility to comply with the Public Services (Social Value) Act 2012ⁱⁱⁱ and the Public Contracts Regulations 2015^{iv}. This policy builds upon the Council's existing good work to date and underpins the creation of value for money through the Portsmouth City Vision 2040^v. The social value policy amplifies how the Council can *create big, bold plans for what we want in future; for ourselves, our families, our communities, our businesses, and our co-workers.*

The social value policy sets out the obligations and opportunities that span across the Council. Furthermore, it is responsive to the Central Government updated Public Procurement Notice 6/20^{vi} and 11/20^{vii}. This policy will align with and complement the Council's existing policies and strategies. It will further align with the emerging ISO Social Value standard (BS8950)^{viii} and the UN Global Sustainable Development Goals and the 2020^{ix} Transforming Public Procurement Green Paper^x, that proposes the UK's procurement reforms post Brexit.

It is a policy that defines how the Council delivers value for money for our **local and regional economy, people, and environmental sustainability**. It demonstrates the Council's position on addressing inequality, and its moral requirement to ensure the greatest value is delivered through the Council's leadership, and the actions it takes as a public sector body.

¹ <https://www.gov.uk/guidance/public-sector-procurement-policy>

The social value policy will be cross-cutting and unifying as it forms one of three pillars that support Portsmouth in achieving our City Vision.

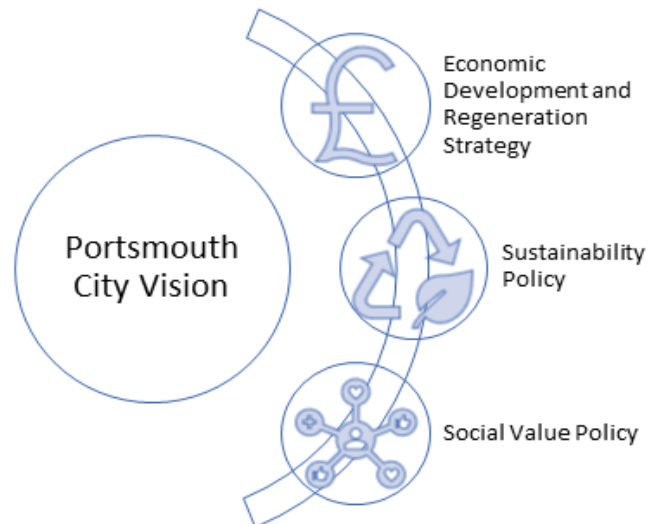


Figure 1

Whilst the social value policy is focused on the strategic position of the Council, it seeks to reflect a shared vision for the City, and more broadly our regional role. The policy reflects a wide range of partners and stakeholder drivers. (e.g., local residents and anchor organisations)

Our City Vision Values

We believe in our community: we will be so proud of our strong and friendly community spirit, how we all take care of each other, keep each other safe, help each other out, and make sure we all feel we belong

- We believe in collaboration: we will all take responsibility for our city and we enjoy working together for the common good, across neighbourhoods, communities, organisations, sectors, and businesses.
- We believe in equality: we will be a fair and equal city where everyone has the opportunity to succeed, enjoy and thrive in the life they want to live, and so we welcome and support each other without discrimination.
- We believe in respect: in 2040 we know every person in Portsmouth has a valuable contribution to make, whether we live, work, study or visit here, so we respect each other's differences, and make sure everyone feels included and safe.
- We believe in innovation: we are ambitious and action-oriented, welcoming new ideas and embracing changes that improve people's lives.

The values defined within the vision have been developed in consultation with more than 2,400 residents and we are committed to social value being a dynamic and responsive position that the Council takes.

Our Corporate Priorities (2018)

The context surrounding this policy is also underpinned by the 2018 Council corporate priorities^{xi} that provide the internal benchmark. We can deliver external impact as follows:

- Make Portsmouth a city that works together, enabling communities to thrive and people to live healthy, safe, and independent lives.
- Encourage regeneration built around our city's thriving culture, making Portsmouth a great place to live, work and visit.
- Make our city cleaner, safer and greener.
- Make Portsmouth a great place to live, learn and play, so our children and young people are safe, healthy, and positive about their futures.
- Make sure our Council is a caring, competent, and collaborative organisation that puts people at the heart of everything we do.

2. BACKGROUND

This policy has been established during a time of significant national (and global) challenge. The public sector is strengthening its role as it supports local people, and economies to reduce inequality and build back better. The policy seeks to nurture and harness the local resilience demonstrated during the Covid-19 pandemic. To align with a council-wide social value strategy that creates **positive opportunities** for greater equality that shapes a happier, safer, and sustainable Portsmouth for generations to come. The policy incorporates the social value that we create through our activities. This may include activity that delivers social value outside of the Portsmouth City boundaries.

This social value policy sets out a formal position for the Council in response to several drivers:

- The restorative opportunities to build back better, and greener.
- To complement the City Vision and its objectives.
- Unlocking greater value in the supply chain through commissioning, procurement, and contract management.
- Strengthen the 'Portsmouth Pound' through greater support of the local economy and generating inward investment.

- Develop and grow new and existing partnerships, embedding value at the heart of them.
- Responding to Central Government policy and legislation. (e.g., The Public Services Act 2012^{xii}, Public Procurement Note 06/20^{xiii} and 11/20^{xiv})

The policy is aligned to the Public Services (Social Value) Act 2012^{xv}. The Act requires Councils to consider Social, Environmental and Economic factors when commissioning, procuring and contract managing goods and services. The policy has been created to build upon public sector best practice for embedding social value. It has also responded to emerging legislation and the direction of central government.

Our social value policy clearly defines:

1. Alignment with the values we share with residents, partners, local businesses and other stakeholders.
2. A social value definition that is reflective of what this means for the Council, and what it means to Portsmouth.
3. Specific social value thematic areas which are aligned to and complement the City Vision.
4. The key principles showing how the Council embeds practical and effective delivery of social value. Achieved through a dynamic set of cross-council initiatives, practices, and processes.
5. The scope in which social value will be embedded within the Council's existing activity and alignment with current strategies and policies.

Social Value Levers

We are committed to delivering on a social value policy that embeds lasting value through a council-wide strategy. A strategy that amplifies our existing good practice continues to provide a unifying and needs-led approach to delivering value for money.

We recognise as a council there will be many levers that enable us to unlock the hidden value we create, and to increase our council-wide value in the years ahead.

The levers include (but are not limited to):

- Commissioning, Procurement and Contract Management
- Regeneration and Planning
- Education and Skills
- Employment and Volunteering
- Portsmouth Partnerships
- Council Employee Engagement

- Cultural change and social value' business as usual'
- Local and regional partnerships
- Consistent and quality communication
- Recognition of commitment and delivery

Social Value Policy Aims

In delivering this policy our aim is to achieve social value through the way in which we operate as a public sector body, and through the way in which we spend public money. The policy aims are to ensure that we continue to make Portsmouth a healthy, vibrant, and sustainable city for all who live, learn, and work here. We have set out below our highest aspirations for Portsmouth by 2040, and this policy aims to contribute directly or indirectly to each of these aspirations.

Our Aspirations (as set out in our City Vision)

A healthy and happy city | A city rich in culture and creativity | A city with a thriving economy | A city of lifelong learning | A green city | A city with easy travel

We recognise that the Council is already achieving positive impact within some existing contracts, commissioning approaches, partner engagement and existing complementary policies, providing robust opportunities for a resilient recovery.

We recognise that social value is already being achieved within the City without any significant direct intervention by the Council through local socially minded business partners, existing social enterprises and the work of key partners.

We recognise that in some areas, the value of this activity is not being fully measured, therefore we have hidden value which we want to uncover, measure, and celebrate. As we move forward with the aims of the policy, we will utilise our social value strategy to ensure we capture the value of existing good practice, to celebrate, communicate and amplify this value.

Social Value Principles

To deliver a council-wide policy we recognise that the aims of the policy will remain flexible enough to allow for the areas of scope to deliver social value in the way most appropriate to their requirements. We have outlined a set of principles that act as '**levers**' which work towards the delivery of our social value definition, thematic areas, and city vision aspirations.

Innovation and leadership are the driving force behind our levers and achieving this policy. We recognise and welcome the role of innovation in the role that we play when building back better and showcasing social value. Our Leadership will allow us to use our social value principles to galvanise social value across our activities, our Council, and our City for generations to come.

- Consult - with key stakeholders through regular engagement to uphold a 'needs led' approach to the development of social value.
- Design –co production of services that are underpinned by the social value policy, city vision and legislation.
- Develop - an ecosystem that is value driven, with transparent and robust systems and processes.
- Manage - social value will become 'business as usual' as we effectively manage the way in which we deliver value for money.
- Embed - social value within the culture of our Council, local businesses, supply chain, partners, and residents.
- Improve - our social value through effective measurement that enables us to define what good looks like and push the boundaries of delivering value for Portsmouth.

Appendix 1 – Summary Roadmap

Appendix 2 – Support Briefing Paper

Glossary

Outputs	The frequency and type of activity delivered.
Outcomes	The change experienced as a result of the outputs being delivered.
Impact	The difference the change makes as a result of the outputs being delivered.
Value	The monetary worth of the impact being delivered
Local Value	Actions, activity and benefits for residents, communities, and businesses within the Portsmouth City postcode area.

ⁱ <https://www.gov.uk/government/publications/social-value-act-information-and-resources/social-value-act-information-and-resources>

ⁱⁱ <https://democracy.portsmouth.gov.uk/documents/s25687/Response%20to%20Climate%20Emergency%20Strategy%20appendix%20A.pdf>

ⁱⁱⁱ <https://www.gov.uk/government/publications/social-value-act-introductory-guide>

^{iv} <https://www.gov.uk/guidance/public-sector-procurement-policy>

^v <https://www.portsmouth.gov.uk/2021/01/29/a-new-vision-for-portsmouths-future/>

^{vi} <https://www.gov.uk/government/publications/procurement-policy-note-0620-taking-account-of-social-value-in-the-award-of-central-government-contracts>

^{vii} <https://www.gov.uk/government/publications/procurement-policy-note-1120-reserving-below-threshold-procurements>

^{viii} <https://www.bsigroup.com/en-GB/blog/Environmental-Blog/introducing-the-new-british-standard-on-social-value/bs-8950---guide/>

^{ix} <https://sdgs.un.org/goals>

^x <https://www.gov.uk/government/consultations/green-paper-transforming-public-procurement>

^x <https://www.gov.uk/government/consultations/green-paper-transforming-public-procurement>



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Appendix 1 - Roadmap to Development and Implementation

There is an opportunity to embed social value at the very heart of Portsmouth City Council and continue to grow its positive influence across the Portsmouth public, private and third sectors. This transition can be broken down into five distinct stages that enable social value maturity. Each of the stages needs to be satisfied before moving on to the next stage.

It is possible to reach social value maturity well in advance of the 2040 City Vision goal. The Social Value Business forecasts that significant changes will occur across the Council within 2 years. It could take up to a further 3 years to complete and embed the change in mindset and for social value to be delivered as 'business as usual' across the Council. This forecast is based on a medium-paced trajectory; there are opportunities to accelerate this timeline by learning from current national best practice, and adequately planning/resourcing the changes required. This includes investment into the additional capacity/resources, increasing current capability, development of new processes, and systems needed to support integrated, embedded social value development and rollout and recognise the social, environment and economic benefits that implementing Social Value can stimulate.

Example of Benefit(s)

- For every volunteering hour delivered, there is a £16.07 per hour in value delivered.
- For every 16-25yr old care leavers (FTE) hired on the contract as a result of a recruitment programme, generates £13,636 of value.
- For the weekly engagement of an apprenticeship, 16-25yr old generates £207.40 of value.
- For every £1 spent on Local Businesses (SME), there is an additional 0.09p economic benefit delivered¹.
- For every £1 spent on VCSE sector (there is an additional 0.12p economic benefit delivered)².
- The voluntary sector contributed £18.2bn to the Economy (UK) in 2017/18, representing 0.9% of GDP.
- Salford Council targets increase GVA by £2,353 through the implementation of a Social Value focus³.
- Liverpool City Region forecasted the VCSE sector contributes £917.9m or 3.7% of the regions GVA⁵.
- Every £1 spent by Worcestershire County Council contributes a total of £2.12 to the county's economy⁶.

When the effects of local spend are broken down and analysed, every £1 spent by a participating local authority with local SMEs generated an additional 63p of benefit for their local economy, compared to just 40p generated by large local firms⁷.

The diagram overleaf represents a recommended approach to the council-wide Roadmap that seeks to complement the social value strategy and operational plans at an individual directorate level. These have been created through the information and data obtained via internal consultations, desktop review of current Portsmouth policies, emerging Government legislation and examples from social value development within the UK.

In Scope

There are several levers that fully maximise the creation of social value. These levers are underpinned by research and internal consultation, the experience of SVB and national LA best practice. Therefore, the following areas are considered within scope:

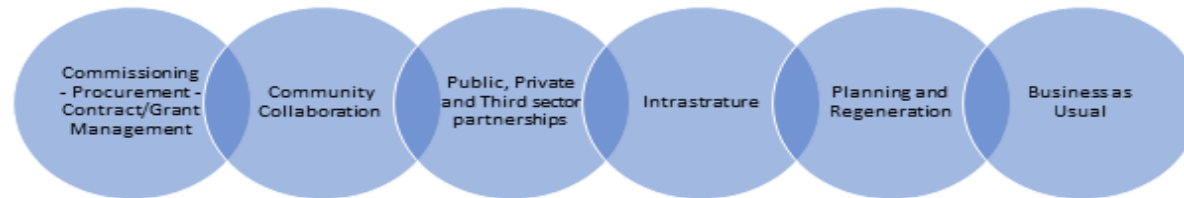


Fig 1

NB. Social Value process will support the measurement and reporting of value created through social, local, economic and environmental activities and initiatives.

Proposed Measurement Methodologies

There is a wealth of nationally recognised methodologies that can be used to measure and report social value. The final methodologies will be identified during a gap analysis. However, for the purposes of this Roadmap the Council will seek to capture baseline, outcomes and impact through 3 data points:

- Upon Engagement - Understand baseline
- Upon Completion – Understand outcomes
- Post Completion – Understand impact

This will allow 360 degree qualitative feedback to listen, learn, develop and improve social value creation within the future.

The following approaches are identified as good practice:

- Social Return on Investment (SROI) - To define for every £1 spent by the council, there is a social return of £x.

- Local Multiplier - To map and measure the retained economic benefit of social value activities.
- Gross Value Added - The Value generated by any unit engaged in the production of goods and services. Enclosed below is a breakdown of the Roadmap which is likely to take between 3 and 5 years. It provides greater specific detail of the actions required during the stages to move from policy to maturity.

Enclosed below is a breakdown of the Roadmap which is likely to take between 3 and 5 years. It provides greater specific detail of the actions required during the stages to move from policy to maturity.

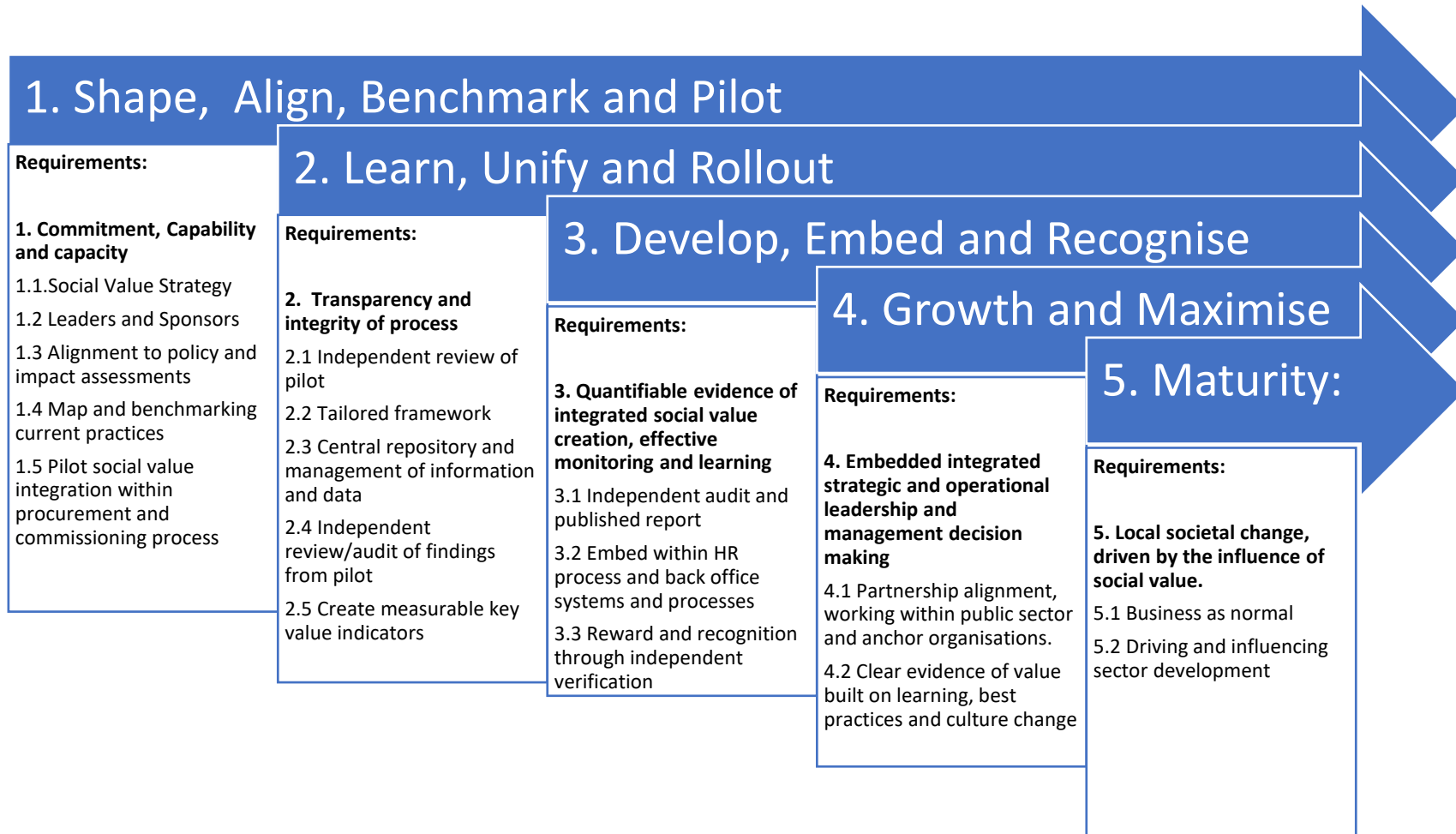


Fig 2

First Year in Focus

Priority

1. Recognise and communicate a baseline, current activities, best practice, change in procurement and future opportunities.
2. Recognise our current partnership, build new partnerships and develop process/opportunities to increase social value creation, development, delivery and recognition.
3. Encourage and facilitate internal and external social value communication, engagement and innovation to build on local best practice and remove barriers where possible.
4. Focus on building and sustaining Social, Environmental and Economic Value

Pilot the delivery of social value within procurement activities, where suitable, relevant and proportionate. Continue to build upon existing and new relationships to further identify and embed social value opportunities.

Social Value Task Force

- Create new terms of reference for the Social Value Working Group (strategic focus) and rename it the 'Social Value Task Force; update participation, identify gaps in representation and add accordingly.
- Cabinet Member for Communities & Central Services - Cllr. Atwell - to become the adopted portfolio holder for Social Value.
- Director of Corporate Services - Natasha Edmunds- to be the nominated executive sponsor.
- Create new subtask and finish groups (operational action/delivery) reporting into the Social Value Task Force.
- Invite local external partnership to participate
- The piloting of social value within future procurement expenditure, where relevant and proportionate.

Internal & External Engagement

- The Development and delivery of 2 specific workshops to build.
 - Policy alignment to facilitate dynamic and proactive engagement.
 - Needs alignment to facilitate positive engagement and integration.

Review and Establish

- Create a local expenditure baseline - Undertake an analysis of current procurement expenditure through profiling (SME/VCSE organisations) and Local as a % of tender procurement expenditure.
- Review current contracts – Analyse the social value activities/actions that are happening within the top £100m procurement expenditure (contracts); map and refocus social value activities in alignment to future priority, audit and report.

Reduce Barriers

- Develop and distribute through 'INTEND' procurement portal and through local partners 'Hive, LEP, Shaping Portsmouth' etc, an online survey to research the barriers to the delivery products and services to the Council.
- Incorporating learning from the online survey. Develop and deliver targeted external Social Value workshops, targeting current suppliers and those who would like to provide services.

Promote 'Local'

- Pilot the reserving of contracts for local suppliers where relevant, suitable, and legal in alignment to Procurement Policy Note: 11/20.

Recognition of good practice

- Develop a localised approach to the recognition of local social impact and value, i.e. award/certification.

Methodology

- Develop a Portsmouth specific Social Value Framework, that can monitor and report on new procurement activity that will have social value embedded within the contract. Promote and embed.
- Recognise Themes Outcomes and Measures (TOM's) as an approach to monetising social impact.
- Recognise Social Value Certificate (Social Value UK) and Social Value Quality Mark® as best practice for social value measurement best practice.

Accessibility

- Develop a local directory, for local organisations to showcase their goods, services and for large organisations to be able to engage within their supply chain/develop new partnerships/consortium.
- Signpost to key partners and existing support such as Shaping Portsmouth, The HIVE, UoP, etc.

Resources

- Continued draw down of existing officer time already engaged in delivery against identified social value levers.
- Subject to availability, assign Project Management Support to strategically manage pilot and rollout.
- Recruit Procurement Contract Management Business Partner, with embedded social value role within specification. (this post is already provided for within the existing Procurement budget)
- As required and subject to availability of funds, purchase specialist Social Value consultancy support to assist in the navigation of barriers and support process development, best practice and implementation.

Communication

- Develop a new internal and external communication strategy to raise the profile of Social Value local, organisations achievements.

<p>Quick Wins: (Not in order of priority)</p> <ul style="list-style-type: none"> a) Better understand need and existing policy commitments. b) Nominate and engage a Social Value representative for all Departments. c) Create a Terms of Reference and milestones for Social Value working group. d) Gap Analysis - Review current social value activities, map and celebrate. e) Consider Government Procurement Notices. (PPN11 /06) f) Establish baseline position of procurement expenditure – SME's/VSCE/Local. g) Sign up to the 'Social Enterprise Place' Initiative. h) Adopt relevant Themes and Outcomes Measures (TOM's) as a Social Value Framework. (proportionate and management 		<ul style="list-style-type: none"> i) Workshop with suppliers – Raising awareness of Social Value position, focus and meaning. j) Directory of local suppliers – Promoting local organisation for partnership and social value delivery and supply chain development. k) Partner and existing support signposting and alignment l) Formalise and pilot the inclusion of social value within procurement and commissioning activities for contracts. m) Pilot inclusion of social value with grants, Section 106, Local Enterprise Partnership activities. n) Social Value Training for key internal stakeholders. 		
<p>Align and Pilot</p> <ul style="list-style-type: none"> a) Alignment with complementing policies b) Identify council-wide Social Value Champions <ul style="list-style-type: none"> – Formalise internal social value group c) Gap Analysis <ul style="list-style-type: none"> – Identification of departmental baselines and quick wins – Celebrate current good practice d) Implement consultations and e) Social Value Workshops <ul style="list-style-type: none"> – Commissioning – Procurement – Contract Management f) Establish Baseline g) Develop Strategy – 3 years h) Framework Development <ul style="list-style-type: none"> – Commissioning Process – Procurement Process – Contract/Grant Management Process – Qualitative/Quantitative – Weighting/Thresholds – Verification i) Pilot <ul style="list-style-type: none"> – Procurement Implementation – Community Initiatives – Major Works j) Review <ul style="list-style-type: none"> – Process/ Future Scope – Value to date – Key Learning – Recommendation k) Agree Rollout <ul style="list-style-type: none"> – Create measurable objectives 	<p>Learn and Rollout</p> <ul style="list-style-type: none"> a) Establish Key Value Indicators for social value delivery b) Social value Internal/External Communication plan c) Consider investment in SV tender/ management system d) Develop Social Value Charter e) Formalise a time banking scheme f) Create local Award and Recognition. g) Set up Community Foundation Scheme h) Commence Embedding <ul style="list-style-type: none"> – Service design. – All Departments – Planning/Regeneration – Investment – Partnership(s) i) Embed <ul style="list-style-type: none"> – Internal Impact Assessments j) Social Value Training <ul style="list-style-type: none"> – Delivery Department training – Current/future Supply Chain k) Commence Partnership and alignment <ul style="list-style-type: none"> – Anchor Organisations – Education – Health – Housing – Police – Fire – VSCE and Small Business sector – LEP 	<p>Develop and Recognise</p> <ul style="list-style-type: none"> a) Embed processes, practices across business support functions and services b) Back office/support department training for data collection c) Independent review and verification of social value claims d) Mid-Point review <ul style="list-style-type: none"> – Process, strategy, outputs and value and its comparable influence on city vision e) Establish Portsmouth and the Councils own unique social value proposition f) Framework development for improved monitoring and management <ul style="list-style-type: none"> – Value v cost ratio – Value v cost breakeven 	<p>Growth and Maximise</p> <ul style="list-style-type: none"> a) Forecast social value growth b) Engage and align with local public sector bodies and anchor organisations c) Develop external social value taskforce in Portsmouth for integrated working d) Establish a community/council legacy committee e) Establish and embed social value management and maximise principles 	<p>Maturity</p> <ul style="list-style-type: none"> a) Drive/Influence change locally b) Social value becomes council-wide business as usual.

Fig 3

Resource and Investment Need Analysis

To enable the council to deliver a comprehensive and integrated social value policy it is recognised that the council will be required to adequately resource this from the beginning. In particular, these areas include additional capacity, capability, assets and the development of new process.

Without adequate resources, it will prove difficult to achieve the aims and objectives set out within the social value policy. This is consistent with similar Local Authorities, attempting to establish a similar approach to and development of social value, within their areas. The diagram below sets out a summary of the main requirements.

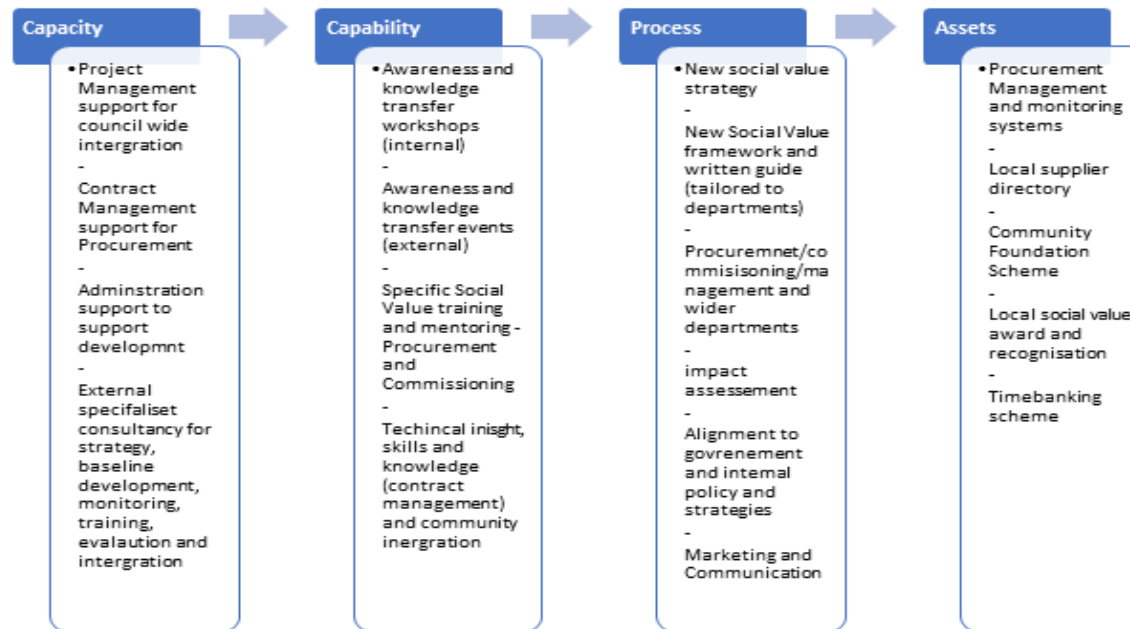


Fig 4

N.B The cost of the resources required for implementation, will cover a period of 5 years, with set up and development costs covering years 1 and 2.

Recommendations

A total of 20 social value recommendation are being made, across 4 main areas. These recommendations are high level and based upon the current data and insights gathered between December 2020 – January 2021.

Best Practice

- Agree to a set of Quick Wins and implementation with aligned resource.
- Further internal and external consultation to build clarity on the social value commitment, design, development, monitoring and measurement process and framework.
- Sign up to 'Social Enterprise Place Initiative' 'Social Enterprise UK.
- Develop 'Key Value Indicators', for measuring social value outcomes.
- Formally recognise National Theme and Outcomes Measure (TOM's), Social Value UK Certificate, Social Value Quality Mark, Social Value UK 7 Principles as best practice.
- Consider value creation across directorate/department as a whole and not individually.

Process

- Alignment with complementary policies.
- Develop a 3+ year strategy, in alignment to the Social Value Policy
- Carry out a gap analysis, develop baseline, benchmark and undercover of social value activities and value.
- Add social value element within future impact assessments.
- Management systems to support effective tender and contract management. (SV)
- Establishment of a Community Foundation and time banking scheme.

Support

- Invest in Contract Management/Project Management and Consultancy support.
- Update marketing and communication strategy to include social value.
- Celebration events and the creation of a 'local social value award'.
- Establish cross agency/public sector bodies social value taskforce.
- Increased promotion of opportunities to local organisations.
- Identification of social value department champions and executive sponsors.

Rollout

- The roll out of social value implementation and integration across the Council, commencing with Piloting social value within commissioning, procurement, and contract management process.
- Roll-out of training and support for organisations to be aware of and be able to effectively respond to tenders that incorporate social value.
- Build online directory development for local suppliers, promoting collaboration and partnership.

Milestones

- The formalisation of a Social Value Task Force and aligned workgroups.
- The clear alignment of the Social Value Policy with current policies and key strategies.
- The clear alignment of Social Value Policy to the current and future needs of the Council.
- The development of external partnership protocol and forums.
- Social Value – Key Value Indicators embedded within contracts on a proportionate and relevant basis, seek to align commitments and reporting structures within a number of existing high impact contracts
- A written framework and guide created for Portsmouth to measure and report social value through procurement and contract measurement.
- An online survey targeting current and future suppliers, to gain views, opinions and barriers to procurement and social value delivery.
- A 'local' award for the recognition of social value
- Pilot 'restricting' small tenders for local organisations.
- An independent review of the success of the 1st year pilot.

Summary Timeline (Year 1 in Focus)

Action	February	March	April	May	June	July	August	September	October	November	December	January	February	March
Social Value Task Force														
Create new terms of reference for the Social Value Working Group														
Create new subtask and finish groups														
Invite local external partnership to participant in Social Value Task Force and subgroups														
The piloting of social value inclusion within high value existing contracts and future procurement expenditure, where relevant and proportionate.														
Internal Engagement														
The Development and delivery of 2 specific workshops (Policy/Needs)														
Review and Establish														
Create a local expenditure baseline														
Review current contracts														
Reduce Barriers														
Develop and distribute Online Supplier Survey														
Develop and deliver targeted internal/external Social Value workshops,														
Promote 'Local'														
Pilot the reserving of contracts for local suppliers														
Recognition of good practice														
Develop a localised social value recognition programme														
Methodology														
Develop a Portsmouth specific Social Value Framework														
Recognise Themes Outcomes and Measures (TOM's)														
Recognise Social Value Certificate (Social Value UK) and Social Value Quality Mark®														
Accessibility														
Develop a local directory of local organisations														
Communication														
Develop a new internal and external communication strategy														

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Appendix 3 - Portsmouth Social Value Policy Supporting Paper

Objective

Develop and deliver a Social Value Policy in February 2021 for consideration and sign off by the Council.

Sponsored by Natasha Edmunds Director of Corporate Services, Cllr Chris Attwell and Cllr Steve Pitt.

Overview of Activity to Date.

- Establishment of Internal Social Value Working Group, comprising of 14 Council staff members, representing 8 departments, meeting bimonthly.
- Attendance at Councillors' meetings.
- Consultation with Directors, through invitation at the Directors meeting on 14th December 2020, and a follow up meeting in January 2021.
- Richard Lock – Acting Procurement Manager direct engagement with Chair of the Social Value Task Force and Local Government Association Lead.
- Identification of best practice from councils and contractors to inform planning
- The Social Value Business (SVB) was commissioned by Portsmouth City Council in December 2020 to deliver a work package to:
 - Present to informal Cabinet February 2021 a Social Value Policy Document to formalise the Council Social Value position through:
 - Advising on current social value position within the UK and the national trends and direction.
 - Act as a critical friend to the Council, helping to navigate challenges and barriers to social value positioning, planning, development and implementation.
 - Reviewing current best practice and Local Authority examples throughout England.
 - Alignment with current Central Government legislation and national direction.
 - Identifying a social value definition, areas in focus and aims objectives and principles.
 - Consult with senior and key influential staff members within the Council.
 - Create a summary roadmap to direct the future approach to Social Value Council-wide.
 - Create a summary needs analysis for the development of Social Value.
 - Create recommendations, based on SVB experience and national good practice and learning.
 - Knowledge transfer.
- To build upon the good practices already delivered through existing Council-wide initiatives.
- Align actions and activities to the delivery of the Portsmouth City Vision.

Outcomes

75+ strategic and operational staff were invited to participant in 1 of 6 internal consultants' workshops, in January to help shape the Social Value Policy, through sharing views and

insight into a social value definition, areas of focus and potential scope. This consultation was supported by an online survey, completed by 25 staff members.

Key Themes and Observations

Underpinned by the consultants:

- Alignment with the City Vision
- Social Value can be woven across most Council activities and actions
- Social Value was being delivered by residents, communities and suppliers, but limited focus on areas that matter most. Additional direction needed
- Strong focus on creating a local identity and approach to social value
- The need to focus on restoring the city
- Reducing inequalities and promotion of opportunities
- Working in partnership and collaboration
- The need to understand the current position through a gap analysis and benchmarking
- Recognise and celebrate current social value activities
- Social Value complements multiple current policies and strategies within the Council
- Social Value working in harmony with environmental direction
- Varied views on examples of Social Value definitions
- Broad agreement on areas in focus
- Broad agreement in areas within scope
- Broad agreement in the need for robust measurement and future collaborative working and integration
- The need for investment in resources to deliver social value

National Context

The 2020 review of the Green Book aimed at levelling up Government expenditure across the UK played a central role in raising the profile of social value delivered through public spending. The Green Book is the Government's guidance on options appraisal and applies to all proposals that concern public spending, taxation, changes to regulations, and changes to the use of existing public assets and resources. It is vital for designing interventions that both achieve government policy objectives and deliver social value for money - i.e. that maximise the delivery of economic, social and environmental returns for UK society for every pound of public funds spent. It is supported by detailed HM Treasury guidance on developing business cases which reflects its principles, and by departmental guidance that addresses issues specific to their policy concerns.

The UK government has demonstrated commitment to small and medium-sized enterprises (SMEs) by introducing several initiatives designed to increase SME participation. These include the prohibition of the use of pre-qualification stages in sub-threshold procurements, and also increased visibility of advertised opportunities through an open national register. Central Government had a target of 33% of all contracts to be delivered or sub-contracted to SMEs by 2020.

The Local Government Act 2000 reminds us that fundamentally, the objective of any local authority should be: "The promotion or improvement of the economic, social and environmental wellbeing of their area."

Appendices

Appendix 1: Social Value in Practice

Preston City Council

- Social Value within Preston City Council is through the use of thresholds which trigger a different procurement route. In this way, relatively low-value procurements can be dealt with using informal quotes, thereby increasing efficiency, with a strong focus on value for money. Conversely, larger opportunities (over £75k) will be subject to open advertisements, and therefore introduce complete transparency and unlimited competition
- Within the wider Lancashire economy (including Preston) £488.7m of spending had been retained, a rise of £200m from the baseline analysis

Manchester Council

- They include a social value element of 20% in all contracts with suppliers and will only do business with companies who will:
 - give something back to Manchester people – from a list that they told us they value
 - boost local neighbourhood economies
 - minimise their impact on our environment
- 53.3% of direct spend with the top 300 suppliers in 2015/16 was with organisations categorised as SMEs – this has increased from 46.6% in 2014/15
- The extent to which the Manchester Council re-spent back in the Manchester economy on Manchester-based suppliers and resident employees of their own. The amount re-spent has increased from 25p in the £1 in 2008/09, to 43p in the £1 in 2015/16.
- Expenditure with organisations based in, or with a branch in Greater Manchester has increased from 86.5% to 90.7%
- The proportion of Manchester spend in the 10% most deprived neighbourhoods has decreased from 47.6% in 2008/09 to 39.6% in 2015/16

Calderdale

- All contracts above the EU threshold must include clauses to require that Suppliers and sub-Contractors must pay subcontractors in the supply chain within 30 days of receipt of payment from the Council
- All procurement and commissioning activity will, where appropriate, be structured to maximise the potential for skills training, apprenticeships, and job creation to support the local economy. Local companies providing goods and services to the Council will be encouraged to take on apprenticeships
- Calderdale Council's annual budget, although significantly reduced, is still around £145m each year, with 40% of that spent locally. Over 85% is spent in West Yorkshire and around 55% spent with small and medium-sized companies
- Target local spend 60% across the public sector spend by 2024

Durham

- In 2013, Durham formed a Social Value Task Force in conjunction with the local branch of the Federation of Small Businesses and Social Enterprise UK

- Durham Council has focused on the Social, Environmental Economy value, together with its sustainability strategy
- In all, 55% of Durham's total annual procurement spend is with SMEs, 64% is within the North East, 45% is within the county, and 13% is spent with the third sector

Bristol

- Bristol's focus is to promote social value, including the local economy and environmental sustainability, to the extent that it is legally permitted
- Comply with the Council's Social Value Policy and associated supply chain standards and initiatives
 - i. Seek to reduce disadvantage, advance equality and promote community cohesion as defined in the Equality Act 2010
 - ii. Make every effort to promote local business, including Small and medium-sized enterprises (SME)
- To choose a supplier under a tendering process who not only provides the most economically advantageous tender but one which goes beyond the basic contract terms and secures more extensive benefits for the community
- A weighting of 20% is applied to the overall assessment being attributed to social value

Appendix 2 - Overview of Social Value Business

Social Value Business has nearly 20 years' experience conducting an extensive range of consultancy and evaluation for clients in a variety of sectors.

Social Value Business is an independently recognised UK leader in providing social value measurement, evaluation and development services. We strongly believe in collaborating with people to enable them to enhance their business through developing the right strategies, which in turn helps them understand the difference that their services are making. Through evidence-based findings we believe we can improve performance to help generate a greater, more sustainable impact for individuals, organisations and communities.

As a commitment for social value development, SVB developed the Social Value Quality Mark as a project, before established it within its own Social enterprise in 2020. (Social Value Quality Mark CIC)

Our clients include:

- **Public Sector** – Cabinet Office, Modern.Gov – Manchester – Birmingham – Swindon – Thurrock - Cheshire East – Herefordshire - Bolton – Stockport – Oldham Councils and Cheshire and Merseyside Care Partnership
- **Private Business** - Price Waterhouse Coopers (PWC), Kier Group, Growth Company, World Advertising and Marketing Forum
- **Public Sector Mutuals** – Sirona Care and Health – North Somerset Community Care – Lets Go Global – Spiral Health – Nottingham City Care Partners, Wigan Community and Leisure Trust
- **Third Sector** – Shelter, YMCA, Home Start, Canals and Rivers Trust (formally British Waterways) Change Grow Live, Royal Voluntary Service
- **Universities** – Manchester – Oxford – Cambridge – North Staffordshire – Keele
- **Housing** – Great Places - Progress -Sovereign - Trident - Nealth and Port Talbot – Clarendon – Irwell Valley - Knighstone
- **Funders** - Big Lottery - Social Investment Business – Unltd

2020 highlights include:



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Title of meeting:	Cabinet decision
Date of meeting:	9 March 2021
Subject:	Safer Portsmouth Partnership Plan 2021-22
Report by:	Lisa Wills, Strategy and Partnership Manager
Wards affected:	All
Key decision:	No
Full Council decision:	Yes

1. Purpose of report

This community safety plan is a statutory requirement for all local authority areas. In Portsmouth this plan will inform the development of the Health and Wellbeing Strategy and consideration of the priorities set out in the plan will enable the Council to discharge its duty under Section 17 of the Crime and Disorder Act to:

*'...exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area'*¹

2. Recommendations

That the Cabinet:

- i) Recommends to Full Council it endorses the strategic priorities contained in the Safer Portsmouth Partnership Plan 2021-22 (appendix 1)
- ii) The council aligns the relevant budgets to support activity in line with section 17 Crime and Disorder Act 1998 (as amended).

3. Background

- 3.1 The Safer Portsmouth Partnership was incorporated into the Health and Wellbeing Board in June 2019. The constitution of the board was amended to take on the statutory duties of a local community safety partnership. The Health and Wellbeing Board is now the vehicle through which the five statutory partners - council, fire, police, health and probation² - work together to reduce crime, anti-social behaviour, substance misuse and reoffending as required by Sections 5 and 6 of the Crime and Disorder Act 1998 (as amended).³

¹ <https://www.legislation.gov.uk/ukpga/1998/37/section/17>

² Also referred to as the 'responsible authorities'

³ <https://www.legislation.gov.uk/ukpga/1998/37/section/5> and <https://www.legislation.gov.uk/ukpga/1998/37/section/6>

- 3.2 The responsible authorities are required by sections 5 of the Act to produce a detailed piece of analysis (strategic assessment), that identifies local priorities for action. The strategic assessment 2019-20 was approved by the Health and Wellbeing Board in November 2020.
- 3.3 The priorities identified in the strategic assessment are directly reflected in the statutory partnership plan for 2021-22. The plan was approved by the Health and Wellbeing Board on 3rd February 2021.
4. **Strategic Assessment for community safety** - the partnership strategic assessment will in future be produced by the Public Health Intelligence Team. This detailed document uses a range of data from partner agencies, including police recorded crime, and provides a summary of local and national analysis and research that:
- Check the partnership's current priorities and identifying any emerging issues
 - Provide a better understanding of local issues and community concerns, by triangulating key data sets
 - Provide knowledge of what is driving the problems to help identify appropriate responses
- 4.1 The 2019-20 recent strategic assessment shows crime reported to the Crime Survey for England and Wales (CSEW) has been fairly stable over recent years, following a sustained reduction since levels peaked in 1995. Meanwhile, crimes recorded by the police nationally have increased slightly, which may still be due to improvements in recording practice. Overall police recorded crime for Portsmouth was also found to be stable and this is reflected in the findings from our local community safety survey.⁴
- 4.2 However, detailed analysis shows that this stability doesn't apply to all crime types. Some types of crime have decreased since 2018/19, particularly acquisitive crimes, while **others have increased, for example stalking & harassment, public order, robbery and drug offences.**
- 4.3 **Domestic abuse continues to be the most common known driver of assaults,** but while the proportion of assaults between spouses/partners/ex-partners has remained fairly constant (30%) over the last seven years, the proportion of assaults between family members has been increasing. It is now double what it was in 2012/13 (9% compared with 4.3%). Meanwhile, the number and proportion of **assaults taking place in the main night-time economy areas has reduced by 22% (n163) since 2016/17.**
- 4.4 Serious violence had seen an upward trend locally since 2014/15, but has been fairly stable overall for the last two years. **Three quarters of victims of serious**

⁴ Community Safety Survey 2020

violence were male and the peak age groups were 10-17 and 18-24 years.

Analysis has found that perpetrators of serious violence in Hampshire had often been convicted of at least one prior offence, been a victim themselves (on average at 14 years of age) **and two thirds had either experienced, witnessed or perpetrated domestic abuse.**

4.5 Anti-social behaviour recorded by the police has also been on a downward trend both locally and nationally. The Office for National Statistics report that these figures should be treated with caution as improvements in police recorded crime could mean that incidents that would have been recorded as 'anti-social behaviour' are now being recorded as crime. Conversely, our local survey found that more people were witnessing and experiencing anti-social behaviour. This indicates that **anti-social behaviour is likely to be increasing, but that residents may be increasingly reluctant to report incidents to the police.**

4.6 See summary and conclusions from the strategy assessment attached at appendix 2. The full strategic assessment can be found here:
<http://www.saferportsmouth.org.uk/strategic-assessments/>

5. The impact of Covid-19

5.1 The strategic assessment 2019-20 only includes data up to the end of March 2020. Analysis of most types of police recorded crime⁵ found a substantial dip in April 2020 when lockdown measures were imposed, followed by a return to pre-lockdown levels by June as measures were eased.

5.2 While levels of violence dipped overall, some types of violence increased in Q1 2020/21 compared to the previous quarter, or Q1 2019/20. In particular, public order offences increased by 14% (n89), other sexual offences (not rape) by 21% (n22) and possession of a weapon offences by 40% (n24) from the previous quarter. Domestic abuse crimes saw a 4% increase (n38) from the previous quarter, and some additional analysis provided by the police found that the number of domestic abuse crimes has risen further in July.⁶

6. **The Community Safety Plan for Portsmouth 2021-22** - the community safety plan is a high-level strategic document, pulling together activity set out in three existing plans⁷ in order to avoid duplication.

- Tackling violent crime; continuing to focus on domestic abuse, serious violence, and knife-enabled violence
- Tackling drug misuse in the city
- Early identification of and interventions with children and young people at risk of exploitation or abuse, of misusing substances and of perpetrating anti-social behaviour or offending

⁵ From iQuanta website retrieved 17/08/20

⁶ Hampshire Constabulary, August 2020, Covid Risk Indicators YTD comparison (District Level).

⁷ Domestic Violence and Abuse Strategy, Violence Reduction Unit Response Strategy, and the Early Intervention and Prevention Strategy.

6.1 The plan also demonstrates the extent to which community safety focus and activity now runs through mainstream services.

6.2 Progress will be monitored by the partnership support team and reported by exception to the Health and Wellbeing Board at its quarterly meetings.

7. Reasons for recommendations

Crime and Disorder Act 1998 (as amended) Secs 5 and Sec 6 set out the requirements for the council to work with the responsible authorities previously mentioned to produce the partnership plan. The partnership plan identifies three main priorities that address the underlying issues of crime and anti-social behaviour. By providing collaborative leadership alongside our partners in order to address these issues, the levels of crime and anti-social behaviour should reduce and make residents safer.

8. Integrated impact assessment

A preliminary Integrated Impact Assessment has been completed for this plan (see appendix 4. Separate EIAs for agreed delivery activity are undertaken as necessary.

9. Legal implications

The report is clear in addressing the relevant issues. The report is compliant in that it is a statutory function to produce a community safety plan. The plan seeks to cover a number of key areas without placing any group that may have particular protected characteristics in a disadvantaged position.

10. Director of Finance's comments

There are no direct financial implications arising from the recommendations contained within the report. The services being monitored through this plan by the Health and Wellbeing Board will need to continue to operate within their approved Cash Limit.

.....
Signed by:
Corporate Strategy Manager

Appendices:

Appendix 1 - Community Safety Plan 2021-22

Appendix 2 - Strategic Assessment 2019-20 Summary and Conclusions

Appendix 3 - Community Safety Survey 2020 - Findings

Appendix 4 - Integrated Impact Assessment

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
Safer Portsmouth Partnership Strategic Assessment 2019-20 2. Community Safety Survey 2020 3. Safer Portsmouth Partnership plan 2018-20	Strategy Unit and/or www.saferportsmouth.org.uk

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

.....
 Signed by:

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Community Safety Plan 2021 - 2022

Foreword

We are pleased to present Portsmouth's Community Safety Plan for 2021-22. The council, police, fire service, health services and probation services have a collective responsibility to identify community safety priorities for the city and put in place a plan to address them. We encourage our partners to share this document widely within their individual organisations. The strategic assessment for 2019/20 identifies the priorities and this plan sets out how the priorities will be addressed. All community safety partners and all council departments are responsible for making sure the actions in the plan are delivered. This plan supports our **City Vision 2040** and aims to make sure all our residents, communities feel safe, feel like they belong, and can thrive. The plan will also inform the next Health and Wellbeing Strategy.

Over the past 20 years, the community safety partnership has regularly analysed a wide range of data in order to understand what drives crime in the city, taking what is now referred to as a 'public health approach' by refining research and focusing in on the detail as well as long term trends. Plans based on the findings from this analysis have been updated and published every few years in line with statutory requirements. Crime levels and rates have come down over the past 10 years, despite changes in the way crime is recorded by police. Violence - especially most serious violence - has remained relatively stable over the past two years, although, like all densely populated urban centres, Portsmouth continues will always have challenges. Overall, it is a safe city.

However, there are known risk factors including, domestic violence and abuse, poor mental health and substance misuse that often result in young people and adults becoming involved in crime and anti-social behaviour. It is important to raise awareness that community safety issues touch so many areas of our work, and to join up the plans and activities of a wide range of council services alongside our partners to reduce duplication and maximise efficiency. This collaborative approach can reduce costs and increases opportunities for early intervention, crime prevention and working together in active partnership to drive down crime and anti-social behaviour in the city.

As the approach to analysis has developed over the years, there has been increasing pressure on public sector resources. This has necessitated an evolving, more mainstream approach to tackling the 'wicked issues'¹ described above, often challenging our established systems and changing the way we deliver services to better reflect the needs of those who are vulnerable to poor outcomes.

The 1996 Morgan Report put forward the idea that crime reduction was not solely the responsibility of the police. Nearly twenty-five years on it feels as though this is understood and embraced by all partners working to improve community safety in Portsmouth.

We know the Covid 19 virus has had a huge impact on our city and on our work, and has affected different groups of people in very different ways. This plan will be refreshed in line with other key strategies in the city once the pandemic is over. The Health and Wellbeing Board approved this plan on 3rd February 2021.

Cllr Lee Hunt - Cabinet Member for Community Safety, Portsmouth City Council

Cllr Matthew Winnington - Co-Chair, Health and Wellbeing Board

¹ <https://www.youtube.com/watch?v=w5gt8zrXjGQ> and <https://www.leadershipcentre.org.uk/artofchangemaking/theory/critical-tame-and-wicked-problems/>
Community Safety Plan for Portsmouth 2021-22

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A	Introduction
B	Three Priorities
C	Summary
Page 184	Priority A - violent crime - domestic abuse, serious violence and knife enabled violence
	Priority B - drug misuse and drug related harm
	Priority C - early intervention - focus on children and young people at risk of exploitation or abuse, of misusing substances and of perpetrating anti-social behaviour or offending
D	Impact Monitoring
E	Governance and Delivery

A. Introduction

As we have discovered more and more about what drives crime, city leaders across public services have improved their focus on key priorities that will improve the lives of Portsmouth residents, the local economy and environment. The understanding of the relationship between 'people' and 'place' continues to evolve; the more we know, the clearer it is that the underlying causes of a significant proportion of crime are the same as the underlying causes of poor health, poor educational attainment and worklessness. It is appropriate therefore that Portsmouth's community safety partnership merged with the Health and Wellbeing Board in June 2019 to enable a more efficient leadership structure. The board brings together the human and financial resources of businesses, the voluntary and public services - in one place - to jointly tackle shared priorities.

The 'Safer Portsmouth Partnership' is now an integral part of this multi-agency group, that is responsible for health and care in Portsmouth as well as community safety, and also supports the development of the Children's Trust Plan. Children and adult safeguarding partnerships, local economic partnerships sit alongside the Health and Wellbeing Board to create a comprehensive governance framework for the city supported by a range working groups that co-ordinate, deliver and monitor improvement and development activity.

Service delivery has also changed since the Crime and Disorder Act 1998 required 'responsible authorities' to work together, moving from individual specialist services established to tackle newly identified priorities, such as domestic abuse, through to larger co-located multi-agency community safety teams and departments. As public sector resources dwindled, many of these specialist services were pulled back into mainstream provision. The aim is for community safety to be 'business as usual' for all council services², joining together with other key partners to reduce crime and improve wellbeing.

The legal requirements relating to strategic analysis and planning remain in place so the link between priorities identified in the local community safety strategic assessment and those in this plan should be clear. This will inform the development of the Health and Wellbeing Strategy for Portsmouth once business returns to normal, hopefully by the summer of 2021.

Plans already in place

In June 2019, in response to a surge in serious violence and knife crime in the UK's urban centres, the Home Office provided funding to establish Violence Reduction Units in key areas of the UK via local Police and Crime Commissioners. Portsmouth used the funding to embed the work on violence reduction within existing partnerships and strategies rather than create a competing structure without the same deep foundations.³ The Violence Reduction Unit Response Strategy was approved in January 2020.

² Section 17 Crime & Disorder Act 1998 (as amended)

³ Violence Reduction Unit Response Strategy

The Domestic Abuse Strategy was refreshed in 2019 and approved in January 2020. This was followed by the Children's Trust Plan 2020-2023 in June 2020. This plan is supported by detailed related strategies; Safeguarding Children Strategy, Youth Justice Plan, Exploitation Action Planning and Children's Safeguarding Strategy and the Education Strategy. Together these three plans set out the city's approach to early intervention and prevention.

So, rather than duplicating effort, this short community safety plan aims to demonstrate the connectedness of these existing strategies and their collective capacity to deliver improvements for the city in relation to the identified priorities; violence, and substance misuse and early intervention and prevention. The Venn diagram at Appendix 1 explains the co-dependant relationship between priorities.

B. Three community safety priorities

The impact of the pandemic on staff capacity means the community safety strategic assessment has been developed over a longer period of time; from late 2019 until September 2020 when it was approved by the Health and Wellbeing Board.

The priorities for 2020-2023 are:

- A. Tackling violent crime; continuing to focus on domestic abuse, serious violence and knife-enabled violence
- B. Tackling drug misuse in the city
- C. Early identification of an interventions with children and young people at risk of exploitation or abuse, of misusing substances and of perpetrating anti-social behaviour or offending

These priorities are based directly on the findings from the strategic assessment and community consultation as well as local research and analysis undertaken over the past three years⁴.

⁴ <https://www.saferportsmouth.org.uk/community-safety-survey/> and <https://www.saferportsmouth.org.uk/strategic-assessments/>

C. Summary of each priority

As referenced above, each of the community safety priorities is addressed by pre-existing plans, with agreed objectives, measures and associated delivery plans, a summary of which is set out below. The full plans and strategies are available on request.

Priority A - Violence <i>Focusing on domestic violence and abuse, serious violence and knife enabled violence</i>	
Strategic planning group (s)	Domestic Abuse Steering Group
Objectives	<ul style="list-style-type: none"> A. Promote healthy relationships B. Improve identification and assessment C. Challenge and support those who use abusive or unhealthy behaviours D. Hold to account those who use coercive control and violence E. Improve performance monitoring, quality assurance and workforce development
Key Personnel	Supt Clare Jenkins, Sarah Daly, Assistant Director, Children's Services, Bruce Marr, Head of Hidden Harm, Lisa Wills, Strategy Unit
Measures	<p>Some key measures from the new Domestic Abuse Monitoring Framework:</p> <ul style="list-style-type: none"> a) Number of cases where midwives, health visitors and GPs identify and discuss domestic abuse b) Number of early help assessment where parental conflict is an issue c) Number of Domestic Abuse Disclosure Scheme requests to police d) Develop measures to evaluate the impact of interventions with perpetrators of domestic abuse and those who use unhealthy behaviours e) Number of Domestic Violence Protection Notices and Orders f) Numbers of staff across all agencies attending regular multi-agency training g) Number of cases where service users feel safer
Delivery	<ul style="list-style-type: none"> • Deliver 'Is this Love' campaign in all secondary schools and FE Colleges Feb-March 2021 • Make sure domestic abuse is included in new Sex and Relationship Education • Explore alternative shared city wide needs assessment alongside established risk assessment • Retender domestic abuse support services • Establish domestic abuse practitioners forum • Review the Multi-agency Risk Assessment Conference process • Work with Police to align activity in relation to offending and reoffending and develop consistent response to coercive control • Develop new monitoring framework including regular feedback from service users

Priority B - Substance Misuse

Strategic planning group (s)	TBC
Key personnel	Helen Atkinson, Director of Public Health; Alan Knobel, Public Health Development Manager, Portsmouth Police (DCI)
Objectives	<ul style="list-style-type: none"> A. Support more homeless people with complex needs to access drug and alcohol treatment B. Increase the number of women engaged in treatment, providing specific women only provision C. Continue to reduce drug related deaths D. Improve pathways for people with co-occurring substance misuse and mental health needs E. Explore innovative interventions which may encourage the most hard to reach in to treatment F. Engage with business and partners to reduce alcohol-related harm and promote responsible retailing
Measures	<ul style="list-style-type: none"> a) Number of people in drug and alcohol treatment, including: b) Number of rough sleepers or those at risk of rough sleeping c) Women d) Drug related deaths e) % of people accessing drug and alcohol with mental health need that is being met f) Monitor and analyse drug related and acquisitive crime
Delivery	<ul style="list-style-type: none"> • Develop a new homeless drug & alcohol support service using funding from the Rough Sleeping Drug & Alcohol treatment grant - March 2021 • Retender the existing adult substance misuse service to commence in April 2022 to address, among other things, provision for: women, parents, alcohol only, offenders and homeless clients. • Develop a co-occurring conditions action plan, to form part of the work of the Portsmouth Mental Health Alliance - March 2021 • Public Health and Hampshire Constabulary to explore funding options for innovative interventions which may engage the hardest to reach in to treatment.

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Priority C - Early intervention

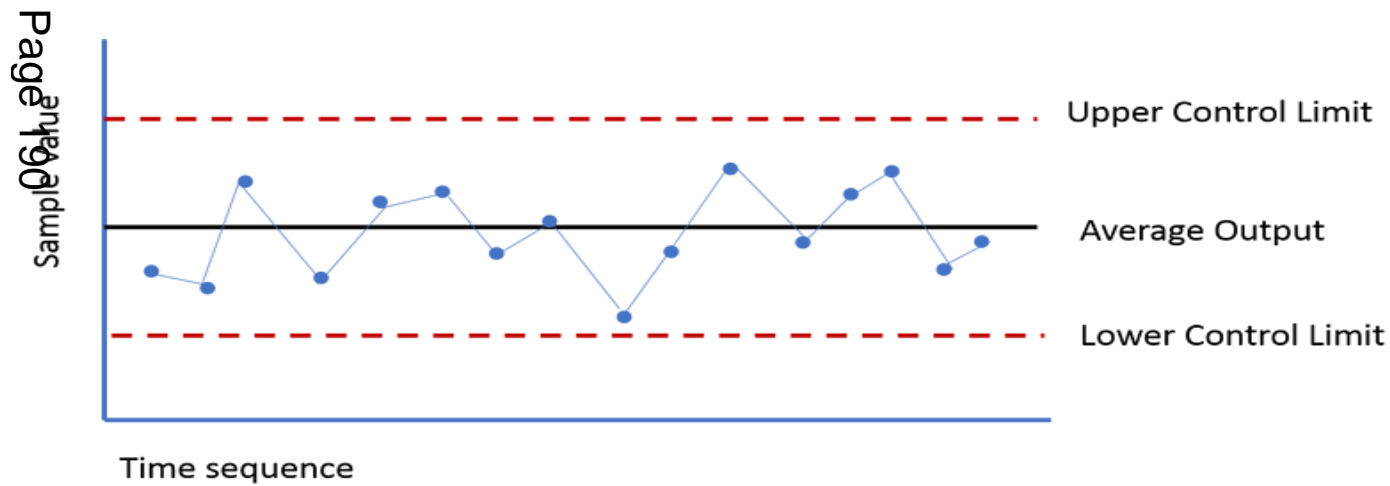
Strategic planning group (s)	Violence Reduction Unit Local Core Group, Excellent Early Help Board (Stronger Futures Phase 2) and Portsmouth YOT Partnership Management Board
Key Personnel	Sarah Daly, Assistant Director, Children's and Families, and Kelly Pierce Head of Early Intervention and Prevention, Bruce Marr, Head of Hidden Harm
Objectives	<ul style="list-style-type: none"> 1a Reduce school absence and exclusion 1b. Review of diversionary activities in the city 1c. Delivery of the Domestic Abuse Strategy (see priority) 1d. Educate young people on serious violence and knife crime 2a. Develop shared data system to identify risk 2b. Reduce First Time entrants into Youth Justice 2c. Improve family-based Early Help offer to tackle criminogenic risk 2d. Mainstream Trusted Adults offer 3a. Reduce Reoffending Rate 3b. Reshape pathways for high risk young people through the YOT, social care and CAMHS 3c. Improve the multi-agency disruption of County Lines
Measures	See existing monitoring arrangements
Delivery	<ul style="list-style-type: none"> • Review diversionary activities in the city - develop a youth strategy and commission appropriate services • Work with police colleagues to establish the Youth Crime Reference Group • Work with local communities to deliver crime prevention projects targeted at young people • Youth Justice Plan to support and enhance the work of partners in respect of children who are at risk of, or who are, offending • Pathway analysis of children involved in serious violence - workshop took place 12th November 2020, supported by police audit of 120 PPN1's due early 2021. • Analysis of hospital data • Continue to delivery Trusted Adult Worker programme • Develop predictive analytics

- Interviews with knife carriers

D. Monitoring impact and using measures

Monitoring regimes are already in place for serious violence, domestic abuse, and early intervention.

There will be no numerical targets - Portsmouth's Community Safety Analyst is now part of the central public health intelligence team and will focus on monitoring police and related data sets quarterly using Statistical Process Control (SPC) Charts that plot performance data over time. This method suggests that variation between the upper and lower control limits (see below) is to be expected and should not cause concern unless other signals are present.



The focus is on spotting and understanding the reason for unusual patterns and responding appropriately. The signals that indicate a need for further investigation or action are:

- a point that falls outside the parameters determined by the upper and lower control limits
- trends of six or more consecutive data points in one direction

- a run of 8 data points on the same side
- a clear run of 14 or more alternating points either side of the centre line
- 3 points in succession close to a control limit line.

Figure 1

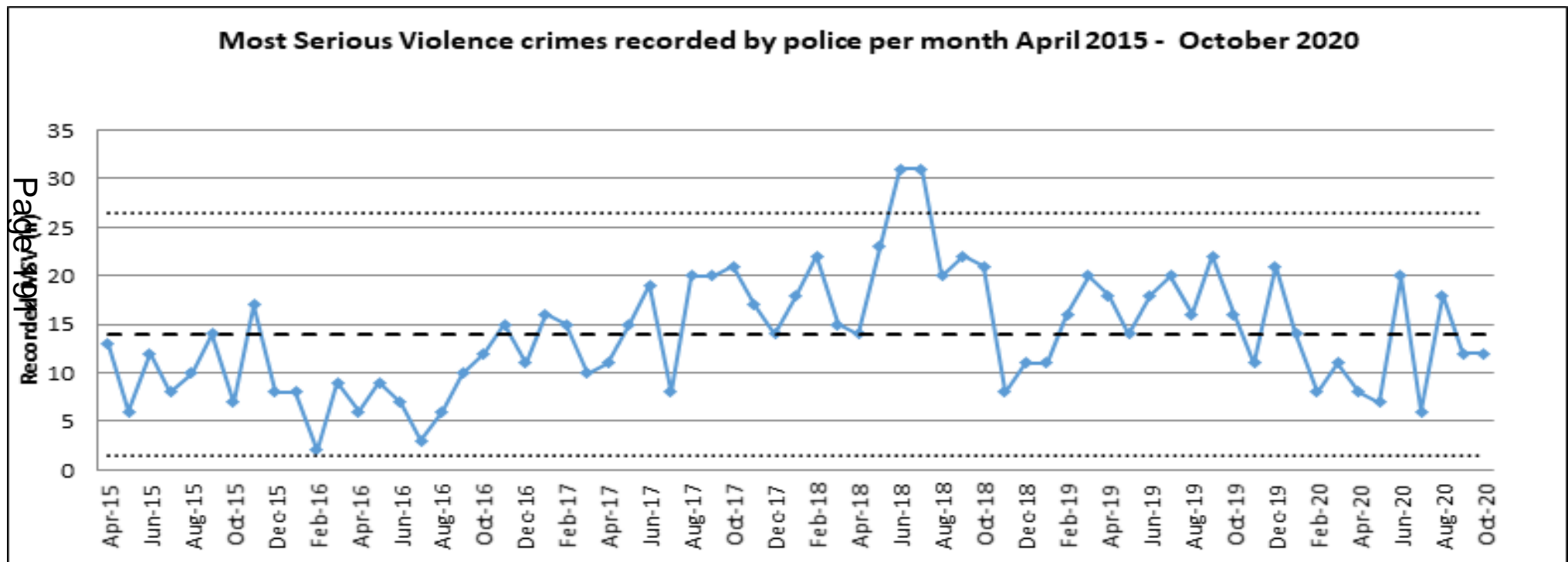


Figure 1 above shows significant increases in most serious violence recorded by police in response to which detailed analysis was commissioned in 2016 and which subsequently informed the Serious Violence Problem Profile.

This approach tracks key measures, but will also take into account the voice of service users, the experience of service providers, alongside financial considerations, and statistical analysis.

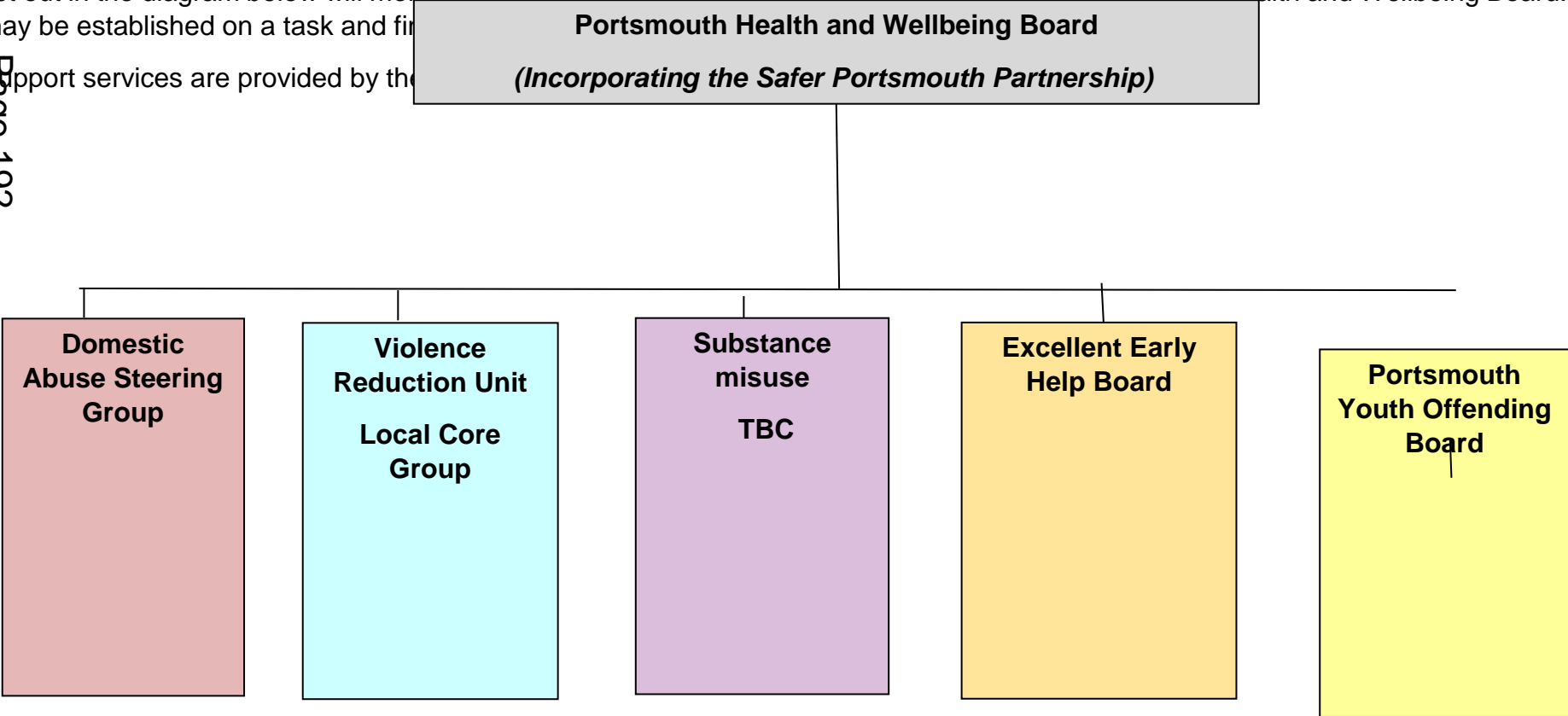
Measures using the following criteria will be developed:

- Are used by leaders to take effective action on the system
- Show variation over time so we can see if we are improving or getting worse
- Help PR actioners to learn, understand and improve the whole system

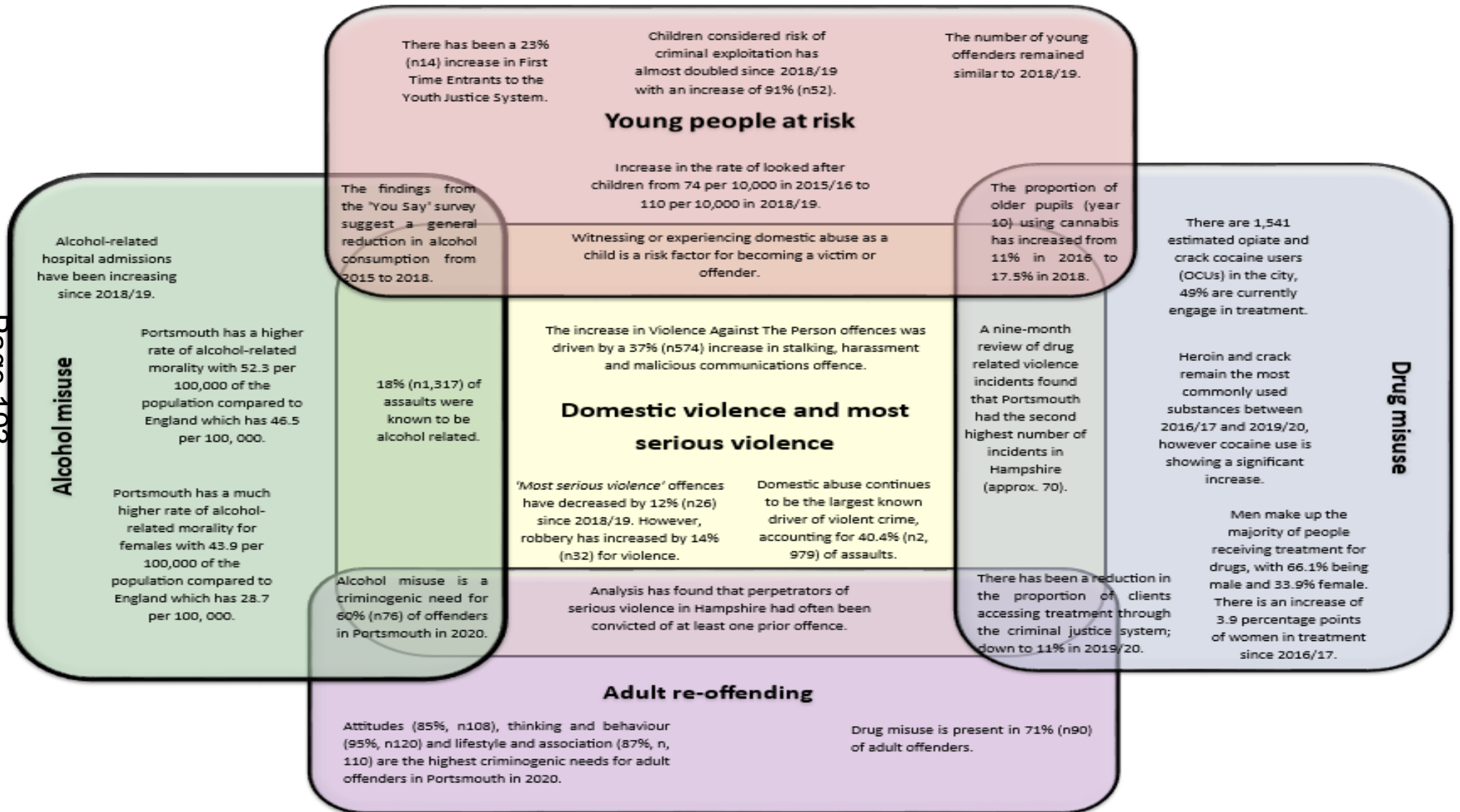
E. Governance

The Health and Wellbeing Board is responsible for delivering the statutory duties of the Safer Portsmouth Partnership. The dynamic sub-groups set out in the diagram below will monitor progress and an annual progress report will be provided to the Health and Wellbeing Board. Other groups may be established on a task and finish basis.

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Appendix 1 - Venn diagram - inter-connected priorities



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Strategic Assessment 2019-20

Conclusions and recommendations

Nationally, **crime reported to the Crime Survey for England and Wales (CSEW) has been fairly stable over recent years**, following a sustained reduction since levels peaked in 1995. Meanwhile, crimes recorded by the police nationally have increased slightly, which may still be due to improvements in recording practice. Overall police recorded crime for Portsmouth was also found to be stable and this is reflected in the findings from our local community safety survey.¹ However, detailed analysis shows that this stability doesn't apply to all crime types. Some types of crime have decreased since 2018/19, **particularly acquisitive crimes, while others have increased, for example stalking & harassment, public order, robbery and drug offences.**

Domestic abuse continues to be the most common known driver of assaults, but while the proportion of assaults between spouses/partners/ex-partners has remained fairly constant (30%) over the last seven years, **the proportion of assaults between family members has been increasing.** It is now double what it was in 2012/13 (9% compared with 4.3%). Meanwhile, the **number and proportion of assaults taking place in the main night-time economy areas has reduced** by 22% (n163) since 2016/17.

Serious violence had seen an upward trend locally since 2014/15, but has been fairly stable overall for the last two years. 'Most serious violence' has reduced by 12%, knife-enabled serious violence has reduced by 3% and possession of a weapon offences have remained stable. However, **robbery (which makes up 16%, n54 of serious violence) has continued to increase since 2018/19 (by 14%, n32) and the subcategory of knife-enabled robbery has increased by 16% (n9).** Three quarters of victims of serious violence were male, and the peak age was **18-24 years.** Young males were more likely to be assaulted by a stranger or acquaintance than in a domestic setting. The reverse is true for females; **two thirds of female victims of serious violence were victims of domestic violence, including 25% by ex-partner** (compared to 3% of male victims). **Most offenders were male and the peak age groups were 10-17 and 18-24 years.** Analysis has found that perpetrators of serious violence in Hampshire had often been convicted of at least one prior offence, been a victim themselves (on average at 14 years of age) **and two thirds had either experienced, witnessed or perpetrated domestic abuse.**

While 40% of Portsmouth residents who participated in the CSS 2020 thought knife crime was a problem, most were basing this on what they had heard from friends or in the media. **Just over one in ten had seen someone carrying a knife, 3% (n26) had witnessed someone being threatened or attacked with a knife and 1% (n11) had been threatened or attacked themselves.** These findings indicate that **knives are visible in the community** and is anticipated to be even more of an issue for more vulnerable groups who are less likely to have engaged with the survey.

¹ Community Safety Survey 2020

The CCS 2020 found that that **fewer than half of crimes reported to the survey had been reported to the police or other agencies**, often because they felt the crime was not that serious or a belief that the police would not do anything because they did not have the resources.

Anti-social behaviour recorded by the police has also been on a downward trend both locally and nationally. The Office for National Statistics report that these figures should be treated with caution as **improvements in police recorded crime could mean that incidents that would have been recorded as 'anti-social behaviour' are now being recorded as crime**. Conversely, complaints reported to the noise pollution team are increasing, and our local survey also found that more people were witnessing and experiencing anti-social behaviour. This indicates that **anti-social behaviour is likely to be increasing, but that residents may be increasingly reluctant to report incidents to the police**.

Drug use is becoming more of an issue in Portsmouth. More residents reported people **using or dealing drugs** to the residents' survey and this has become the **most commonly witnessed/experienced type** of anti-social behaviour for the first time. The **number of drug possession and supply offences has been increasing**, and was the only crime type not to dip in April when the UK lockdown measures were the most restrictive. While drug markets appear to be stable, there has **been a slight increase in County Lines** (which tend to supply the majority of heroin & crack), although the number of young people known to be linked to drug networks doesn't appear to have increased. There has also been an **increase in the proportion of year 10 pupils reporting that they use cannabis**, which is often thought of as a gateway drug, exposing young people to dealers where they may be able to procure other substances. Finally, the **number of people in treatment for dependence on drugs has increased, but the number successfully completing treatment hasn't**.

The rate of **First Time Entrants to the youth justice system has increased, along with the rate of re-offending** and both are higher than the national average, and the average for similar areas. However, there has been a notable reduction (28%, n203) in the offences committed by young people that resulted in a substantive outcome, which should result in the rate of reoffending reducing for the 2019/20 cohorts.

Despite the reduction in police recorded trafficking offences for children and young people, **children considered at risk of criminal exploitation has almost doubled since 2018/19**. And while there have also been fewer episodes of young people going missing, **the number of missing reports for young people in care have not reduced**. Local analysis has continued to **highlight the links between these high risk children and young people and their home environment**; for example, the majority of the children considered at high risk of criminal exploitation had either witnessed domestic abuse or directly experienced abuse or neglect. Due to the focus early intervention for serious violence, it is recommended that the risk and protective factor framework (designed as part of the violence reduction work) is populated so that other areas of concern relating to other aspects that could be linked to young people becoming a victim or perpetrator of crime can be addressed. 📖

Consultation with residents via the Community Safety Survey and the Building Safer Communities workshops found that the priorities for participants were to **increase the presence of police or wardens** in the community, and to **focus on early intervention activities and groups with children and young people** to keep them engaged and occupied. In addition, some participants in both consultation exercises also felt that **community 'spirit' or cohesion was the key to a safer community**.

The lockdown and social distancing measures introduced to limit the harm caused by Covid-19 pandemic has had far reaching effects on our society, particularly from a mental health and financial perspectives, and researchers have also warned of a predicted rise in suicide rates for young people (15-29years) as a consequence of increased food and housing poverty. These measures have changed behaviour patterns, and **almost all types of crime experienced lower levels during April, followed by a gradual return to pre-lockdown levels**. However, there was a higher level of public order and possession of a weapon offences, often relating to social distancing measures. Reports of antisocial behaviour have also increased substantially during this period. **Drug possession and supply offences have continued to increase**, while county lines have remained active by adapted their model to bypass restrictions. There is also concern about the possibility of increase adulteration of substances to keep up with demand. There has also been a slight **increase in domestic abuse offences**, although this is a continuation of the current upward trend. It is **possible that the levels of domestic abuse have been higher than the reported crimes suggest but that lockdown measures have meant that people experiencing domestic abuse have had less opportunity to seek support or engage with services**.

1.1. Recommended priorities

Whilst many of the main themes have remained the same for a number of years, with the changes in partnership structure and the amalgamation of the Safer Portsmouth Partnership into the Health and Wellbeing Board, there is a need for a clearer focus on fewer priorities.

It is recommended that the following are key priorities for the partnership:

- **Tackling violent crime; continuing to focus on domestic abuse, serious violence, and knife-enabled violence**
- **Tackling drug misuse in the city**
- **Early identification of and interventions with children and young people at risk of exploitation or abuse, of misusing substances and of perpetrating anti-social behaviour or offending**

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Portsmouth Community Survey

Survey

2020

June 2020

Compiled and written by Sam Graves

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Executive summary

The community safety survey is the main method of consulting Portsmouth residents about their concerns and experiences of crime and anti-social behaviour. Fieldworkers conducted face-to-face interviews with 936 Portsmouth residents in various locations across the city. Demographic information was captured and monitored to ensure that participants represented the population of Portsmouth as closely as possible.

This survey does not rely on respondents reporting to the police or other agencies so is able to provide information about incidents or crimes that are not usually captured. It was found that **fewer than half of crimes reported to the survey had been reported to the police or other agencies**. The most common reasons for not reporting stemmed from a belief that the police would not do anything (which in some instances was because they had previously reported something similar and felt no action was taken) or because they felt the crime was not that serious. However, a small proportion acknowledged the reduction in police resources and said they did not want to bother the police.

The **proportion of respondents who reported being a victim of crime has remained stable (37%)** since the 2018 survey. The crimes that were **most commonly reported to the survey were 'threatening behaviour' (12%), followed by 'damage to car/motorbike' (6%), 'bike theft' (4%) and 'stalking/harassment' (4%)**.

The crimes seeing the **biggest reported increases since the 2018 survey were: 'threatening behaviour' (3.8 percentage points), 'stalking/harassment' (2.8 percentage points) and 'hate crime' (1.8 percentage points)**. **These were also amongst the crimes that were least likely to be reported**.

Knife-enabled crime and possession of a weapon offences account for only a small percentage of violent crime but have been increasing over the past five years and have the potential to cause serious harm. New questions were added to the 2020 survey to try and find out more about knife crime from the perspective of Portsmouth residents, and although as yet there is no trend data, these questions can provide a snapshot of the current situation. **While about two fifths of respondents said they thought knife crime was a problem in Portsmouth, this was largely based on what they had heard from the media or word of mouth, rather than personal experience**. However, **15% of respondents had more concrete reasons for their beliefs**, which included; friends, family or acquaintances being threatened, coming across the issue in their place of work (such as hospitals or schools), having seen people carrying knives, thinking it was too easy to obtain knives and a few having been personally attacked or threatened. **Just over one in ten respondents had seen someone carrying a knife of some description** (ranging from a pocket knife to a machete), more commonly an adult, but someone 17 years or younger in about 40% of the sightings.

While most respondents had not personally witnessed or experienced knife crime, **1% (n11) stated that they had been attacked or threatened with a knife or were otherwise the victim of a knife crime. A further 3% (n26) said they had witnessed someone attack or threaten with a knife**. Considering this

survey has probably not engaged with the sections of the community most likely to be involved in knife crime, **the findings indicate that knives are visible in the community** and that the current focus on knife-enabled serious violence and early intervention in this area is important and necessary.

74% (n695) of respondents personally witnessed or experienced anti-social behaviour in their area, which is significantly¹ higher than in 2018 (68%). This finding supports the view that police recorded anti-social behaviour is decreasing because people are not reporting it, and does not reflect the day to day reality for residents. Not tackling anti-social behaviour could affect confidence in the police and agencies dealing with these issues.

The **most commonly reported types of anti-social behaviour were: 'people using/supplying drugs' (21%), 'people hanging around' (17%), and 'damage/graffiti' (14%). 'People using/supplying drugs' has been increasing substantially since the 2016 survey (from 6% to 21%),** and this is the first time that it has been the most commonly witnessed or experienced type of anti-social behaviour reported to this survey. This is consistent with anecdotal local reports and the national picture; 'people using/dealing drugs' was also the most common type of anti-social behaviour reported to the Crime Survey of England and Wales (2019).

Somerstown and Buckland were the most commonly avoided areas in Portsmouth (18% and 10% respectively), and have been for the last twenty years. While this is largely due to a 'bad reputation', there are currently also **concerns about drug use or dealing and violence.** Meanwhile Portsea, Paulsgrove and Landport were in the top five most commonly avoided areas and now rank 8, 9 and 10. Portsea became less avoided following the regeneration project including Gunwharf Quays in 2001. Paulsgrove was seen more favourably from 2016 onwards and may be at least partially due to the Positive Family Future work that has been done there. It is likely that community work has also been responsible for Landport more favourably, but further analysis into what may have driven this change may be useful when considering how to address the current issues in Somerstown and Buckland.

Overwhelmingly, the main suggestion for how to make Portsmouth Safer was to increase the police presence on the streets (65% of suggestions). This was followed by suggestions **to increase funding for youth groups, facilities and activities (9% of suggestions)** as some respondents recognised that young people needed to be actively engaged and supported to reduce the likelihood of them becoming involved in crime and/or anti-social behaviour.

¹ Statistically significantly

1. Background & methodology

1.1 Background

This survey is the main method of consulting residents about their concerns and experiences of crime and anti-social behaviour (ASB) and ensures that we understand the issues that Portsmouth residents are facing. It is a key piece of research contributing to the overall picture of crime and anti-social behaviour, because it does not rely on respondents having reported incidents or crimes to the police or other agencies. It can be used to triangulate with other data sources, to improve the credibility and validity of analysis produced by local analysts.²

The Community Safety team has produced or commissioned a community safety survey regularly since 1999. From 1999 until 2009 the surveys were conducted by IPSOS Mori, initially as stand-alone, face-to-face interviews and later as part of a larger survey encompassing questions about various council services.

Due to council-wide budget cuts, the 2009 Resident's survey was the last survey commissioned from Ipsos MORI and for three years there was no community safety survey in any format. A new approach was taken in 2012, working with the Institute of Criminal Justice Studies at the University of Portsmouth. The survey was drawn into a research methods unit of an existing course, and the field work was carried out by a large number of students supervised by the university lecturers. However, with so many students involved (approximately 100 students each conducted 5 to 10 surveys), there were issues with quality control, and the locations for interviews were limited which meant that the sample size, although large, was not representative of the population as a whole.

This led to the Partnership and Strategy team running the survey in-house biennially from 2014 onwards. Between 2014 and 2020 small changes to the questionnaire were made to improve the usefulness of the data collected, but crucial elements of the survey remained comparable enabling a long-term comparison and the identification of patterns and trends.

1.2 Method

The field work was carried out by the research team and by a group of approximately ten students from the University of Portsmouth who were selected and subsequently trained to administer the questionnaires. Under supervision the students conducted face-to-face interviews with residents at various locations across the city. Data entry and analysis were also completed in-house which gave us a better understanding of the data and the opportunity to consider various aspects in further detail.

² Triangulation can enhance the credibility and validity of a piece of research in four ways; the findings can be corroborated if two or more methods produce the same result, qualitative methods can elaborate on the quantitative findings, the results of two or more methods vary but are complementary and provide insights or the results differ and contradict each other (Brannen, 1992, p. 176).

Two new questions were added in this year, aiming to:

- Explore whether residents think that knife crime is problem and why, and also to find out whether they have experienced or witnessed knife crime.
- Find out what residents think would make Portsmouth a safer place to live.

1.3 Sampling & Statistics

This survey uses a convenience sample - i.e. participants were not chosen randomly. Members of the public were approached in various locations across the city. This means there is an element of self-selection, as people could choose whether or not to participate. As a result the views reported by participants may not reflect the views of the whole population. However, this limitation applies to most research, including all previous community safety surveys and other crime surveys used for context and comparison.

In an effort to gain a sample that was representative of the Portsmouth population, the demographic information gathered during the survey was compared to official statistics of the Portsmouth population and fieldworkers were asked to try and approach different demographics where proportions were low. A detailed overview of this information is presented in chapter 2. However, due to the nature of this survey, some sections of the community are less likely to have participated (e.g. businesses and those in residential care or hospital) and thus the findings cannot be generalised to these groups of residents. It also does not capture crimes which have no victim that can be interviewed (such as homicide or drug offences).

There were approximately 171,000 residents over the age of 18 in Portsmouth in the most recent estimate (mid 2018).³ Given this population size the target sample size was set at a 1000 participants to ensure the findings were not due to chance.

See Appendix 2 for further information about the analysis.

1.4 The Research Phase

The fieldwork took place in multiple locations over a five week period from 11th February 2010 to 14th March to fit in with the availability of the students. This means that each time the survey is carried out, some fieldwork sessions are cancelled due to bad weather. However, this time there was an even bigger barrier to engaging participants and conducting fieldwork sessions. The first known patient suffering from

³<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/populationestimatesforukenglandandwalesscotlandandnorthernireland>

Covid-19 was reported in the UK on 29th February.⁴ Although government advice on social distancing and isolation (if suffering symptoms) wasn't released at this point and advice was to carry on working as normal, fieldworkers and supervisors noticed that as the days went on, fewer residents were willing to stop and engage with the survey. We also felt that contact with large numbers of members of the public was not advisable, so we cancelled most sessions in week 5 (after 9th March) carrying out one final session on 14th May as it was a Saturday session that had been advertised to allow people who are working during the week to participate. Formal guidance halting all non-essential work and social distancing / isolation measures was given on March 23rd 2020. The Covid-19 pandemic had a substantial impact on the fieldwork; we completed fewer surveys than in previous years and did not meet the target of 1000 responses. However, we obtained 936 responses, which is still a large sample meaning that the findings will still be robust and useful to the Health & Wellbeing Board.

The demographics were carefully monitored during the fieldwork period and adjustments were made to ensure a proportional distribution of the demographic characteristics of the participants. For instance, two sessions were held on a Saturday to try and include more respondents in full-time employment. Due to the curtailment of the fieldwork, only one extra booster session was conducted - at the Women's Day event at the Friendship Centre on the 4th March.

The sample for each ward was not large enough to allow for detailed analysis per ward but can provide some information about particular issues in each area if requested. Fieldwork locations can be found in Appendix 2.

⁴ <https://www.bbc.co.uk/news/uk-51683428.html>

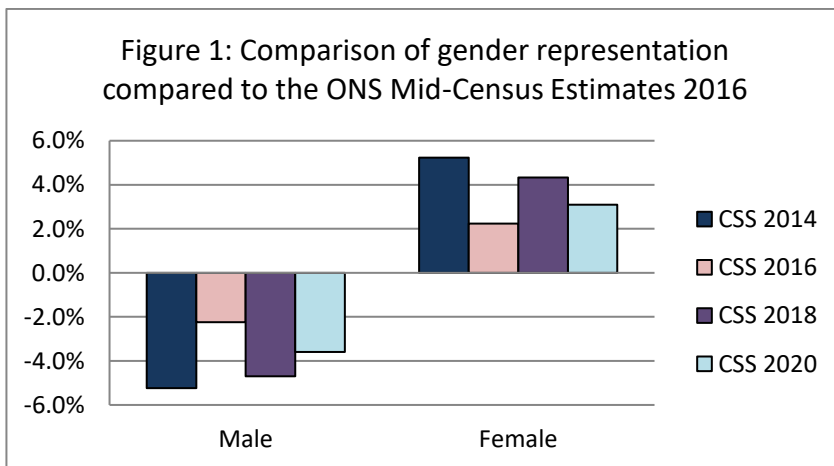
2. Demographics

936 participants completed the survey which was fewer than in the previous surveys (approximately 1,200) for the reasons discussed in chapter 1.

This section breaks down the demographic data collected about the respondents and shows how closely the sample matches the population of Portsmouth. This information is presented in a number of charts which illustrate the difference between the survey sample and the proportions measured by ONS Census. The closer the column is to zero on the y-axis (vertical axis) of the charts, the more closely the sample represents the local population. The charts also include the proportions from the CSS of 2014, 2016 and 2018 for comparison.

2.1 Gender

Slightly more of the participants were female (52.2%, n489) than male (47.3%, n443). In comparison to the 2018 ONS mid-year population estimate there were 3.1% more female participants (figure 1).



2.2 Age

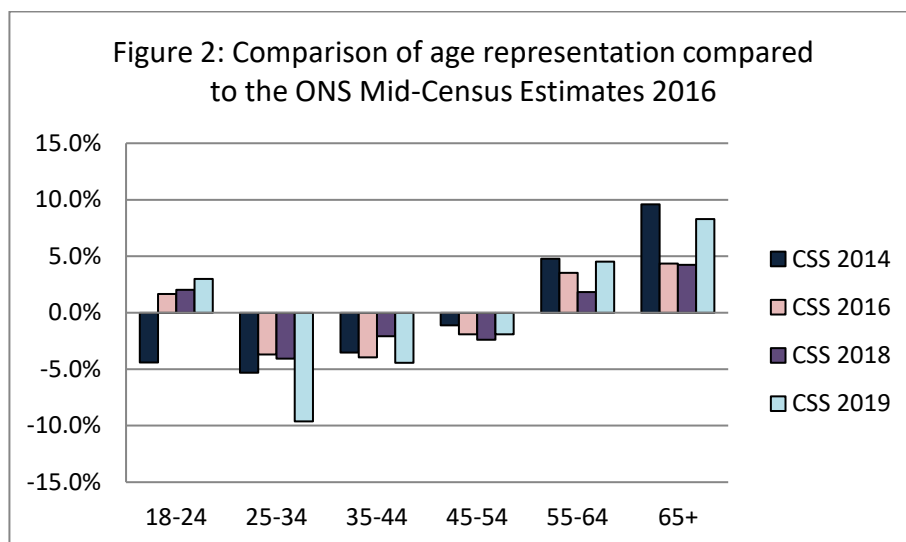
This year the '65+' group was split into '65-74 years' and '75+' because more people are working beyond 65 years of age and this gives us more detail going forward about those who may be more vulnerable due to their age. To enable comparison with previous years, these two age groups have been combined for parts of this analysis.

The '65+' section of the Portsmouth population was overrepresented, accounting for just over a quarter of respondents (n243). This is 8% higher than the target and is consistent with previous surveys. This could be due to the greater willingness of this age group to take part in the survey or this could reflect a greater presence of this age group in the various fieldwork locations during the fieldwork hours. Conversely the

'25-34' age group was underrepresented, accounting for just over 10% of respondents (n101) and being almost 10% less than the target. This is likely to be partially as a result of us being unable to conduct booster samples of '25-34's' and '35-44's' at the end of the main fieldwork sessions, which is usually done in the evening to engage participants who are working during the day when most of the fieldwork sessions take place.

Table 1: Respondents by age group

Age Group	(n)	(%)	Target (%)	Difference (pp)
18-24	203	21.7%	18.7%	3.0%
25-34	101	10.8%	20.4%	-9.6%
35-44	98	10.5%	14.9%	-4.4%
45-54	128	13.7%	15.6%	-1.9%
55-64	162	17.3%	12.8%	4.5%
65-74	142	15.2%	9.6%	5.6%
75+	101	10.8%	8.1%	2.7%
Total	935	99.9%		

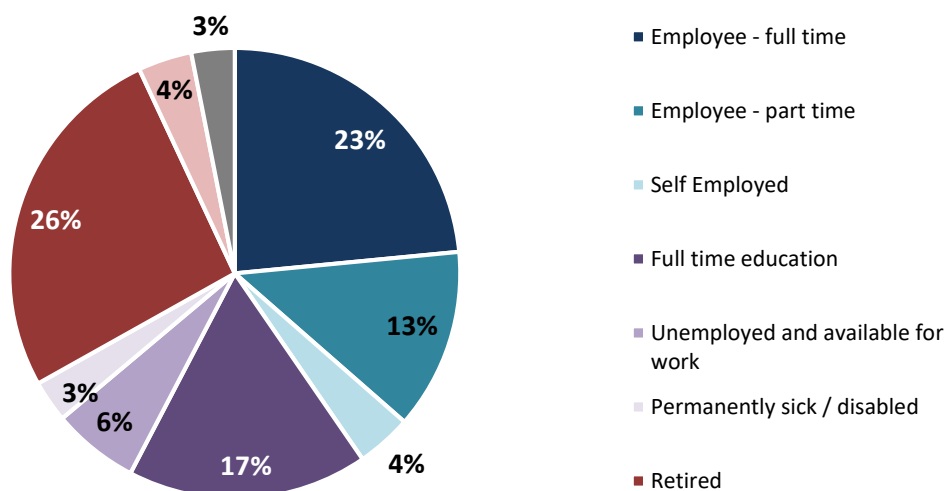


2.3 Main Occupation

Just over a third (36%) of respondents were in full time employment, which is a smaller proportion than in the last couple of years, where it was closer to 45%. This is once again due to the fact that most fieldwork takes place during work hours, trying to engage people on their lunch hour. Although extra sessions outside work hours were organised, only two Saturday sessions took place before the fieldwork sessions had to stop.

The most commonly reported occupation was 'retired' (n244, 26%), followed by 'full time employment' (23%, n219) and 'full time education' (17%, n161).

Figure 3: Main occupation of participants in 2020



2.4 Disability

There was no set target for the proportion of disabled participants to be included, but this data was collected to analyse whether people with disabilities have different experiences and perceptions of crime and anti-social behaviour to those who do not. Almost one fifth (19.6%, n183) of participants reported at least one disability, which is a similar proportion to 2018 (19%) and a little higher than in 2016 (17.5%).

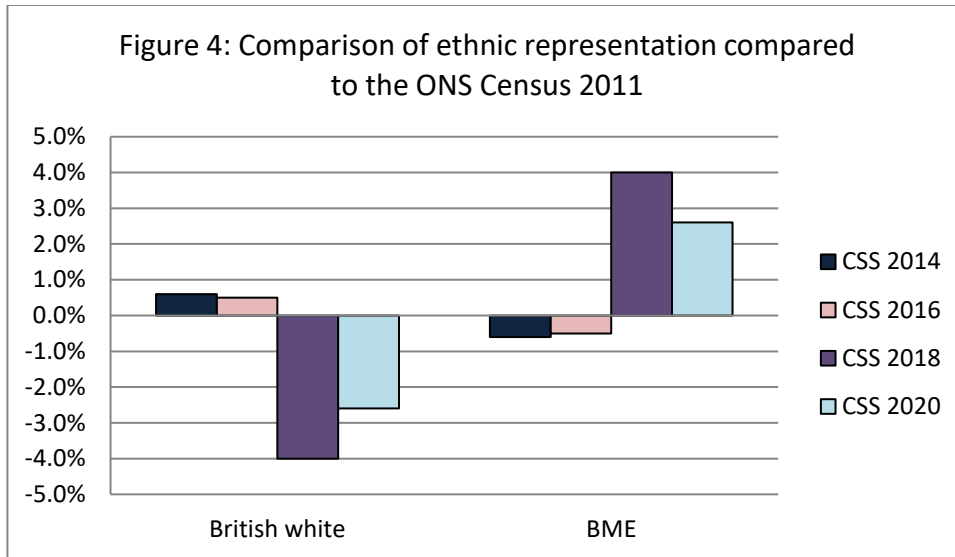
Almost 4% (3.8%, n36) of respondents reported that they had more than one disability, which again is comparable to the proportion in 2018 (3.5%).

Table 2: Respondents reporting disabilities

Disability	(n)	(%)
Mobility / physical	69	7.4%
Hearing	14	1.5%
Visual	10	1.1%
Learning	21	2.2%
Mental Health	31	3.3%
Other	38	4.1%
None	741	79.2%
Missing	12	1.3%
Total	936	100.0%
Multiple disability	36	3.8%

2.5 Ethnicity

The respondents to this survey were largely white British (81%, n761) with 18% (n169) from other ethnic backgrounds. This is a slightly larger proportion of other ethnic backgrounds (2.6%) than the most recent census in 2011. However, it is likely that the demographics of Portsmouth have changed since 2011. A comparison with previous surveys is shown in figure 4.



After 'British White' the largest ethnic group was 'any other White background' (5.3%, n50) which includes both European and International backgrounds. A full breakdown of the ethnicities of the respondents, alongside the target, can be found in Appendix 3.

Whilst the varying ethnic backgrounds are generally representative of the population in Portsmouth, the numbers of each group are too small to provide any meaningful analysis for individual ethnic groups. Therefore, any comparisons in this report will look at the differences between British White respondents and respondents from other ethnic backgrounds as one group.

2.6 Ward

Generally there was a good representation from all wards and most were either above or no more than 1 percentage point below the target. However, ideally we would have liked more responses from Copnor, Cosham, Drayton & Farlington and Hilsea. Residents from Charles Dickens were overrepresented in the survey and this was expected as there were a number of sessions in Commercial Road which is in the Charles Dickens ward as it was a good place to speak to residents from all parts of the City.⁵ Two sessions were conducted in Cosham and Drayton & Farlington, but only one was done in Copnor before we had to stop the fieldwork due to the Covid-19 pandemic. A detailed breakdown of the ward demographic data can be found in table 3 below.

⁵ based on the 2016 small area population forecast

Table 3: Residents by ward

Ward	(n)	(%)	Target	Difference
Baffins	72	7.7%	6.9%	0.8%
Central Southsea	97	10.4%	8.4%	2.0%
Charles Dickens	127	13.6%	10.7%	2.9%
Copnor	31	3.3%	6.1%	-2.8%
Cosham	49	5.3%	6.5%	-1.2%
Drayton and Farlington	39	4.2%	6.2%	-2.0%
Eastney and Craneswater	67	7.2%	6.6%	0.6%
Fratton	86	9.2%	7.1%	2.1%
Hilsea	39	4.2%	6.3%	-2.1%
Milton	61	6.5%	6.9%	-0.4%
Nelson	60	6.4%	6.7%	-0.2%
Paulsgrove	52	5.6%	6.2%	-0.6%
St. Jude	57	6.1%	6.5%	-0.4%
St. Thomas	95	10.2%	8.9%	1.3%
Total	932	100.0%		

2.7 Armed forces

In this survey 10% (n96) of participants were serving in the armed forces or were veterans. Based on the latest estimate, the armed forces population in Portsmouth is 15,193.⁶ This is roughly 9% of the Portsmouth population aged 18 and over. Therefore, the survey included a representative number of armed forces personnel. Analysis comparing veterans with non-veterans found that there were no significant differences in their perception or experience of crime and anti-social behaviour.

⁶ Data from report: 2017 Armed forces community within Solent. Figure includes veterans and serving personnel.

3. Survey Findings

3.1 Quality of life

Respondents were asked to rank their quality of life in Portsmouth on a scale where 1 indicated a poor quality of life and 5 indicated a very good quality of life. The quality of life question is subjective and may be influenced by a number of factors, including amongst other things: health, employment and/or financial status, housing and social networks. This is a useful way to ascertain whether Portsmouth residents generally feel that their quality of life is good. **The mean reported average for all respondents was 3.90 indicating that most respondents were fairly happy with their quality of life.** Although this is only slightly lower than in 2018 (M=4.01), this difference is statistically significant.⁷ However, the mean score for quality of life isn't significantly lower than in 2014 (M=3.95) or 2016 (M=3.98).

Quality of life was found to be associated with age group⁸, occupation⁹, ward¹⁰ and having a disability.¹¹ Table 4 shows the mean quality of life score for each age group, with older residents reporting a better quality of life on average than those under 65 years. Residents aged 55-64years reported the lowest mean score (M=3.70).

Table 4: Quality of life by age group

Age group (years)	Mean score
18-24	3.91
25-34	3.94
35-44	3.91
45-54	3.73
55-64	3.70
65-74	4.01
75+	4.16
Overall mean	3.90

This links into the association with occupation, where retired residents had the highest mean score (M=4.03) followed by those who were self-employed (M=4.00). Those who said they were unemployed or permanently sick/disabled reported the lowest mean scores (M=3.47 and M=3.57 respectively). Furthermore, those with a disability had a significantly lower mean score than those who did not (M=3.60 and M=3.97 respectively).

The ward where people lived also affected their mean quality of life, with residents living in Drayton & Farlington having the highest mean score (M=4.26), closely followed by Eastney and Craneswater

⁷ Mann-Whitney Z score=-2.712, p=0.007

⁸ Kruskal-Wallis H score=21.497, df=6, p=0.001

⁹ Kruskal-Wallis H score=23.155, df=10, p=0.01

¹⁰ Kruskal-Wallis H score=30.552, df=13, p=0.004

¹¹ Mann-Whitney Z score=-4.443, p<0.001

(M=4.18) and Paulsgrove (M=4.17). Residents living in Charles Dickens had the lowest mean score (M=3.71) followed by Hilsea (M=3.74), Fratton (M=3.74) and Nelson (M=3.77). See Appendix 4 for a map showing Portsmouth wards and see table 5 below for full details.

Table 5: Quality of life by ward of residence

Ward	Quality of life (Mean score)
Drayton & Farlington	4.26
Eastney & Craneswater	4.18
Paulsgrove	4.17
St Jude	4.05
Copnor	4.00
St Thomas	3.94
Milton	3.89
Cosham	3.86
Baffins	3.85
Central Southsea	3.80
Nelson	3.77
Fratton	3.76
Hilsea	3.74
Charles Dickens	3.72
Total	3.90

3.2 Anti-social behaviour

The questions enquiring about residents' experience of anti-social behaviour are designed to complement the existing datasets from Hampshire Constabulary, the Noise Pollution Team and the Clean, Safe and Tidy Teams. There have been changes to the way that all the teams record anti-social behaviour over the last three or four years, and the questions in this survey allow comparison over a longer period of time.

Anti-social behaviour is subjective; a behaviour which causes distress to one person may not even be noticed by another. It refers to a wide range of behaviours from environmental issues like littering, fly tipping and dog mess through to personal nuisance such as neighbour disputes and noise. It can also include criminal offences such as harassment, arson and criminal damage. It is important to note that fieldworkers did not show a list of options to participants, so that they only report issues that they feel are a troublesome to them, rather than any issues that could occur in their area.

Anti-social behaviour reported to the police has been reducing since 2011/12¹² but anecdotally it seems there is a commonly held view that the police do not do anything about it due to lack of resources and different priorities. But conversely it is possible that residents have reported incidents to more than one agency, so it isn't possible to just add up the total number of incidents logged by all services. This survey

¹² Strategic Assessment of Crime, Anti-social behaviour, Reoffending and Substance Misuse: Update for 2018/19

is able to give a detailed overview of the types of anti-social behaviour causing problems for residents that does not rely on reporting and recording by various agencies.

Respondents were asked to indicate on a scale whether they thought anti-social behaviour was a big problem in their area, where 1 indicated that they did not think it was a problem at all and 5 indicated that they thought it was a very big problem. **The average for all respondents was 2.91, which is slightly higher than in 2018 (M=2.86) and statistically significantly higher¹³ than in 2014 (M=2.49).** This finding demonstrates an increasing trend over the past six years, where **residents are finding anti-social behaviour increasingly problematic.**

Associations were found between thinking that anti-social behaviour is a big problem and the ward where respondents lived¹⁴ and ethnicity.¹⁵ British White respondents were more likely to think that anti-social behaviour was a problem than ethnic minority respondents (M=2.98 and M=2.20 respectively).

Residents living in St Thomas (M=3.24), Nelson (M=3.22) and St Jude (M=3.18) were more likely to think that anti-social behaviour was a big problem (table 6). It is worth noting that while neighbourhood boundaries are not clearly defined, Somerstown is largely contained within St Thomas, and Buckland is spread across Nelson and Charles Dickens. Conversely, the wards with the highest mean quality of life scores, also were the ones less likely to think anti-social behaviour was a big problem: Eastney & Craneswater (M=2.44), Paulsgrove (M=2.44) and Drayton & Farlington (M=2.44). While this is not a causal relationship and other issues such as health and finances play a part, it does indicate that experiencing and witnessing anti-social behaviour is likely to have some impact on quality of life.

Table 6: Viewing anti-social behaviour as a big problem by ward of residence

Ward	ASB is a big problem (Mean score)
St Thomas	3.24
Nelson	3.22
St Jude	3.18
Charles Dickens	3.14
Baffins	3.13
Fratton	3.02
Cosham	2.92
Milton	2.87
Central Southsea	2.75
Copnor	2.68
Hilsea	2.59
Drayton & Farlington	2.54
Paulsgrove	2.44
Eastney & Craneswater	2.44
Total	2.92

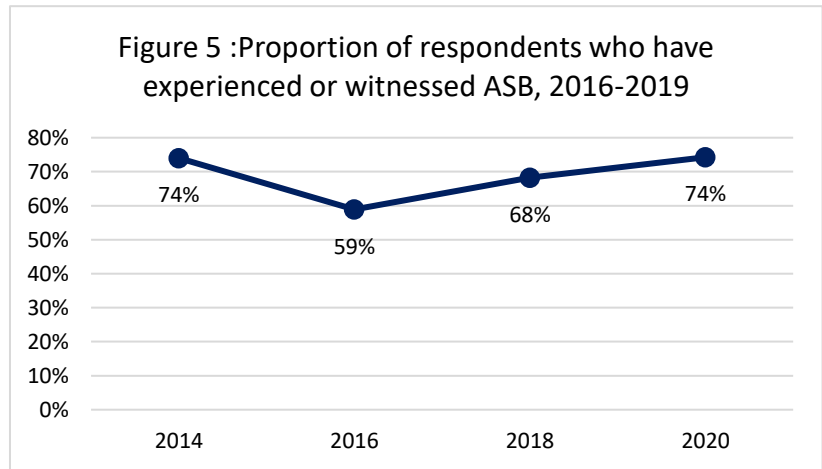
¹³ Mann Whitney Z score=-6.916, p<0.001

¹⁴ Kruskal-Wallis H score=37.986, df=13, p<0.001

¹⁵ Mann Whitney Z score=-2.453, p=0.014

3.3 Personal experience of anti-social behaviour

Almost three quarters of respondents (74%, n695) reported experiencing or witnessing anti-social behaviour in the previous twelve months (so from March/April 2019 to February/March 2020). **The proportion of respondents indicating that they had witnessed or experienced anti-social behaviour has risen by 6 percentage points from the 2018 survey, which is a statistically significant increase.**¹⁶



Reported anti-social behaviour has been increasing over the last four years, up 15 percentage points from 2016, although this is a return to the levels seen in 2014.

The most commonly reported issues that respondents had experienced or witnessed in their area in the last twelve months were:

- People using/supplying drugs (21%, n199)
- People hanging around (17%, n160)
- Criminal damage/graffiti (14%, n132)
- Noise in the street (13%, n125)
- Domestic noise (13%, n120)

This is the first time that **'people using/supplying drugs'** has been the most commonly reported type of anti-social behaviour, although the 2018 survey found that there had been a notable increase from the previous survey and it was the second most commonly reported type of anti-social behaviour. There has been a further **8.4 percentage point in reporting of drug use/supply since 2018**. Participants were vocal about the impact of drug-related anti-social behaviour, which they found intimidating.

There were **increases in all five most common types of anti-social behaviour**. *'Damage/graffiti'* and *'domestic noise'* were not in the top five in the previous survey and they replaced *'bullying/intimidating behaviour'* and *'street drinking'* which had similar proportions to the 2018 survey. Table 7, below, shows the proportion of respondents reporting each type of behaviour in four most recent surveys, the change from 2018 to 2020 and the direction of the overall trend from 2014 (or 2016 where this wasn't a listed item in 2014).

¹⁶ Chi Sqr=51.532, df=3, p<0.001

Some significant associations were found between witnessing and experiencing anti-social behaviour and the following demographic characteristics:

- Age group: respondents over 75 years were less likely to witness or experience anti-social behaviour than other age groups.¹⁷
- Ward: respondents living in Paulsgrove were less likely, and those in St Jude were more likely to witness or experience anti-social behaviour than those living in other wards.¹⁸
- Ethnicity: British white respondents were more likely to witness or experience anti-social behaviour than those from other ethnic groups.¹⁹

When interpreting these findings, it is important to note that anti-social behaviour is reliant on the individual's perception rather than the behaviours themselves. Two people can experience the exact same behaviours and one will barely notice, while another finds it upsetting or irritating.

Table 7: ASB types over time

ASB Type	2014	2016	2018	2020	change from 2018	overall trend since 2014
People using / supplying drugs	5.7%	5.8%	12.9%	21.3%	8.4pp*	↑
People hanging around	11.4%	9.4%	16.4%	17.1%	0.7pp	↑
Damage/graffiti	9.4%	9.4%	10.0%	14.1%	4.7pp	↑
Noise in the street	13.4%	13.7%	11.5%	13.4%	1.9pp	↔
Domestic noise	14.4%	10.5%	8.9%	12.8%	3.8pp	↔
Street drinking	11.5%	11.4%	12.4%	12.2%	-0.2pp	↔
Bullying / intimidating behaviour	6.2%	6.2%	11.6%	11.0%	-0.6pp	↑
Litter/rubbish	13.7%	11.7%	9.8%	10.4%	0.6pp	↓
Dog mess	12.4%	9.6%	5.7%	6.4%	0.7pp	↓
Traffic issues	6.7%	9.4%	7.3%	6.0%	-1.3pp	↔
Rough sleeping	3.0%	3.6%	6.5%	5.8%	-0.7pp	↑
Other alcohol related ASB	n/a	3.2%	5.9%	5.1%	-0.8pp	↑
Fly tipping	n/a	0.6%	3.1%	5.0%	1.9pp	↑

Looking at more long-term trends, the categories which have seen the biggest increases since 2014 are:

- People using/supplying drugs (15.6 percentage point increase)
- People hanging around (5.7 percentage point increase)
- Bullying & intimidating behaviour (4.8 percentage point increase), and
- Damage/graffiti (4.7 percentage point increase).

¹⁷ Chi Sqr= 26.262, df=6, p<0.001

¹⁸ Chi Sqr=24.626, df=13, p=0.026

¹⁹ Chi Sqr=12.903, df=1, p<0.001

This profile has changed over time; in the early surveys (from 2001 to 2008) the two consistently experienced and witnessed types of anti-social behaviour experienced were '*speeding cars*' and '*litter*', neither of which are now the most common concerns. By 2009, the most common anti-social behaviours had shifted to '*teenagers hanging around*', '*people being drunk*' and '*vandalism*'.

The Crime Survey of England and Wales also asks questions about experience of anti-social behaviour nationally, although there are fewer categories and the methodology is different so the percentages cannot be directly compared. However, **the most commonly experienced or perceived behaviour was '*people using or dealing drugs*' which shows that this is a national issue, and not unique to Portsmouth.** The next most common types of anti-social behaviour were '*rubbish/litter*', '*teenagers hanging around*', '*drunk and rowdy behaviour*' and '*vandalism/graffiti*', all of which featured in the more common types reported to this survey (in one form or another).²⁰ The comparison of the two surveys demonstrates that the anti-social behaviour experienced in Portsmouth is similar to the national picture.

3.4 Fear of crime

65% of respondents (n604) were worried about being a victim of crime and this concern has been slowly increasing since 2016 (59% in 2016 and 62% in 2018). The increase since 2016 is significant,²¹ although the increase from the previous survey is not.

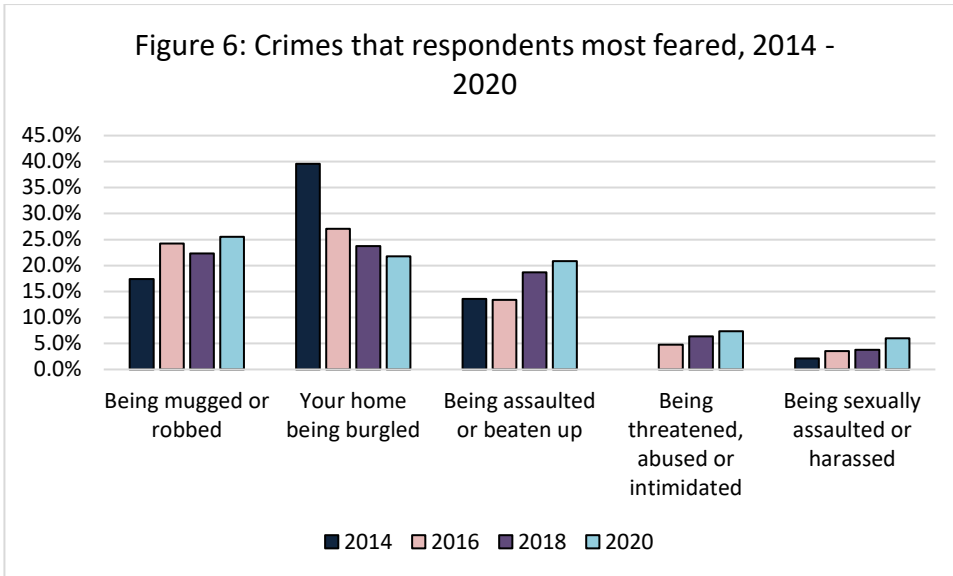
The crimes that participants were most worried about happening to them were:

- Being mugged or robbed (26%, n239)
- Being burgled (22%, n204)
- Being assaulted (21%, n195)

Since the 2014 survey, participants have been consistently more worried about '*being mugged or robbed*', '*your home being burgled*' or '*being assaulted or beaten up*' than any other type of crime. However, since 2014, the proportion of respondents reporting that they feared being burgled has been dropping, whilst **those concerned about being the victim of robbery or assault have been rising (by 8.1 and 7.2 percentage points respectively).** Concern about '*being threatened, insulted or abused or behaviour likely to cause fear or distress*' or '*being sexually assaulted or harassed*' have also been increasing over the same time period.

²⁰<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/adhocs/010237crimesurveyforenglandandwalescsewestimatesofpersonalandhouseholdcrimeantisocialbehaviourandpublicperceptionsbypoliceforceareayearendingmarch2019>

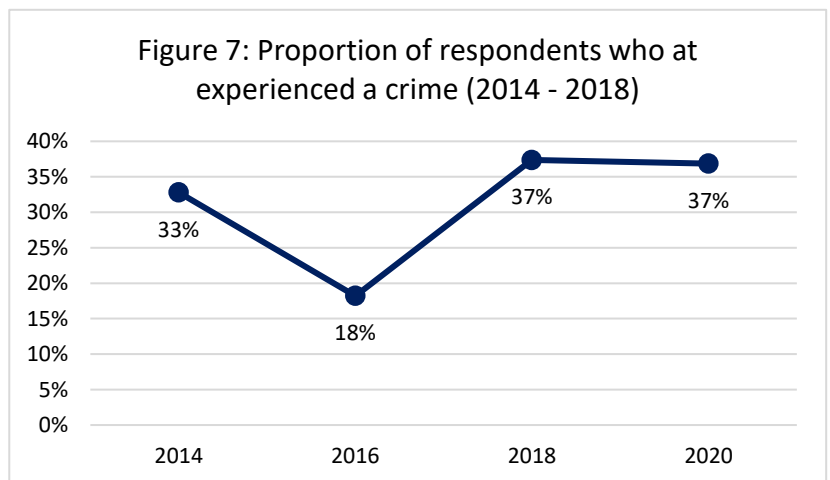
²¹ Chi Sqr=17.782, df=3, p<0.001



Where respondents gave answers that were not listed, their answers were recorded. The most commonly mentioned crimes that were not listed were '*knife crime*' (n18) and '*drug-related crime*' (n7). Furthermore twelve respondents specifically mentioned that they were worried about '*being stabbed*' (n12), which was also recorded as being worried about being assaulted.

3.5 Victimisation

The proportion of respondents who reported that they had been a victim of a crime in the last twelve months has remained stable since the last survey (37%), and slightly higher than in 2014. The results of the 2016 survey finding a much lower proportion (18%) seems to be a blip. **This also lends support to the view that there has been a slight increase in overall crime since 2014/15, and that the substantial increase in police recorded crime is largely due to changes in recording.**²²



The crimes most commonly reported to the survey remain the same as in the 2018 survey: '*threats/intimidation*' (12.1%, n113), '*damage to car/motorbike*' (5.8%, n54), '*bike theft*' (4.8%, n45).

²² Strategic Assessment of Crime, Anti-social behaviour, Reoffending and Substance Misuse: Update for 2018/19

'*Stalking/harassment*' was the fourth most commonly reported crime (4.7%, n22) but this has increased substantially since the previous survey.

Table 8: Crimes that people experienced in the previous 12 months and reported to the survey.

Crime type	2014	2016	2018	2020	change from 2018 (pp)	overall trend since 2014
Threats/intimidation	6.9%	2.5%	8.2%	12.1%	3.8	↑
Damage to car/motorbike	5.7%	3.7%	5.5%	5.8%	0.3	↔
Bike theft	5.3%	2.5%	4.9%	4.8%	-0.1	↔
Being stalked/harassed	1.1%	0.2%	1.9%	4.7%	2.8	↑
Hate crime	0.0%	2.5%	2.3%	4.1%	1.8	↑
Being assaulted	2.5%	3.5%	3.1%	3.8%	0.7	↑
Bogus callers at your door	3.4%	0.2%	3.7%	3.8%	0.1	↔
Damage to home/garden	3.3%	1.9%	3.5%	3.2%	-0.3	↔
Theft from a vehicle	1.6%	2.4%	3.6%	3.1%	-0.5	↑
Theft from your garage/shed/garden	2.0%	0.7%	3.3%	2.9%	-0.4	↔
Sexual assault/harassment	0.6%	0.1%	2.0%	2.6%	0.5	↑
Burglary	2.0%	1.8%	2.1%	1.8%	-0.3	↔
Cyber/online crime	0.9%	0.1%	1.6%	1.7%	0.1	↑
Other fraud	0.7%	0.2%	1.1%	1.6%	0.5	↑
Theft of car/motorbike	0.8%	0.4%	1.1%	1.4%	0.3	↑
Identity theft	0.1%	0.5%	1.5%	1.3%	-0.2	↑
Robbery	1.0%	1.5%	2.6%	1.0%	-1.6	↔
Street theft	1.0%	0.2%	0.7%	0.5%	-0.1	↔
Arson	0.1%	0.0%	0.6%	0.2%	-0.4	↔

The crimes which have seen the biggest reported increase since 2018 were:

- Threats/intimidation (3.8 percentage point increase)
- Stalking/harassment (2.8 percentage point increase), and
- Hate crime (1.8 percentage point increase).

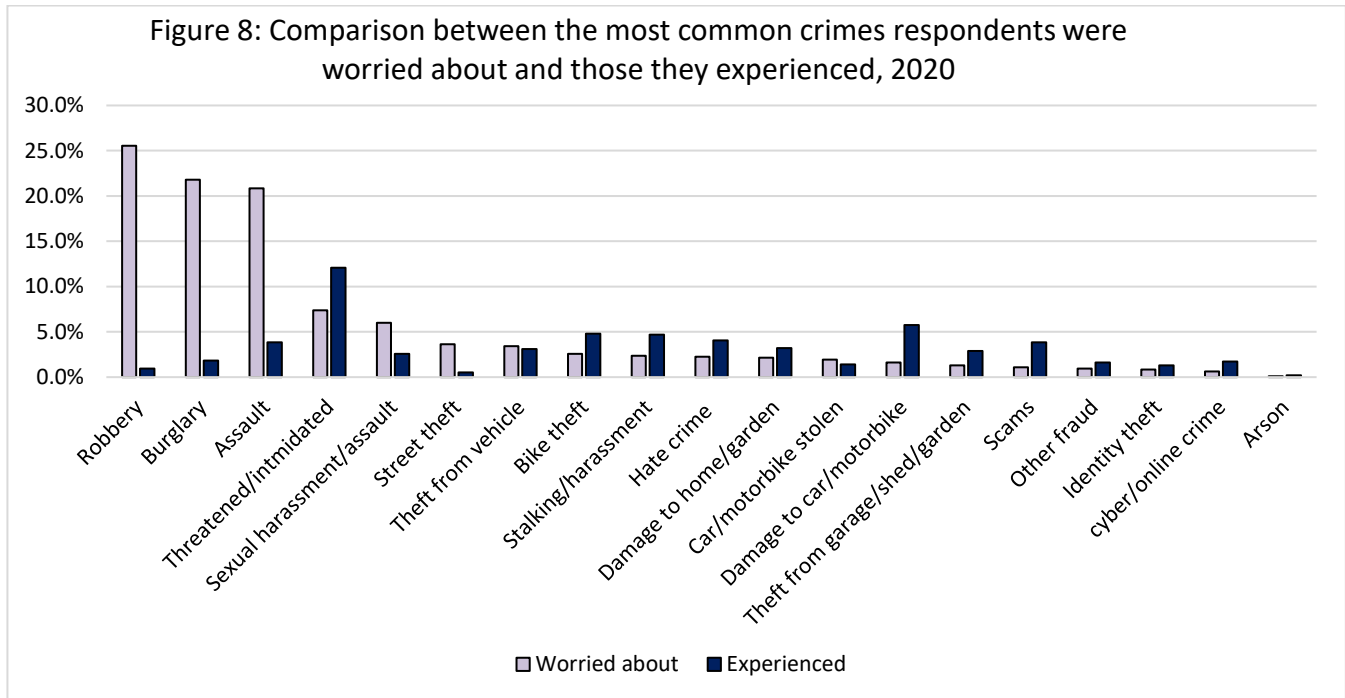
These have also increased since 2014 along with '*assault*', '*sexual assault/harassment*', '*theft of car/motorbike*', '*theft from a vehicle*', '*cyber-crime*', '*fraud*' and '*identity theft*'.

Respondents who were retired were statistically significantly less likely to be victims of crime, while people who were **unemployed were statistically significantly more likely to be victims of crime.**²³

As in previous years, **fear or worry about crime significantly exceeded the proportion of respondents being a victim of the crimes which were the most feared:** '*being mugged/robbed*', '*being burgled*' or

²³ Chi Sqr=18.375, df=10, p=0.049

'being assaulted'. For example, **just over a quarter of respondents were worried about 'being mugged/robbed', while 1% of them had been a victim of robbery in the previous twelve months.** This is likely to reflect the serious physical or emotional impact that these types of crime may have on a victim and the amount of media coverage given to these crimes.



Conversely, for most of the other types of crime, particularly theft of or damage to property, the proportion of respondents who were concerned was lower than those who had experienced the offences, possibly because people can claim on their insurance or are not physically harmed in these types of offences. This was also the case for 'being threatened/intimidated', 'stalking/harassment' and 'hate crime' (see figure 8); the reason for this is less clear, although once again, people are not physically harmed and some may feel that they can choose to ignore these types of incidents.

3.6 Knife Crime

Knife-enabled crime and possession of a weapon offences account for only a small percentage of violent crime (3.6%, n478) but have been increasing over the past five years and have the potential to cause serious harm. A serious violence profile has been produced for Portsmouth but this relied mainly on crimes that were reported or detected by police. New questions were added to the 2020 survey try and find out more about knife crime from the perspective of Portsmouth residents.

About two fifths of respondents (41%, n383) said they thought knife crime was a problem in Portsmouth, while just over a third (35%, n327) said they didn't and a quarter (24%, n221) didn't know. Where respondents thought knife crime was a problem, they were asked why and thematic analysis was used to find out the main reasons (see table 9).

Of the 336 respondents who gave a reason, **half had heard about knife crime in the media or by word of mouth (50%, 169), while another 34% (n114) gave a general statement about it being a problem or kids carrying knives without having had any personal experiences or expressing concrete reasons.**

Table 9: Main reasons given by respondents who think knife crime is a problem in Portsmouth

Why do you think knife crime is a problem?	n	%
Heard about it (news/media)	72	21%
Heard about knife crime/stabbings in Portsmouth (no source specified)	59	18%
Generally a problem in the UK	38	11%
Drug use/dealing drives knife crime	24	7%
Heard about it (word of mouth from someone they know)	20	6%
People / Kids carrying knives for protection	18	5%
No reason given - just "a lot about" or "getting worse"	17	5%
Friends/acquaintances/family have been threatened / stabbed	14	4%
Come across it at work (hospital /school / key work)	12	4%
Have seen people carrying knives	11	3%

However, some respondents had personal experience of knife crime or knew someone who had with:

- 4% (n14) having had friends, acquaintances or family threatened
- 3.6% (n12) having come across knife crime at their place of work (where specified, at hospitals, schools or when providing key worker support)
- 3.3% (n11) have seen people carrying knives
- 2.3% (n8) thought it was easy to obtain knives
- 1.1% (n4) had been personally threatened or assaulted, and
- 1.1% (n4) had seen someone threatened or assaulted.

Respondents were then specifically asked about whether they **had seen someone carrying a weapon or knife, and 11% (n104) had done.** Of these weapons, **76% (n79) were knives.** Sometimes extra detail was given, and knives ranged from small pocket knives and flick knives, to kitchen or butchers knives or in a couple of cases - machetes.

Most of the respondents who had seen someone carrying a knife were able to state whether a young person or adult was the one carrying a knife. In **61% (n59) of cases, the person carrying the knife was 18 years or older**, while in 39% (n37) of cases it was someone 17 years or younger.

Most respondents had not personally experienced or witnessed knife crime (93%, n870), but 1% (n11) had experienced a knife crime and a further 3% (n26) had witnessed one.²⁴ Some respondents who experienced a knife crime gave some details, and of these two indicated that they had been attacked with a knife, but did not say whether they had been injured, while four said they were threatened. Where respondents witnessed a knife crime, ten said they had witnessed someone being stabbed or been in the

²⁴ This question was left blank in 3% (n29) cases

vicinity, while the others seemed to indicate the knife was used to threaten, commit a robbery or was in someone's possession.

Considering this survey probably has not engaged with the sections of the community most likely to be involved in knife crime, **the findings indicate that knives are present in the community and that the current focus on knife-enabled serious violence and early intervention in this area is warranted.**

3.7 What crimes do people report?

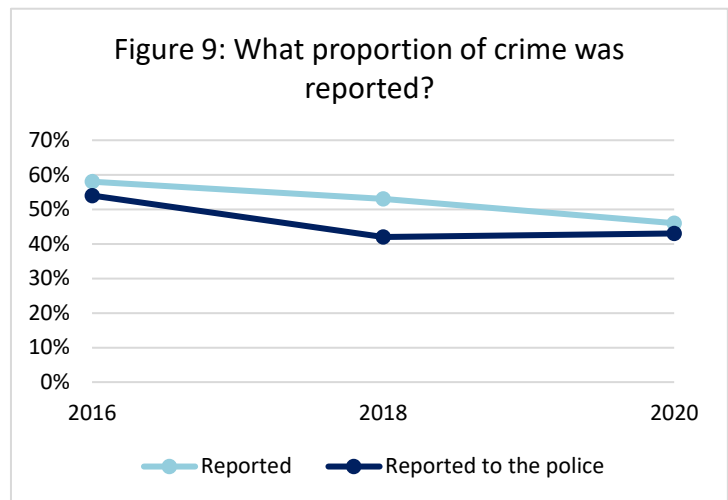
37% (n345) of respondents who were the victim of crime in the last 12 months reported 486 crimes. **Just under half of these crimes (n221, 46%) were reported,**²⁵ which is a **reduction on previous years: 7 percentage points fewer than in 2018 and 12 percentage points less than in 2016.**

Where crimes were reported, **respondents were more likely to report to the police than any other agency;** 43% of crimes reported to the survey had been reported to the police.

This is a similar proportion to the previous survey (42%), but this analysis has found that respondents were reporting fewer crimes to other agencies. Thematic analysis of the comments found that the most common reasons for not reporting a crime were: they thought that *'the police could not or would not do anything'* (24%, n57), *'didn't think it was worthwhile'* (20%, n48) or the crime *'didn't have much impact on them'* (16%, n39). These were the same main reasons as in the 2018 survey. 5% (n12) didn't want to bother the police because they recognised that the police had reduced resources in recent years.

The crimes **most likely to be reported** were:

- **Having car/motorbike stolen (80%, n8)**
- **Identity theft (80%, n8)**
- Burglary (77%, n13)
- Damage to home/garden (68%, n19)
- Being mugged or robbed (63%, n5)
- Assault (61%, n19)



²⁵ This includes reporting to the police but also other agencies like the City Council, Bank, employer, housing association, insurance company, fraud agency, credit card company, landlord, phone/internet supplier, mediation services, GP, university, citizens advice and IDVA.

The crimes **least likely to be reported** were:

- Hate crime (25%, n8)
- Being sexually assaulted (27%, n6)
- Cyber/online crime (33%, n4)
- Being threatened/intimidated (35%, n35)
- Being stalked (42%, n16)

3.8 Areas that people avoid

Just over half of respondents (53%, n480) stated that there were parts of Portsmouth that they avoided because they felt unsafe. This is slightly higher than in recent years (2018 - 50% and 2016 - 49%), but lower than it has been prior to this (e.g. 55% in 2014, 65% in 2012 and 68% in 2007), however in many of the earlier surveys, the questions may have been asked differently so caution should be taken when comparing this over time.

Somerstown was cited as the most commonly avoided area (18%, n170) followed by Buckland (10%, n97), Fratton (9%, n85), Commercial Road (7%, n62) and the Guildhall Walk area (6%, n53). Table 6, below, shows the trends for the most avoided areas since 2001.

Table 10: Areas avoid by rank from 2001 to 2020

Ranking	2001	2004	2007	2009	2012	2014	2016	2018	2020	Direction from 2018	Direction from 2001
Somerstown	1	1	1	1	1	1	1	1	1	↔	↔
Buckland	2	2	2	3	3	2	2	2	2	↔	↔
Fratton	7	7	7	7	2	4	3	4	3	↑	↑
Commercial Rd	Did not rank in top 10					9	4	3	4	↓	↑
Southsea	Did not rank in top 10					8	5	6	6	↔	↑
Guildhall Walk	6	6	4	4	4	3	6	5	5	↔	↑
Paulsgrove	4	3	3	2	5	5	7	7	9	↓	↓
Portsea	3	4	5	5	6	6	8	8	8	↔	↓
Landport	5	5	6	6	7	7	10	10	10	↔	↓
Northend	Did not rank in top 10					9	9	7	7	↑	↑

Somerstown and Buckland have been consistently ranked the most avoided areas, although many more people said they avoided Somerstown (n170 compared with n97). Portsea, Paulsgrove and Landport are avoided less compared to earlier surveys. Conversely Fratton, Commercial Road, Southsea, Guildhall Walk and Northend are avoided more.

Thematic analysis was conducted to explore the reasons why people avoided these areas. **Somerstown was mostly avoided due to 'having a bad reputation' (n54)**, although other commonly cited reasons

included *'drug use/dealing'* (n20), *'concern about violence'* (n18), being known to have *'high levels of crime'* (n17), *'poor lighting'* (n14) and *'feeling generally unsafe/being rough'* (n12).

The most common reasons for avoiding Buckland were respondents thinking it had a *'bad reputation'* (n18), *'drug use/dealing'* (n13), the area *'feeling unsafe/being rough'* (n13) and *'people hanging around'* (n9).

Fratton was also largely avoided due to its *'bad reputation'* (n16), but also due to the area *'feeling unsafe/being rough'* (n11) and *'alcohol related anti-social behaviour'* (n8).

Commercial Road was largely avoided at night (n9) and because of the *'presence of homeless people'* (n8), which some found intimidating. Southsea and Guildhall Square were largely avoided at night-time (n10 and n9) respectively. The main issues for Southsea were *'drug use/dealing'* (n8) and *'alcohol-related anti-social behaviour'* (n8) and Albert Road was specifically mentioned a number of times. *'Alcohol-related antisocial behaviour'* was overwhelmingly the most commonly mention reason that Guildhall Square was avoided (n21).

As in previous surveys, overall, the most common reason for avoiding areas was a *'bad reputation'* rather than personal experience. It is difficult to ascertain what this perceived bad reputation is based upon but these reputational issues may be something that could be addressed by the partnership's communications strategy. However, crime and ASB rates for these areas are generally higher than the average for Portsmouth and so there is some substance behind the residents' concerns.

3.9 What would make Portsmouth Safer?

The final question asked respondents whether they could suggest anything that would make Portsmouth a safer place to live. This is a new question which aimed to engage residents in suggesting ideas and replaced the previous question which simply invited further comments.

The vast majority (79%, n744) made one or more suggestion. These suggestions were sorted into themes, and the most common themes have been set out in table 11 overleaf.

Table 11: Suggestions about how to make Portsmouth Safer - Common themes.

Themes	No	%
More police on the streets	481	65%
More youth groups / facilities / activities	67	9%
Better lighting (some details given about where)	48	6%
More CCTV	44	6%
Community activities / bonding / spirit	31	4%
Tackle drug misuse / dealing	29	4%
Harsher punishments - current system too lenient	26	4%
Tackle homelessness	26	4%
More PCSOs	22	3%
Better parenting (discipline / responsibility / education)	17	2%
Feel safe already	14	2%
Tolerance / acceptance / respect	14	2%
Re-open police stations	12	2%
Improve public transport - safer buses and later at night	12	2%
More wardens	11	1%

Overwhelmingly **participants (65%, n481) mentioned wanting to see a greater police presence**, patrolling the streets and to a lesser extent more Police Community Support Officers (PCSOs, 3%, n22) and wardens (1%, n11). Linked to this were comments about wanting to see police stations re-opened (2%, n12) so that they knew where to go to speak to a police officer in person to report a crime or anti-social behaviour. Some respondents also explicitly said they thought the police should be more involved and engaged with the community.

"More police presence for deterrence, particularly hotspots"

"Community policing (proactive, not reactive), co-production [sic] with community. Greater accessibility to police and hubs"

"More police presence. Open police stations - currently don't know where to go"

"More police officers on the street, getting to know the community more to make a good relationship"

The **second most common theme was around funding for youth groups, facilities and activities (9%, n67)**. The comments for this theme were much more varied; some along the lines of keeping young people occupied with diversionary activities and clubs and others around early intervention for young. Examples of comments included:

"More things for youths to do in the holidays, would reduce crime. There is nothing for families to do"

"More activities for young people to keep them occupied instead of involving themselves in crime"

"Young people carry knives because they are scared"

"More investment and preventing [sic] criminality in young people"

"More activities for young people, targeted outreach - fund these services!"

There was recognition that youth clubs, activities and other such services had been cut or were reduced and a feeling that engaging young people would reduce the likelihood of them becoming involved in anti-social behaviour or crime.

Other common suggestions were to improve lighting in particular areas (6%, n48) and to increase surveillance by improving CCTV or putting more cameras up (6%, n44). A number of respondents (4%, n31) also felt that building stronger communities was the way to improving safety in the city.

4. Conclusion

This survey has found that the overall level of crime has remained fairly stable since 2018, although within this, there have been rises in some types of crime. The most notable increase was seen for *'threatening and abusive behaviour'*; 12% of respondents reported experiencing this type of crime and it was also one of the crimes least likely to be reported to the police. This category is broadly aligned with the offence category of *'public order'* offences, and where detail was given often amounted to verbal abuse, often shouted in the street. To a slightly lesser extent, *'stalking and harassment'* also increased, was the third most common offence reported to the survey and was often not reported to the police or any other agency. This is consistent with a rise in police recording *'stalking and harassment'* offences in 2018/19, and indicates a genuine increase in this type of offence, rather than the increase being due to changes in recording practices.

The questions on knife crime revealed that knives are present in the community, with 1% of respondents having been threatened with a knife or stabbed, and a further 3% having witnessed someone being threatened with a knife or stabbed. This is in the context of this survey being unlikely to have been completed with those most at risk of being a victim or perpetrator of knife crime. Therefore the current focus on knife-enabled crime and early intervention with those at risk of becoming involved with it, is crucial in addressing this issue.

Unemployed residents were significantly more likely to be a victim of crime. However, where residents lived and their age, gender, ethnicity or whether they had a disability were not factors that were associated with a greater likelihood of being a victim of crime. Due to the relatively small numbers of individual crimes, it was not possible to look for associations for each crime type, so there may be associations between demographic factors and particular crime types that were not picked up.

Antisocial behaviour has increased significantly since the previous survey, which supports anecdotal evidence that police recorded anti-social behaviour is only decreasing because people are not reporting it, and does not reflect the day to day experience of residents. This ties in with comments from respondents that there is no point in reporting it to the police as they do not respond. The neighbourhoods of Somerstown and Buckland have consistently been ranked the areas most avoided and this is largely due to the areas having a bad reputation, although drug use or dealing were also mentioned. However, these areas are in wards where residents were significantly more likely to think that anti-social behaviour was a big problem (largely in the wards of St Thomas, Nelson and Charles Dickens) and the levels of anti-social behaviour may be affecting perception of this area.

Reported *'drug use/dealing'* has continued to increase substantially since the 2016 survey, and is now the most commonly reported type of anti-social behaviour. Respondents commented on the smell of drugs, drug litter and drug users/dealers hanging around where they live, sometimes even in the foyer or on the stairs of the blocks where they live. Some people found this intimidating or unpleasant, and particularly felt it wasn't something they were happy for their kids to see.

Suggestions for how to make Portsmouth a safer place largely focussed on wanting to see more police presence, but also more facilities, activities and support for young people. The value of diversionary activities and early intervention was appreciated and the comments showed that people are noticing and recognising the impact of sustained reductions in funding, particularly to the police and youth services, but also a variety of services such as substance misuse, mental health, social care. Finally, as you can see from some of the quotes below, residents would welcome a greater sense of community:

"Initiative to get people to know their neighbours,
dispel preconceived ideas and get people to give each
other a chance"

"Getting communities together, everyone getting together"

"People taking more responsibility - leadership to look after
their areas"

Appendix 1. Community Safety Survey

Portsmouth Community Safety Survey 2020



Check: Does the respondent live in the Portsmouth area?

PO1, PO2, PO3, PO4, PO5, PO6

Prompt: We would like to ask you about crime and nuisance behaviour in the area where you live and in Portsmouth as a whole. This survey will take about 10 minutes and what you tell us will contribute to an overall picture of crime and anti-social behaviour in the city. These findings will be used by the Partnership when they are planning how to address these issues and improve community safety, so your views are important to us.

I will be asking you questions about your personal characteristics such as your age and ethnicity. I won't need your name though and the information I collect about you will be anonymous and not be used to identify you in any way.

About You (Show this page and next to the interviewee and fill it out together)

1	Gender	Male (1)	Female (2)	Other (3)
----------	---------------	----------	------------	-----------

2	Age	18-24 (1)	25-34 (2)	35-44 (3)	45-54 (4)	55-64 (5)	65-74 (6)	75+(7)
----------	------------	-----------	-----------	-----------	-----------	-----------	-----------	--------

3		Choose the most relevant category							
	Main Occupation	Employee in full time job (30+ hours per week)							1
		Employee in part time job (Under 30 hours/week)							2
		Self Employed (full or part time)							3
		On a Government supported training programme							4
		Full time education							5
		Unemployed and available for work							6
		Permanently sick / disabled							7
		Wholly retired from work							8
		Looking after home							9

	Other	10
4	Do you, or have you ever served in the Army, Navy or Air Force?	
	Yes	No

5	Postcode / Ward	
----------	------------------------	--

6	Ethnicity	Choose one option from this list that best describes your ethnic group or background
White	British / English / Welsh / Scottish / Northern Irish	1
	Irish	2
	Gypsy or Irish Traveller	3
	Any other white background (please describe)	4
Mixed or multiple ethnic group	White and Black Caribbean	5
	White and Black African	6
	White and Asian	7
	Any other multiple ethnic background (please describe)	8
Asian or Asian British	Indian	9
	Pakistani	10
	Bangladeshi	11
	Chinese	12
	Any other Asian background (please describe)	13
Black or Black British	African	14
	Caribbean	15
	Any other Black background (please describe)	16
Other ethnic group	Arab	17
	Any other ethnic group, (please describe)	18

7	Disability	Do you consider yourself to have a disability? If so choose the option from this list that best describes your disability.	
		Mobility / physical	1
		Hearing	2
		Visual	3
		Learning	4
		Mental health	5
		Other (please describe)	6
		None	7

Questions about crime and anti-social behaviour (ASB)

Please indicate to what extent you agree or disagree with the following statements on a scale of 1 to 5

Q1	The overall quality of my life in Portsmouth is very good.						
	Strongly disagree	1	2	3	4	5	Strongly agree

Q2	Anti-social behaviour is a big problem in the area where I live.						
	Strongly disagree	1	2	3	4	5	Strongly agree

Q3	What type of anti-social behaviour, if any, have you personally experienced or witnessed in your area in the last twelve months? (<i>Do not show or read this list, just tick the most relevant box</i>).						
Noise	Noise from domestic / residential property	1					
	Noise from commercial property (industrial, shops etc.)	2					
	Noise from licensed premises (pubs, clubs, bars & restaurants)	3					
	General noise in the street	4					
	Traffic noise in the street	5					
Environmental	Traffic issues such as parking or cycling on pavements	6					
	Litter and rubbish in the street	7					
	Dog mess	8					
	Bin bags left out on the wrong day/time	9					
	Vandalism or graffiti	10					
	Fly tipping	11					
Personal	Neighbour/general disputes	12					
	Harassment/bullying or intimidating behaviour targeting individuals	13					
	Online harassment/bullying or intimidating behaviour targeting individuals	14					
Nuisance / Drugs / Alcohol	People hanging around (specify)	15					
	Begging	16					
	Street drinking	17					
	Rough sleeping	18					
	Other alcohol related ASB (specify)	19					
	People using drugs	20					
	People dealing drugs	21					
	Drug litter	22					
Other	Dangerous animals / roaming or unsupervised dogs	23					
	Other (specify)	24					
	None	25					

Q3	Comments
----	----------

Q4	What types of crime, if any, are you worried about happening to you? (<u>Do not show or read this list, just tick the most relevant box</u>).		
Violence	Being mugged or robbed	1	
	Being assaulted or beaten up	2	
	Being sexually assaulted or harassed	3	
	Being harassed or stalked (e.g. following, loitering, spying on more than one occasion)	4	
	Being threatened, insulted or abused, or behaviour likely to cause fear or distress (can be one occasion)	5	
	Hate crime (targeted behaviour because of race, religion, disability or sexuality)	6	
Theft & Fraud	Your home being burgled	7	
	Having things stolen from your garage, shed or garden	8	
	Bogus callers at your door (scams - NOT unwanted cold callers)	9	
	Having a car or motorbike stolen	10	
	Having a car broken into	11	
	Having a bicycle stolen	12	
	Street theft such as being pick pocketed	13	
	Identity theft	14	
	Other fraud	15	
Damage	Arson	16	
	Criminal damage to your home / garden	17	
	Damage to your car or motorbike	18	
Other	Cyber/online crime (please specify):	19	
	Other (please specify):	20	
	Don't know	21	
	None	22	
	Comments:		

Q5	Looking at the list below, what types of crime, if any, have actually happened to you in Portsmouth in the last twelve months? (<i>Show the list for this question</i>).		
Violence	Being mugged or robbed	1	
	Being assaulted or beaten up	2	
	Being sexually assaulted or harassed	3	
	Being harassed or stalked (e.g. following, loitering, spying <u>on more than one occasion</u>)	4	
	Being threatened, insulted or abused, or behaviour likely to cause fear or distress (can be one occasion)	5	
	Hate crime (targeted behaviour because of race, religion, disability or sexuality)	6	
Theft & Fraud	Your home being burgled	7	
	Having things stolen from your garage, shed or garden	8	
	Bogus callers at your door (scams - NOT unwanted cold callers)	9	
	Having a car or motorbike stolen	10	
	Having a car broken into	11	
	Having a bicycle stolen	12	
	Street theft such as being pick pocketed	13	
	Identity theft	14	
	Other fraud	15	
Damage	Arson	16	
	Criminal damage to your home / garden	17	
	Damage to your car or motorbike	18	
Other	Cyber/online crime (please specify):	19	
	Other (please specify):	20	
	Don't know	21	
	None	22	
	Comments:		

Q6a)	Do you think knife crime is a problem in Portsmouth?		
	Yes	No	I don't know

Q6b)	If you answered yes to the previous question, why do you think knife crime is a problem in Portsmouth?
	Comments:

Q6c)	Have you seen someone carrying a knife or a weapon in the area that you live in?	
	Yes	
	No	
	Don't know	

Q6d)	If you have seen someone carrying a weapon, what type of weapon was it?
	Please specify:

Q6e)	Was it a young person or an adult carrying the weapon?	
	Young person (17 or under)	
	Adult (18+)	
	Not sure	

Q6f)	Have you experienced or witnessed a crime involving a knife or bladed weapon in the past 12 months?	
	No	
	Experienced	
	Witnessed	
	Comments:	

Q7	Of those crimes that you experienced, which did you report to the police or other organisation? (<i>Please list each crime separately and name which organisation it was reported to - if no crimes experienced, move on to Q9.</i>)	
Crime	Reported? Y/N	To whom

Q8	If you did not report a crime that you experienced, please list the crime and a reason why you did not report it (<i>Please list each crime separately and give a reason for not reporting – this can include ‘don’t know’.</i>)	
Crimes which were not reported	Why didn't you report this crime?	

Comments:

Q9	Are there any parts or places in Portsmouth where you feel unsafe or where you avoid going due to feeling fearful of crime?	
	Yes	No

Please list each area where you feel unsafe or avoid going due to feeling fearful of crime and rank the top three locations (1st, 2nd & 3rd)

Thinking about each location can you tell us why you feel unsafe or avoid these locations?

Where? Please tell us about the area and the specific location if there is one:	Reason why you feel frightened or avoid these locations:	Rank

Any additional comments:

Q10	Is there anything that you could suggest that would make Portsmouth a safer place to live?

Thank you for taking part in this survey, the findings will be published by the SPP on its website by the end

Appendix 2: Fieldwork locations & details about analysis

- **Baffins** - Library as base
- **City Centre** - Commercial Road and Guildhall square (busy areas frequented by residents from all over the city)
- **Copnor** - Copnor Road parade of shops
- **Cosham** - High Street
- **Drayton & Farlington** - Farlington Sainsbury's , Havant Road Co-op (Drayton)
- **Fratton** - The Bridge Centre, Asda and Fratton Road
- **Guildhall Square & Civic Offices reception area**
- **Milton & Eastney** -Eastney Road Co-op and Bransbury Community Centre/Park
- **Northend** - Library as base
- **Paulsgrove** - Allaway Avenue Housing Office as base.
- **Somerstown** - Somerstown Hub
- **Southsea** - Palmerston Road, Friendship House (Elm Grove)

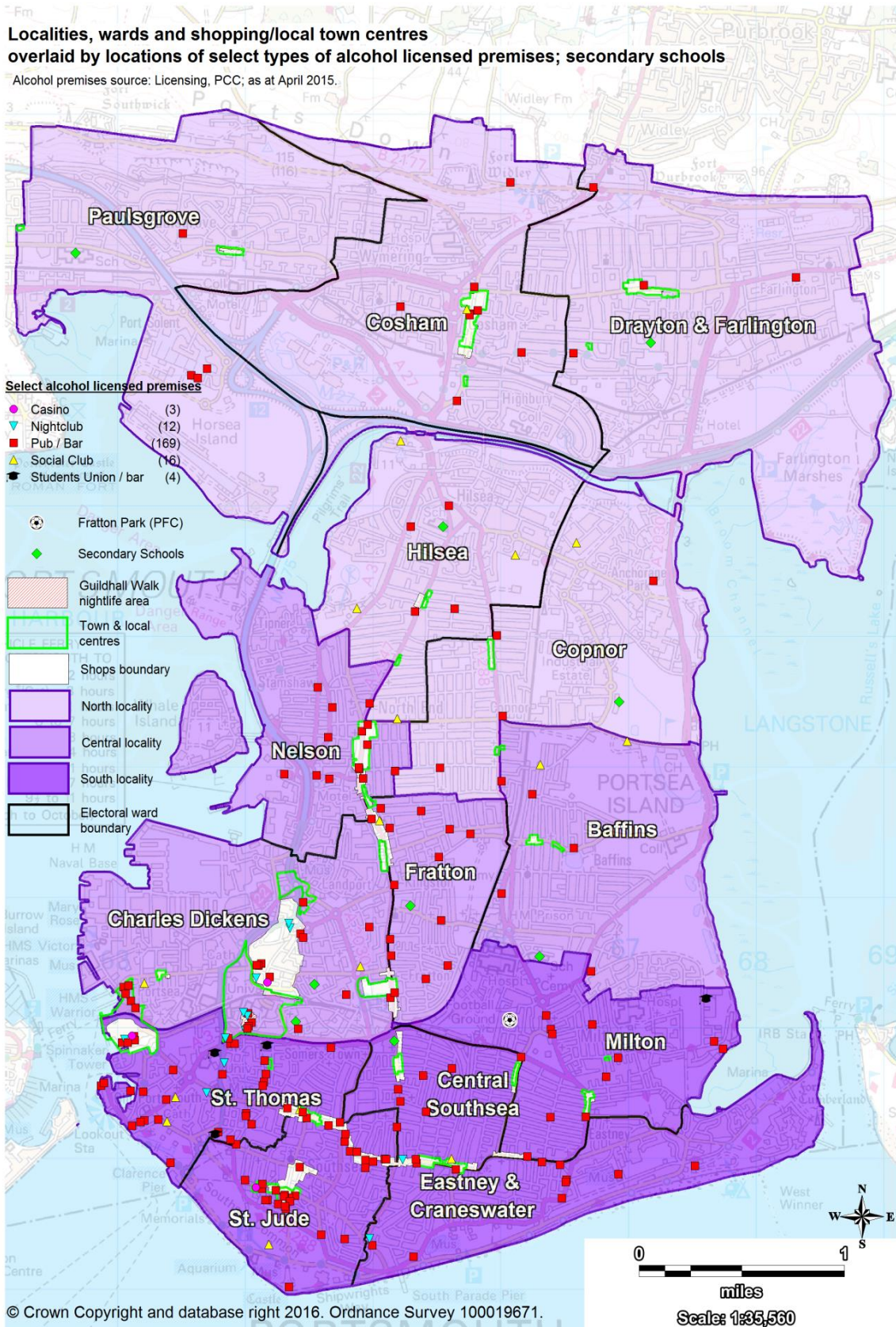
The analysis was completed using Excel for descriptive statistics and thematic analysis (quantitative) and SPSS for the statistical analysis. Comparisons within groups were only made where the groups were large enough to allow for a meaningful comparison. For this reason comparisons have been made between British white residents and all other ethnicities, and those with or without a disability, rather than between different types of disability or ethnic background. For the purposes of this report, a 'statistically significant finding' means that after a statistical test there was at least a 95% certainty that this result did not occur by chance. The full detailed statistics are available on request. The current report does not use any weighted data,²⁶ instead the sample was matched as closely as possible to the ONS population estimate.

²⁶ Weighting is used to adjust the results of a study to bring them more in line with what is known about a population. For example, if a sample contains 40% males and the population contains 49% males weighting can be used to correct the data to correct for this discrepancy.

Appendix 3: Break down by ethnicity

Ethnicity	Survey		Target	Difference
White British	761	81.4%	84.0%	-2.6%
White Irish	8	0.9%	0.5%	0.3%
White Gypsy or Irish Traveller		0.0%	0.0%	0.0%
Any other White background	50	5.3%	3.8%	1.6%
White and Black Caribbean	4	0.4%	0.5%	-0.1%
White and Black African	5	0.5%	0.5%	0.1%
White and Asian	4	0.4%	1.2%	-0.7%
Any other multiple ethnic group	4	0.4%	0.5%	-0.1%
Asian or Asian British Indian	22	2.4%	1.4%	0.9%
Asian or Asian British Pakistani	4	0.4%	0.3%	0.2%
Asian or Asian British Bangladeshi	8	0.9%	1.8%	-0.9%
Asian or Asian British Chinese	8	0.9%	1.3%	-0.4%
Any other Asian background	13	1.4%	1.3%	0.0%
Black or Black British African	23	2.5%	1.4%	1.0%
Black or Black British Caribbean	6	0.6%	0.3%	0.4%
Any other Black background	1	0.1%	0.1%	0.0%
Other ethnic group Arab	7	0.7%	0.5%	0.2%
Any other ethnic group	2	0.2%	0.5%	-0.3%
Missing	5	0.5%		
Total	935	100.0%		

Appendix 4: ward map





Integrated Impact Assessment (IIA)

Integrated impact assessment (IIA) form December 2019

www.portsmouth.gov.uk

The integrated impact assessment is a quick and easy screening process. It should:

- identify those policies, projects, services, functions or strategies that could impact positively or negatively on the following areas:
 - Communities and safety
 - Regeneration and culture
 - Environment and public space
 - Equality & - Diversity This can be found in Section A5

Directorate:

The Executive

Service, function:

Strategy Unit

Title of policy, service, function, project or strategy (new or old) :

Community Safety Plan

Type of policy, service, function, project or strategy:

- Existing
- New / proposed
- Changed

What is the aim of your policy, service, function, project or strategy?

To reduce crime, anti-social behaviour, substance misuse and reoffending in Portsmouth

Has any consultation been undertaken for this proposal? What were the outcomes of the consultations? Has anything changed because of the consultation? Did this inform your proposal?

Community Safety Survey 2020 <https://www.saferportsmouth.org.uk/community-safety-survey/>

A - Communities and safety

Yes

No

Is your policy/proposal relevant to the following questions?

A1-Crime - Will it make our city safer?



In thinking about this question:

- How will it reduce crime, disorder, ASB and the fear of crime?
- How will it prevent the misuse of drugs, alcohol and other substances?
- How will it protect and support young people at risk of harm?
- How will it discourage re-offending?

If you want more information contact Lisa.Wills@portsmouthcc.gov.uk or go to:

<https://www.portsmouth.gov.uk/ext/documents-external/cou-spp-plan-2018-20.pdf>

Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?

The community safety plan is a statutory requirement for all local authority areas. The 2021-22 plan pulls together a range of activity across the council and partner organisations designed to address priorities identified by data analysis and community consultation. The plan addresses the underlying drivers for crime, substance misuse and offending - these are complex issues so the impact of the activity is often not immediate but evident over a longer period of time.

How will you measure/check the impact of your proposal?

The Public Health Team will track agreed indicators and report by exception every 6 months to the appropriate sub-groups and the Health and Wellbeing Board.

A - Communities and safety

Yes

No

Is your policy/proposal relevant to the following questions?

A2-Housing - Will it provide good quality homes?



In thinking about this question:

- How will it increase good quality affordable housing, including social housing?
- How will it reduce the number of poor quality homes and accommodation?
- How will it produce well-insulated and sustainable buildings?
- How will it provide a mix of housing for different groups and needs?

If you want more information contact Daniel.Young@portsmouthcc.gov.uk or go to:

<https://www.portsmouth.gov.uk/ext/documents-external/psh-providing-affordable-housing-in-portsmouth-april-19.pdf>

Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?

How are you going to measure/check the impact of your proposal?

A - Communities and safety

Yes

No

Is your policy/proposal relevant to the following questions?

A3-Health - Will this help promote healthy, safe and independent living?



In thinking about this question:

- How will it improve physical and mental health?
- How will it improve quality of life?
- How will it encourage healthy lifestyle choices?
- How will it create healthy places? (Including workplaces)

If you want more information contact Dominique.Letouze@portsmouthcc.gov.uk or go to:

<https://www.portsmouth.gov.uk/ext/documents-external/cons-114.86-health-and-wellbeing-strategy-proof-2.pdf>

Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?

Early intervention with young people will help to reduce the impact of mental health problems, facilitate healthy lifestyle choices and longer term quality of life.

How are you going to measure/check the impact of your proposal?

As above - in particular the rate of youth offending, and substance misuse.

A - Communities and safety

Yes

No

Is your policy/proposal relevant to the following questions?

A4-Income deprivation and poverty-Will it consider income deprivation and reduce poverty?



In thinking about this question:

- How will it support those vulnerable to falling into poverty; e.g., single working age adults and lone parent households?
- How will it consider low-income communities, households and individuals?
- How will it support those unable to work?
- How will it support those with no educational qualifications?

If you want more information contact Mark.Sage@portsmouthcc.gov.uk or go to:

<https://www.portsmouth.gov.uk/ext/documents-external/cou-homelessness-strategy-2018-to-2023.pdf>
<https://www.portsmouth.gov.uk/ext/health-and-care/health/joint-strategic-needs-assessment>

Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?

Early intervention with young people will help them remain engaged with education, which is more likely to lift them out of poverty.

How are you going to measure/check the impact of your proposal?
As above

A - Communities and safety	Yes	No
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Is your policy/proposal relevant to the following questions?

A5-Equality & diversity - Will it have any positive/negative impacts on the protected characteristics?	<input type="checkbox"/>	<input checked="" type="checkbox"/>
---	--------------------------	-------------------------------------

In thinking about this question:

- How will it impact on the protected characteristics-Positive or negative impact (Protected characteristics under the Equality Act 2010, Age, disability, race/ethnicity, Sexual orientation, gender reassignment, sex, religion or belief, pregnancy and maternity, marriage and civil partnership,socio-economic)
- What mitigation has been put in place to lessen any impacts or barriers removed?
- How will it help promote equality for a specific protected characteristic?

If you want more information contact gina.perryman@portsmouthcc.gov.uk or go to:

<https://www.portsmouth.gov.uk/ext/documents-external/cmu-equality-strategy-2019-22-final.pdf>

Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?

How are you going to measure/check the impact of your proposal?

B - Environment and climate change

Yes

No

Is your policy/proposal relevant to the following questions?

B1-Carbon emissions - Will it reduce carbon emissions?

In thinking about this question:

- How will it reduce greenhouse gas emissions?
- How will it provide renewable sources of energy?
- How will it reduce the need for motorised vehicle travel?
- How will it encourage and support residents to reduce carbon emissions?

If you want more information contact Tristan.thorn@portsmouthcc.gov.uk or go to:

<https://www.portsmouth.gov.uk/ext/documents-external/cmu-sustainability-strategy.pdf>

Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?

How are you going to measure/check the impact of your proposal?

B - Environment and climate change

Yes

No

Is your policy/proposal relevant to the following questions?

B2-Energy use - Will it reduce energy use?

In thinking about this question:

- How will it reduce water consumption?
- How will it reduce electricity consumption?
- How will it reduce gas consumption?
- How will it reduce the production of waste?

If you want more information contact Triston.thorn@portsmouthcc.gov.uk or go to:

<https://www.portsmouth.gov.uk/ext/documents-external/pln-portsmouth-plan-post-adoption.pdf>

<https://democracy.portsmouth.gov.uk/documents/s24685/Home%20Energy%20Appendix%201%20-%20Energy%20and%20water%20at%20home%20-%20Strategy%202019-25.pdf>

Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?

How are you going to measure/check the impact of your proposal?

B - Environment and climate change

Yes

No

Is your policy/proposal relevant to the following questions?

B3 - Climate change mitigation and flooding-Will it proactively mitigate against a changing climate and flooding?

In thinking about this question:

- How will it minimise flood risk from both coastal and surface flooding in the future?
- How will it protect properties and buildings from flooding?
- How will it make local people aware of the risk from flooding?
- How will it mitigate for future changes in temperature and extreme weather events?

If you want more information contact Tristan.thorn@portsmouthcc.gov.uk or go to:

<https://www.portsmouth.gov.uk/ext/documents-external/env-surface-water-management-plan-2019.pdf>

<https://www.portsmouth.gov.uk/ext/documents-external/cou-flood-risk-management-plan.pdf>

Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?

How are you going to measure/check the impact of your proposal?

B - Environment and climate change

Yes

No

Is your policy/proposal relevant to the following questions?

B4-Natural environment-Will it ensure public spaces are greener, more sustainable and well-maintained?

In thinking about this question:

- How will it encourage biodiversity and protect habitats?
- How will it preserve natural sites?
- How will it conserve and enhance natural species?

If you want more information contact Daniel.Young@portsmouthcc.gov.uk or go to:

<https://www.portsmouth.gov.uk/ext/documents-external/pln-solent-recreation-mitigation-strategy-dec-17.pdf>

<https://www.portsmouth.gov.uk/ext/documents-external/pln-portsmouth-plan-post-adoption.pdf>

Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?

How are you going to measure/check the impact of your proposal?

B - Environment and climate change

Yes

No

Is your policy/proposal relevant to the following questions?

B5-Air quality - Will it improve air quality?

In thinking about this question:

- How will it reduce motor vehicle traffic congestion?
- How will it reduce emissions of key pollutants?
- How will it discourage the idling of motor vehicles?
- How will it reduce reliance on private car use?

If you want more information contact Hayley.Trower@portsmouthcc.gov.uk or go to:

<https://www.portsmouth.gov.uk/ext/documents-external/env-aq-air-quality-plan-outline-business-case.pdf>

Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?

How are you going to measure/check the impact of your proposal?

B - Environment and climate change

Yes

No

Is your policy/proposal relevant to the following questions?

B6-Transport - Will it improve road safety and transport for the whole community?

In thinking about this question:

- How will it prioritise pedestrians, cyclists and public transport users over users of private vehicles?
- How will it allocate street space to ensure children and older people can walk and cycle safely in the area?
- How will it increase the proportion of journeys made using sustainable and active transport?
- How will it reduce the risk of traffic collisions, and near misses, with pedestrians and cyclists?

If you want more information contact Pam.Turton@portsmouthcc.gov.uk or go to:

<https://www.portsmouth.gov.uk/ext/travel/local-transport-plan-3>

Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?

How are you going to measure/check the impact of your proposal?

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Is your policy/proposal relevant to the following questions?

B7-Waste management - Will it increase recycling and reduce the production of waste?

In thinking about this question:

- How will it reduce household waste and consumption?
- How will it increase recycling?
- How will it reduce industrial and construction waste?

If you want more information contact Steven.Russell@portsmouthcc.gov.uk or go to:

<https://documents.hants.gov.uk/mineralsandwaste/HampshireMineralsWastePlanADOPTED.pdf>

Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?

How are you going to measure/check the impact of your proposal?

C - Regeneration of our city

Yes

No

Is your policy/proposal relevant to the following questions?

C1-Culture and heritage - Will it promote, protect and enhance our culture and heritage?



In thinking about this question:

- How will it protect areas of cultural value?
- How will it protect listed buildings?
- How will it encourage events and attractions?
- How will it make Portsmouth a city people want to live in?

If you want more information contact Claire.Looney@portsmouthcc.gov.uk or go to:

<https://www.portsmouth.gov.uk/ext/documents-external/pln-portsmouth-plan-post-adoption.pdf>

Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?

Reduction in crime rates should encourage people to come to the city to live.

How are you going to measure/check the impact of your proposal?
There is unlikely to be a measurable impact.

C - Regeneration of our city

Yes

No

Is your policy/proposal relevant to the following questions?

C2-Employment and opportunities - Will it promote the development of a skilled workforce?



In thinking about this question:

- How will it improve qualifications and skills for local people?
- How will it reduce unemployment?
- How will it create high quality jobs?
- How will it improve earnings?

If you want more information contact Mark.Pembleton@portsmouthcc.gov.uk or go to:

<https://www.portsmouth.gov.uk/ext/documents-external/cou-regeneration-strategy.pdf>

Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?

Early intervention with young people will improve their skills and employment opportunities. Working with the new National Probation Service (NPS) to support the rehabilitation of offenders by engaging them in work experience and learning will also improve employment opportunities.

How are you going to measure/check the impact of your proposal?

C - Regeneration of our city

Yes

No

Is your policy/proposal relevant to the following questions?

C3 - Economy - Will it encourage businesses to invest in the city, support sustainable growth and regeneration?



In thinking about this question:

- How will it encourage the development of key industries?
- How will it improve the local economy?
- How will it create valuable employment opportunities for local people?
- How will it promote employment and growth in the city?

If you want more information contact Mark.Pembleton@portsmouthcc.gov.uk or go to:

<https://www.portsmouth.gov.uk/ext/documents-external/cou-regeneration-strategy.pdf>

Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?

As previously mentioned - a safer city is one where businesses will be happy to invest.

How are you going to measure/check the impact of your proposal?
There is unlikely to be a measurable impact.

Q8 - Who was involved in the Integrated impact assessment?

Lisa Wills

This IIA has been approved by:

Contact number:

Date:

Agenda Item 12



Portsmouth
CITY COUNCIL

Title of meeting:	Cabinet
Date of meeting:	9 th March 2021
Subject:	Review of the Hampshire Minerals and Waste Plan
Report by:	Assistant Director of Planning and Economic Growth
Wards affected:	All
Key decision:	Yes
Full Council decision:	Yes

1. Purpose of report

- 1.1. To consider the report on the 2020 review of the Hampshire Minerals and Waste Plan (HMWP) (2013) and endorse the decision update the Plan in partnership with the other Hampshire authorities, as per the Council's statutory responsibilities as the minerals and waste planning authority for Portsmouth.

1.2. Recommendations

- 2.1 It is recommended that Cabinet:

- Endorses the decision to update the Hampshire Minerals and Waste Plan, as per the recommendations of 2020 Review of the Hampshire Minerals and Waste Plan report (attached in Appendix 1 and summarised in this report).
- Recommends that this decision is reported for future consideration by Full Council, in accordance with the requirements of sections 15(8) and 16 of the *Planning and Compulsory Purchase Act 2004* and *National Planning Practice Guidance* on plan making and in-line with Reg 4(1) & Sh 3 of the *Local Authorities Functions and Responsibility Regulation 2000* (as amended).

3. Background

Introduction

- 3.1 Portsmouth City Council, as a minerals and waste planning authority, has a statutory duty to prepare a Local Plan to guide the need for and locations of minerals and waste management development. The Council has worked jointly on minerals and waste matters with Hampshire County Council, Southampton City Council, New Forest National Park Authority and the South Downs National Park

Authority ('the Hampshire authorities') over many years; culminating in the adoption of the *Hampshire Minerals and Waste Plan* (HMWP) in October 2013.

- 3.2 The HMWP (2013) covers the period up to 2030 and the geographical areas of the Hampshire authorities; it forms part of the Development Plan for Portsmouth alongside the Portsmouth Local Plan. The HMWP seeks to ensure the Plan area has the development to maintain a reliable and timely supply of minerals and efficient management of Hampshire's waste, whilst protecting the environment and communities. It contains policies to enable minerals and waste decision-making as well as minerals and waste site allocations (for rail depots, wharves, quarries and landfill sites).
- 3.3 Portsmouth contains a small number of safeguarded minerals and waste processing and transfer facilities, an Energy from Waste facility, a mineral importation wharf and an identified potential site for an importation wharf at the HM Naval Base, as well as some safeguarded mineral resource areas. The HMWP seeks to protect these assets from replacement, encroachment or sterilisation by alternative development. There are no site allocations for new minerals and waste development within the City Council area, with the exception of the potential wharf at the Naval Base should be site become available. Portsmouth heavily relies on the wider provision in the county (as well as nationally) to be able to meet its growth needs.

Review of the Hampshire Minerals and Waste Plan

- 3.4 Planning Regulations¹ and National Planning Policy² require that policies in Local Plans should be reviewed at least once every five years to assess whether they require updating, and to update as necessary. As such, the HMWP was reviewed in 2018. At that time, the review concluded that the policies were working effectively to achieve the Plan's vision and there was presently no requirement to update the HMWP. The 2018 Review also recommended that the HMWP be reviewed again in two years, when there may be more clarity around particular supply issues. Following this decision, a Plan Review Workshop was undertaken in September 2019, attended by a wide range of Stakeholders, to explore the issues raised within the 2018 Review and how trends in minerals supply and sustainable waste management provision were developing.
- 3.5 The second review of the HWMP was undertaken in 2020, which also took into account the feedback from the 2019 workshop. It concluded that the Plan now requires some updating to ensure compliance with the National Planning Policy Framework (updated 2019) and National Planning Policy for Waste (2014). The aggregate delivery requirements (land-won, marine, secondary and recycled) have not achieved their policy targets in recent years and could also be updated to reflect the soft sand wider supply issue within the south east. The waste management delivery policies should be updated to more closely align the approach of the waste hierarchy (prevention, reuse, recycling, recovery, then disposal). The potential for a

¹ Regulation 10A of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended)

² MHCLG (updated 2019) National Planning Policy Framework, para. 33.



Waste Infrastructure Strategy could also be explored to provide greater certainty on the types of activities required, including when and where. The Development Management policies would also benefit from a refresh in their terminology and in some cases the means of delivery (e.g. the inclusion of natural capital, net gain and agent of change principle). The HMWP's Vision, Plan Objectives, Spatial Strategy and Key Diagram will also be renewed.

- 3.6 To support the Plan update, an update of the existing evidence base including an assessment of mineral and waste site options (from a new Call for Sites) would also be carried out to ensure any suitable sites for enabling sustainable minerals and waste development are included in the Plan, helping providing certainty to the industry and local communities.
- 3.7 A draft Development Scheme for the update of the HMWLP has been produced, including the proposed timetable for plan production and public participation (See Appendix 2, para.10). It proposes to gather evidence from March to September 2021 prior to the first ('Regulation 18' stage) public consultation in October 2021. This is to be followed by subsequent consultations in first half of 2022 ('Reg 19'), with Submission of the Plan scheduled for Winter 2022.
- 3.8 The updated HMWP will need to be prepared, submitted, and adopted by the five authorities as a joint document, though each will authority will need to 'adopt' the HMWP individually. This means that drafts and decisions will need to undergo democratic processes at the various plan preparation stages by each of the authorities involved.
- 3.9 Hampshire County Council will lead the technical preparation of update of the HMWP, working with the partner authorities. Hampshire County Council will provide planning, specialist, and managerial staff resources sufficient to prepare a sound plan. The partner authorities would be expected to commit to providing the financial support to deliver the programme of work, as well as some support and staff time where required.

4. Reasons for recommendations

- 4.1 Recommendations:
 - Endorse the decision to update the Hampshire Minerals and Waste Plan, as per the recommendations of 2020 Review of the Hampshire Minerals and Waste Plan (2013) report.
 - Recommend that this decision is reported for future consideration by Full Council.
- 4.2 Minerals and waste planning issues are most appropriately addressed jointly and at a wider geographic scale. Approving the update of the HMWP would allow the continuation of a well-established partnership that addresses these issues at the most appropriate scale. This would ensure the City Council meets



the requirements of its statutory role as the Minerals and Waste Planning Authority as well as its legal obligations under the Duty to Co-operate³.

4.3 The proposed updates to HMWP would ensure that the Portsmouth Development Plan remains compliant with the national planning policy, in ensuring the continuation of a steady and adequate supply of minerals and sustainable waste management provision.

4.4 The partnership authorities are, informally, in agreement on the recommendations of the 2020 Review Report.

5. Integrated impact assessment

5.1 This report seeks approval for the review of the existing Development Plan Document. The direction, content and potential impacts of updated policies in future drafts of the updated HMWP will be subject to further democratic approval and would be subject to assessment in their own right.

6. Legal implications

6.1 This review complies with Portsmouth City Council's obligation to conduct a review of the Minerals and Waste Plan for the Portsmouth in accordance with sections 15(8) and 16 of the *Planning and Compulsory Purchase Act 2004*. The report to review the HMWP must be considered by Cabinet and then reported for future consideration by Full Council in accordance with these Regulations. See Reg 4(1) & Sh 3 of the *Local Authorities Functions and Responsibility Regulation 2000* (as amended).

7. Director of Finance's comments

7.1 Portsmouth will pay a share of the cost to update the Hampshire Minerals and Waste Plan along with Hampshire, Southampton and other partners. Portsmouth share of this is £65,340 payable over three years. The annual £22,780 cost will be met from existing cash limited resources.

.....
Signed by:

Appendices:

Appendix 1: Hampshire authorities, *2020 Review of the Hampshire Minerals & Waste Plan* (2013). Version 2 – November 2020

Appendix 2: Hampshire authorities, *Hampshire Minerals & Waste Plan Development Scheme* - December 2020

³ Localism Act 2011, S.110, 33A.

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
Hampshire Minerals and Waste Plan (2013)	https://www.hants.gov.uk/landplanningandenvironment/strategic-planning/hampshire-minerals-waste-plan
National Planning Policy Framework (2018)	https://www.gov.uk/government/publications/national-planning-policy-framework--2
National Planning Policy Guidance: Local Plans	https://www.gov.uk/guidance/local-plans--2

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

.....
Signed by:

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HAMPSHIRE COUNTY COUNCIL, NEW FOREST NATIONAL PARK AUTHORITY,
PORTSMOUTH CITY COUNCIL, SOUTH DOWNS NATIONAL PARK AUTHORITY &
SOUTHAMPTON CITY COUNCIL

2020 Review of the Hampshire Minerals & Waste Plan (2013)

Version 2 – November 2020



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Executive Summary

Introduction

The Hampshire Minerals and Waste Plan (HMWP) was adopted in October 2013¹.

The National Planning Policy Framework requires that Local Plans should be reviewed to assess whether they require updating at least once every five years².

An initial Review was carried out in 2018 and this concluded that whilst a number of issues had been identified, the policies were effective in that they enabled development and the Vision was being implemented. Following the 2018 Review there was a commitment to undertake a Review Workshop and a further review in 2020.

The Workshop was held on 25th September 2019 and this is the 2020 Review of the HMWP.

In 2019, the Planning Advisory Service (PAS) issued a toolkit to assist with plan reviews and this is incorporated. As such, this Review considers in more detail the Vision, Plan Objectives and Spatial Strategy (and the Key Diagram). In addition, compliance with national policy is assessed.

Effectiveness of Plan Policies

This section considers each of the 34 policies contained within the HMWP in turn. The trends over the past seven years are reviewed based on information set out in the Monitoring Reports which support the HMWP.

A RAG (Red, Amber, Green) Monitoring status is provided for each of the policies and is determined as follows:

Monitoring shows no issues	Green
Monitoring shows some issues to be reviewed	Amber
Monitoring shows issues to be reviewed and may need to be addressed	Red

¹ Hampshire Minerals & Waste Plan (2013) -

<https://www.hants.gov.uk/landplanningandenvironment/strategic-planning/hampshire-minerals-waste-plan>

² National Planning Policy Framework (Para. 33) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf

The summary of the RAG Monitoring status of each of the policies is outlined below.

Summary of Monitoring status

Policy Number & Title	RAG status	
	2020	2018
Policy 1: Sustainable minerals & waste development	Green	Green
Policy 2: Climate change – mitigation and adaptation	Green	Green
Policy 3: Protection of habitats and species	Green	Green
Policy 4: Protection of the designated landscape	Green	Green
Policy 5: Protection of the countryside	Amber	Amber
Policy 6: South West Hampshire Green Belt	Green	Green
Policy 7: Conserving the historic environment and heritage assets	Green	Green
Policy 8: Protection of soils	Green	Green
Policy 9: Restoration of minerals and waste sites	Green	Green
Policy 10: Protecting public health, safety and amenity	Green	Green
Policy 11: Flood risk and prevention	Green	Green
Policy 12: Managing traffic	Green	Green
Policy 13: High-quality design of minerals and waste	Green	Green
Policy 14: Community Benefits	Red	Red
Policy 15: Safeguarding - mineral resources	Amber	Amber
Policy 16: Safeguarding – minerals infrastructure	Green	Green
Policy 17: Aggregate supply - capacity and source	Amber	Red
Policy 18: Recycled and secondary aggregates	Amber	Amber
Policy 19: Aggregate wharves and rail depots	Red	Red
Policy 20: Local land-won aggregates	Red	Red
Policy 21: Silica sand development	Red	Red
Policy 22: Brick-making clay	Red	Red
Policy 23: Chalk Development	Amber	Amber
Policy 24: Oil and gas Development	Green	Green
Policy 25: Sustainable waste management	Amber	Amber
Policy 26: Safeguarding – waste infrastructure	Green	Green
Policy 27: Capacity for waste management development	Green	Green
Policy 28: Energy recovery development	Amber	Amber
Policy 29: Locations and sites for waste management	Amber	Amber

Policy 30: Construction, demolition and excavation waste development	Amber	Green
Policy 31: Liquid waste and waste water management	Green	Green
Policy 32: Non-hazardous waste landfill	Red	Red
Policy 33: Hazardous and low level waste development	Green	Green
Policy 34: Safeguarding potential minerals and waste wharf and rail depot infrastructure	Green	Green

Issues requiring review

This section explores in more detail the policies with issues identified through the Monitoring Reports (i.e. policies with an Amber 'Monitoring' status).

Consideration is given to the circumstances around the short-term breaches that may have occurred or the trends that have raised an issue with delivery.

A RAG (Red, Amber, Green) Review status and review update requirement is provided for each policy and is determined as follows:

Review shows that the policy does not need to be updated.	Green
Review shows that the policy does need to be updated with additional allocations, where possible.	Amber
Review shows that the policy requirements need to be updated.	Red

The summary of the RAG Review status of each of the policies is outlined below.

Summary of Review status

Policy Number & Title	RAG status
Policy 5: Protection of the countryside	Green
Policy 15: Safeguarding - mineral resources	Green
Policy 17: Aggregate supply - capacity and source	Red
Policy 18: Recycled and secondary aggregates development	Red
Policy 23: Chalk Development	Green
Policy 25: Sustainable waste management	Amber
Policy 27: Capacity for waste management development	Amber
Policy 28: Energy recovery development	Green
Policy 29: Locations and sites for waste management	Amber
Policy 30: Construction, demolition and excavation waste development	Red

Policy 34: Safeguarding potential minerals and waste wharf and rail depot infrastructure	Green
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Issues to be reviewed and may need addressing

This section explores in more detail the policies with issues identified through the Monitoring Reports (i.e. policies with a Red 'Monitoring' status).

Consideration is given to the circumstances around the short-term breaches that may have occurred or the trends that have raised an issue with delivery.

A RAG (Red, Amber, Green) Review status and review update requirement is provided for each policy and is determined as follows:

Review shows that the policy does not need to be updated.	Green
Review shows that the policy does need to be updated with additional allocations, where possible.	Amber
Review shows that the policy requirements need to be updated.	Red

The summary of the RAG Review status of each of the policies is outlined below.

Summary of Review status

Policy Number & Title	RAG status
Policy 14: Community Benefits	Red
Policy 19: Aggregate wharves and rail depots	Amber
Policy 20: Local land-won aggregates	Amber
Policy 21: Silica sand development	Amber
Policy 22: Brick-making clay	Amber
Policy 32: Non-hazardous waste landfill	Amber

Effectiveness of the Vision, Plan Objectives, Spatial Strategy & Key Diagram

Due to the generic nature of the Vision, this is generally being achieved although the issues regarding delivery of minerals could impact the support of the economy. As some of the policies are not meeting their aims, the Plan Objectives are not all being achieved.

In line with the need to update some of the policies, the Plan Objectives, Spatial Strategy and Key Diagram need to be further reviewed to ensure they are fit-for-purpose. This includes ensuring all policies are represented and there is no ambiguity.

Whilst the Vision represents the pillars of sustainability which meets the objectives of the NPPF, it is recognised that the Vision would benefit from an update to be more geographically representative and less generic. Aligning with the 2050 Hampshire principles and the climate change agenda would strengthen it further.

Policy drivers

There have been a number of Government policy publications and announcements since 2013 which have an impact on the HMWP policies.

The policy drivers and the policies they impact are summarised in the Table below.

Summary of Policy Drivers

Policy Driver	HMWP Policy
National Planning Policy Framework (2019)	All policies.
National Planning Policy for Waste (2014)	Policies 25 – 34.
Planning Practice Guidance (2014 onwards)	All policies.
River Basin Management Plan (2016)	Policies 2, 3, 9, 10, 11 and 31
Clean Growth Strategy (2017)	Policies 1 and 2.
The 25 Year Environment Plan (2018)	Policies 2 – 6, 9 and 25.
Industrial Strategy (2018)	Policies 1, 2, 18, 25, 28 and 30.
Resources and Waste Strategy (2018)	Policies 1, 18, 30 and 32.
South Inshore and South Offshore Marine Plans	Policies 17 and 24.
Review of designated landscapes	Policy 4.
Climate change Act 2008 Order 2019	Policy 2.
Environment Bill (2020)	All policies.
Biodiversity net gain	Policy 3.
Fixing our broken housing market – Housing White Paper (2017)	Plan-making.
Strategic Environmental Assessment Regulations	Policy 29.
The Town & Country Planning (General Permitted Development) (England) Order 2016	Policy 16 and 26.
Community Infrastructure Levy	Policy 1.
Court rulings	Plan-making.
Government Oil and Gas Consultations	Policy 24.
Planning for the future – White Paper (2020)	Plan-making.
Changes to the current Planning system consultation (2020)	Plan-making

Review Workshop Outcomes

A Review Workshop was held on 25th September 2019 to explore the issues raised in the 2018 Review.

The Workshop was attended by approximately 60 participants including representatives from the minerals and waste industry, statutory consultees, neighbouring minerals and waste planning authorities and from the wider south east, districts and boroughs, and Members.

The Workshop was structured around presentations and round table discussion sessions on the following issues:

- The 2018 Review of the HMWP outcomes
- The changed policy landscape: NPPF, 25 Year Plan, Waste & Resources and Brexit etc.
- Sustainability issues: Climate change, biodiversity net gain, horizon scanning etc.
- Biodiversity net gain
- Waste & Resources Strategy
- Soft sand
- Marine aggregates.

A number of key messages were highlighted at the Workshop which can be used to inform this Review and the scope of the Plan update:

General messages

A number of general issues were raised which impact the whole Plan:

- Climate change.
- The need to future proof the Plan and make it flexible.
- On-going Government updates and the need for implementation guidance.
- The need for Duty to Cooperate and liaison with industry.
- Consideration of the monitoring indicators as well as the policies themselves.

Minerals messages

A number of minerals issues were raised including:

- Safeguarding, particularly in relation to prior extraction and wharves.
- Consideration of regional-level supply issues.
- Greater emphasis on the Local Aggregate Assessment.
- Demand should take into account Local Plan delivery and infrastructure.

Waste messages

Issues raised regarding waste including:

- The need to consider all waste streams, not just household waste.
- Review of the data, types of site (not just facility type) and how they are delivered.
- The need for more waste sites, such as resource parks.

Compliance with National Policy

This section applies the PAS toolkit to determine compliance with national policy. As the toolkit is geared towards all Local Plans, some parts have been struck out and highlighted as 'not applicable'. In addition, the toolkit does not include compliance with the National Planning Policy for Waste (NPPW) (2014) which is relevant to Waste Local Plans and therefore, the requirements have been included.

The review of Local Plan Content compliance has demonstrated that overall, the HMWP is compliant and is not silent on any policy requirement. However, there are several policy areas where the general policy approach is in conformity, but the specific wording may need to be refreshed to ensure that the policy is fully compliant.

The key policy areas requiring a policy refresh include:

- Reference to government policy (post 2013);
- The Vision and its relevance to minerals and waste;
- The removal of some areas of ambiguity in policies;
- Clearer identification of the Strategic Policies;
- Reference to net gain, natural capital, and the agent of change;
- Clearer climate change measures;
- Clearer delivery of the waste hierarchy; and
- An update on terminology, such as 'sustaining' rather than 'protecting' historic assets.

Conclusion

This 2020 Review has considered the effectiveness of the HWMP since its adoption in 2013. Unlike the 2018 Review, consideration has been given not only to the monitoring data but compliance with national policy. In addition, the Vision, Plan Objectives, Spatial Strategy and Key Diagram have been taken into account.

Development Management Policies

The monitoring data suggests that most of these policies are performing well with Policy 14 (Community benefits) as the exception. However, reviewing national policy compliance, highlights that the policies would benefit from a refresh in their terminology and in some cases, their delivery.

In addition, Policy 2 (Climate change – mitigation and adaption) needs to be strengthened and Policy 9 (Restoration of minerals and waste developments) needs to ensure that climate change is suitably imbedded in its implementation.

Minerals Policies

The 2018 Review highlighted that the required 7-year landbank for sand and gravel (for both sharp sand and soft sand) was not being met along with other mineral requirements. The situation remains in 2020 as well as an increasing risk to recycled and secondary aggregate delivery and capacity issues at the wharves.

The aggregate delivery requirements (Policy 17 (Aggregate supply – capacity and source) would benefit from being updated. This would help ensure the requirements of the NPPF were being met.

Whilst the policies are enabling suitable development to come forward, they would benefit from outlining any additional sustainable opportunities to help meet requirements and provide certainty to industry and communities.

Waste Policies

The 2020 Review shows that in general, the waste forecasts continue to be relatively accurate and additional capacity is coming on stream albeit focused more on recovery than recycling. However, to ensure compliance with the NPPW, they would benefit from an update to enable greater alignment with the waste hierarchy.

Landfill capacity continues not to meet the forecasted need. Therefore, the policy would benefit from considering possible sustainable options alongside other sites for waste management.

Monitoring Indicators

This Review has not assessed these in detail but it is recognised that not all indicators obtain the information required to monitor the effectiveness of the Policies. However, any update of the policies should include a further review of the monitoring indicators to ensure that they are SMART³.

Vision, Plan Objectives, Spatial Strategy and Key Diagram

The issues identified through this Review could suggest that the economy was not being supported adequately. The current Vision could be considered to be lacking in spatial identity and specificity in its aims in relation to minerals and waste. The Vision would also benefit from aligning itself with the visionary Hampshire 2050 work and the climate change agenda.

The Plan Objectives generally align with the policies and would help achieve the current Vision. As some of the Policies are currently not delivering their aim, this would

³ Specific, Measurable, Achievable, Relevant and Timely.

suggest the Plan Objectives are not being met. An update of the Policies and/or Vision would need to include a review of the Plan Objectives to ensure they align.

Any update to the Policies would need to be reflected in both the Spatial Strategy and Key Diagram. To ensure compliance with national policy, the Policies, Spatial Strategy and key Diagram need to be unambiguous.

Review limitations

It is recognised that there are limitations to this Review. However, the application of the PAS Guidance has enabled a more thorough assessment.

The monitoring indicators were set when preparing the Plan and were an attempt to quantify the impacts of the decisions made within the framework of the HMWP. Any update to the policies should include a further investigation of the indicators and triggers.

The 2018 Review highlighted that there were at the time several uncertainties which could have an impact on future supply and capacity requirements of minerals and waste. However, uncertainty has only been increased due to the national pandemic, which is impacting on the economy; the longevity of these impacts is unknown.

The Government continues to drive forward changes to boost the housing market. Whilst an increase in development will have a direct impact on demand for construction aggregates, the rate of this increase is unclear.

Duty to cooperate correspondence has been issued to minerals and waste planning authorities who have a relationship with Hampshire in terms to minerals and waste movements to inform this Review. However, it is recognised that the minerals data is out-of-date (2014) as the new data was not available at the time. Further focussed liaison can be addressed as part of the Plan update.

Next Steps

It is recommended that a partial update of the HMWP is undertaken to ensure compliance with the NPPF and NPPW but also to ensure that the Plan is delivering a steady and adequate supply of minerals and enabling sustainable waste management provision.

In addition, the Vision, Plan Objectives, Spatial Strategy and Key Diagram will need to be further reviewed to ensure that all requirements of the Plan are delivered but also that the Vision aligns with the 2050 principles for Hampshire and the climate change agenda.

To support the partial Plan update, an assessment of mineral and waste site options would ensure any suitable sites for enabling sustainable minerals and waste development are included in the Plan helping provide certainty to the industry and local communities.

1. Introduction

- 1.1 The Hampshire Minerals and Waste Plan (HMWP) was adopted in October 2013⁴.
- 1.2 The Plan covers the administrative areas of Hampshire County Council, the unitary authorities of Portsmouth City Council and Southampton City Council, the New Forest National Park Authority, and the area of the South Downs National Park Authority within Hampshire (the Hampshire Authorities).
- 1.3 The Plan is based upon the principle of ensuring we have the right developments to maintain a reliable and timely supply of minerals and excellent management of our waste, whilst protecting the environment and our communities. It contains policies to enable minerals and waste decision-making, as well as minerals and waste site allocations (rail depots, land-won sand and gravel quarries, brick-making clay quarries and landfill) which support Hampshire's 'vision and objectives' for minerals and waste development to 2030.
- 1.4 The effectiveness of the policies in the HMWP have been reviewed through Monitoring Reports on an annual basis from 2012/13 to 2018 (please note we latterly changed to calendar year reporting to standardise data collection and make all the data comparable).
- 1.5 The annual Monitoring Reports (MRs) can be viewed here:
<https://www.hants.gov.uk/landplanningandenvironment/strategic-planning/hampshire-minerals-waste-plan>
- 1.6 The National Planning Policy Framework (NPPF) requires that Local Plans should be reviewed to assess whether they require updating at least once every five years⁵. A recent update to the Planning Practice Guidance (PPG) suggests that if a local planning authority decides not to update their policies, they should publish the reasons within 5 years of the adoption date of the plan⁶.
- 1.7 Having been adopted in 2013, the HMWP was due a review in 2018 to assess if the intended outcome (the Vision; '*Protecting the environment, maintaining communities and supporting the economy*') of land use for minerals and waste development in Hampshire is supported by the correct 'direction of travel' and whether the Plan policies are effective.

⁴ Hampshire Minerals & Waste Plan (2013) -

<https://www.hants.gov.uk/landplanningandenvironment/strategic-planning/hampshire-minerals-waste-plan>

⁵ National Planning Policy Framework (2019) (Para. 33) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf

⁶ Planning Practice Guidance (Paragraph: 051 Reference ID: 61-051-20180913) (Revision date: 13 09 2018) - <https://www.gov.uk/guidance/plan-making>

- 1.8 Elements of national and regional minerals and waste policy have also been under review by Government since the adoption of the HMWP, further indicating that a review now would be timely.

2018 Review of the HMWP

- 1.9 A Review of the HMWP took place in 2018 (5 years since adoption) and considered the performance of the 34 policies against the monitoring indicators and data. Where the data suggested there was an issue, this was investigated, and the Review concluded whether policies required an update or not.
- 1.10 The 2018 Review concluded that the policies were working effectively to achieve the Vision and there is no requirement to update the HMWP. The reasons for this decision were as follows:

Waste

- In general, the waste forecasts have been relatively accurate.
- Landfill capacity is identified as not meeting the forecasted need. However, Policy 32 allows for additional landfill capacity and there is also reserve capacity.
- The implications of the Britain's exit from the European Union ("Brexit") on the waste industry are unknown at this time.

Minerals

- The landbank and permitted reserves of sand and gravel, silica and brick-making clay are not meeting their required levels. However, review of the mineral supply policies has highlighted that these do not exclude further development proposals to come forward and would be supported where a shortfall in supply is identified. The policies are considered to be flexible and enable development, where required.
 - The allocations in the HWMP are coming forward (relatively to the timescales set out in the Plan) as well as unplanned opportunities.
 - The landbank is being impacted by a delay in decision-making which is not the result of policy.
- 1.11 It was determined that the effectiveness of the Hampshire Minerals & Waste Plan should be reviewed again in 2020 to test whether the delays in decision-making can be overcome, the remaining allocations are submitted as applications and the implications of Brexit are better understood.
- 1.12 A commitment was made to undertake a Stakeholder Workshop in 2019 to investigate the issues raised within the 2018 Review and how the trends in minerals supply and sustainable waste management provision are developing. This is covered in more detail in Section 7 of this Report. It was also determined that the HMWP Local Development Scheme would be updated to reflect the commitment to a future review in 2020 and Stakeholder event in 2019.

Structure of this review

1.13 This 2020 Review has a number of sections:

- Section 2: *Effectiveness of Plan Policies (review of MRs)* – outlines the findings of the review of the annual MRs to provide information and trends over the past five years against each of the 34 policies within the Plan. A Monitoring RAG (Red, Amber and Green) status is provided for each policy.
- Section 3: *Issues requiring review* – explores the policies that have been found to have an ‘Amber’ Review status and what the circumstances were in determining this summary. The review of each policy concludes whether an update of the Plan is required and provides a Review RAG status.
- Section 4: *Issues to be reviewed and may need addressing* - explores the policies that have been found to have a ‘Red’ Monitoring status and what the circumstances were in determining this summary. The review of each policy concludes whether an update of the Plan is required and provides a Review RAG status.
- Section 5: *Effectiveness of the Vision, Plan Objectives and Spatial Strategy* – delineates the findings of the policy review and whether this exposes a lack of delivery in the purpose of the Plan.
- Section 6: *Policy Change Drivers* – reviews the policy legislation and drivers that have been released since the HMWP was adopted and concludes whether any of these indicate whether an update of the Plan is required.
- Section 7: *Review Workshop Outcomes* – outlines the issues raised at the Review Workshop held in September 2019.
- Section 8: *Compliance with National Policy* – assess whether the HMWP is compliant with the National Planning Policy for Waste (produced after the Plan was adopted) and the revised National Planning Policy Framework.
- Section 9: *Conclusion* – outlines a summary of the findings and a proposed way forward in relation to the need for an update of the HMWP.

Duty to Cooperate

- 1.14 To support this Review, letters have been sent to minerals and waste planning authorities with which there are is a strategic movement of minerals and/or waste. This is to determine whether there are any key issues which could impact the continuation of this movement. Unfortunately, due to the delay caused by the current national pandemic, updated minerals data was not available at the time of this Review.
- 1.15 The responses received from the relevant minerals and waste planning authorities, did not raise any issues which need to be outlined in this Review.
- 1.16 Should the Plan be updated, this exercise will be repeated to inform the update and will make reference to the results of the 2019 national Aggregate Survey. Meetings will also take place with neighbouring authorities to discuss the findings of this Review and the planned update. Where necessary, Statements of Common Ground will be prepared.

2. Effectiveness of Plan Policies (review of Monitoring Reports)

- 2.1 This section considers each of the 34 policies contained within the HMWP in turn. The policy wording is provided as well as trends over the past five years based on information set out in the MRs. Specifically, this considers the monitoring indicators and triggers for each policy.
- 2.2 Where relevant to the indicator, contextual information is provided on how the statistics compare to the total number of applications or permissions. In the last 7 years (October 2013 to August 2020):
- Hampshire County Council has processed 248⁷ applications;
 - A total⁸ of 230 permissions have been granted (49 Minerals / 181 Waste)
 - A total of 16 new development sites⁹ have been permitted (6 Minerals / 10 Waste)
- 2.3 A RAG (Red, Amber and Green) Monitoring status is provided for each policy and is determined as follows:

Monitoring shows no issues	Green
Monitoring shows some issues to be reviewed	Amber
Monitoring shows issues to be reviewed and may need to be addressed	Red

- 2.4 In addition, the content of the policy is reviewed for compliance with the National Planning Policy Framework and/or National Planning Policy for Waste.

⁷ Excludes Environmental Impact Assessments

⁸ Total = Total of all permissions granted by Hampshire County Council.

Policy 1: Sustainable minerals and waste development

Policy wording

The Hampshire Authorities will take a positive approach to minerals and waste development that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework (NPPF). Minerals and waste development that accords with policies in this Plan will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the proposal or the relevant policies are out of date at the time of making the decision, the Hampshire Authorities will grant permission unless material considerations indicate otherwise, taking into account whether:

Any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole; or

Specific policies in that Framework indicate that development should be restricted.

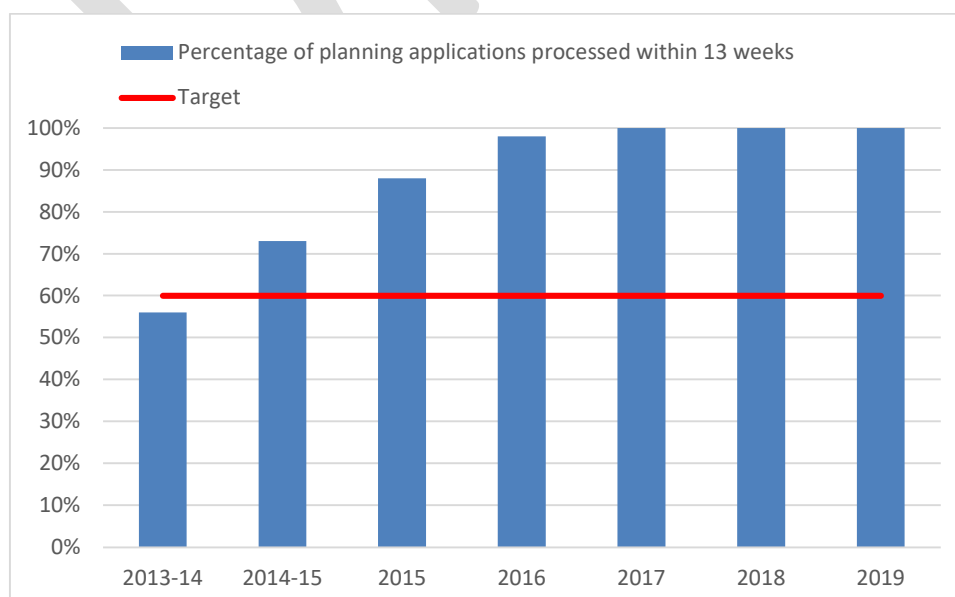
Monitoring indicator

Percentage of Planning Applications processed within 13 weeks.

Monitoring trigger (threshold) for policy review

60% of planning applications within 13 weeks.

7-year trend for planning applications processed by Hampshire County Council



Over the last seven years (October 2013 to August 2020) around 248 minerals and waste applications were processed. This includes 14 in 2013 (post adoption of the Plan in October), 36 in 2014, 34 in 2015, 58 in in 2016, 34 in 2017, 30 in 2018, 30 in 2019 and 12 until August 2020.

RAG Monitoring status

The number of planning applications processed within 13 weeks (or within an agreed extension of time) has increased over the 7-year period and remained at 100% since 2017.

Green

DRAFT

Policy 2: Climate change

Policy wording

Minerals and waste development should minimise their impact on the causes of climate change. Where applicable, minerals and waste development should reduce vulnerability and provide resilience to impacts of climate change by:

- a. being located and designed to help reduce greenhouse gas emissions and the more sustainable use of resources; or
- b. developing energy recovery facilities and to facilitate low carbon technologies; and
- c. avoiding areas of vulnerability to climate change and flood risk or otherwise incorporate adaptation measures.

Monitoring indicator

Percentage of planning permissions granted against Environment Agency (EA) advice.

Monitoring trigger (threshold) for policy review

Number of planning permissions granted against EA advice = 0.

7-year trend

0% over each of the last seven years [230 total permissions].

RAG Monitoring status

No applications have been granted against EA advice.

Green

Policy 3: Protection of habitats and species

Policy wording

Minerals and waste development should not have a significant adverse effect on, and where possible, should enhance, restore or create designated or important habitats and species.

The following sites, habitats and species will be protected in accordance with the level of their relative importance:

- a. internationally designated sites including Special Protection Areas, Special Areas of Conservation, Ramsar sites, any sites identified to counteract adverse effects on internationally designated sites, and European Protected Species;
- b. nationally designated sites including Sites of Special Scientific Interest and National Nature Reserves, nationally protected species and Ancient Woodland;
- c. local interest sites including Sites of Importance for Nature Conservation, and Local Nature Reserves;
- d. habitats and species of principal importance in England;
- e. habitats and species identified in the UK Biodiversity Action Plan or Hampshire Authorities' Biodiversity Action Plans.

Development which is likely to have a significant adverse impact upon such sites, habitats and species will only be permitted where it is judged, in proportion to their relative importance, that the merits of the development outweigh any likely environmental damage. Appropriate mitigation and compensation measures will be required where development would cause harm to biodiversity interests.

Monitoring indicator

Planning permissions granted against Natural England (NE) advice (Planning permissions in designated areas).

Monitoring trigger (threshold) for policy review

Number of planning permissions granted within designated sites (SPA / SAC / Ramsar / SSSI etc.) against NE advice = 0.

7-year trend

0% over each of the last seven years [230 total permissions].

RAG Monitoring status

No applications have been granted against NE advice.

Green

DRAFT

Policy 4: Protection of the designated landscape

Policy wording

Major minerals and waste development will not be permitted in the New Forest or South Downs National Parks, or in the North Wessex Downs, the Cranborne Chase and West Wiltshire Downs, and Chichester Harbour Areas of Outstanding Natural Beauty (AONBs), except in exceptional circumstances. In this respect, consideration will be given to:

- a. the need for the development, including in terms of any national considerations;
- b. the impact of permitting, or refusing the development upon the local economy;
- c. the cost and scope for meeting the need outside the designated area, or meeting the need in some other way; and
- d. whether any detrimental effects on the environment, landscape and / or recreational opportunities can be satisfactorily mitigated.

Minerals and waste development should reflect and where appropriate enhance the character of the surrounding landscape and natural beauty, wildlife and cultural heritage of the designated area.

Minerals and waste development should also be subject to a requirement that it is restored in the event it is no longer needed for minerals and waste uses.

Small-scale waste management facilities for local needs should not be precluded from the National Parks and AONBs, provided that they can be accommodated without undermining the objectives of the designation.

Monitoring indicator

Planning permissions granted against Natural England advice (Planning permissions in designated landscape areas).

Monitoring trigger (threshold) for policy review

Number of planning permissions granted within designated landscape areas (NP / AONB) against NE advice = 0.

7-year trend

0% over each of the last seven years [230 total permissions].

RAG Monitoring status

No applications have been granted against NE advice.

Green

DRAFT

Policy 5: Protection of the countryside

Minerals and waste development in the open countryside, outside the National Parks and Areas of Outstanding Natural Beauty, will not be permitted unless:

- a. it is a time-limited mineral extraction or related development; or
- b. the nature of the development is related to countryside activities, meets local needs or requires a countryside or isolated location; or
- c. the development provides a suitable reuse of previously developed land, including redundant farm or forestry buildings and their curtilages or hard standings.

Where appropriate and applicable, development in the countryside will be expected to meet highest standards of design, operation and restoration.

Minerals and waste development in the open countryside should be subject to a requirement that it is restored in the event it is no longer required for minerals and waste use.

Monitoring indicator

Planning permissions granted in the countryside contrary to policy AND Restoration conditions in exceptional developments.

Monitoring trigger (threshold) for policy review

Number of planning permissions granted in the countryside contrary to policy = 0 AND For exceptional developments, number of planning permissions granted without restoration conditions = 0.

7-year trend

Only one planning permission has been granted in the countryside that was contrary to policy over the last seven years (2015) [230 total permissions].

RAG Monitoring status

One application has been granted contrary to policy.

Amber

Policy 6: South West Hampshire Green Belt

Policy wording

Within the South West Hampshire Green Belt, minerals and waste developments will be approved provided that they are not inappropriate or that very special circumstances exist.

As far as possible, minerals and waste developments should enhance the beneficial use of the Green Belt.

The highest standards of development, operation and restoration of minerals or waste development will be required.

Monitoring indicator

Planning permissions granted in the Green Belt contrary to policy AND Restoration conditions in exceptional developments.

Monitoring trigger (threshold) for policy review

Number of planning permissions granted in the Green Belt contrary to policy = 0 AND For exceptional developments, number of planning permissions without restoration conditions = 0.

7-year trend

0% over each of the last seven years [230 total permissions].

RAG Monitoring status

No applications have been granted contrary to policy.

Green

Policy 7: Conserving the historic environment and heritage assets

Policy wording

Minerals and waste development should protect and, wherever possible, enhance Hampshire's historic environment and heritage assets, both designated and non-designated, including the settings of these sites.

The following assets will be protected in accordance with their relative importance:

- a. scheduled ancient monuments;
- b. listed buildings;
- c. conservation areas;
- d. registered parks and gardens;
- e. registered battlefields;
- f. sites of archaeological importance; and
- g. other locally recognised assets.

Minerals and waste development should preserve or enhance the character or appearance of historical assets unless it is demonstrated that the need for and benefits of the development decisively outweigh these interests.

Monitoring Indicator

Planning permissions against English Heritage (EH) advice.

Monitoring trigger (threshold) for policy review

Number of planning permissions against English Heritage (EH) advice = 0.

7-year trend

0% over each of the last seven years [230 total permissions].

RAG Monitoring status

No applications have been granted against Historic England (formerly English Heritage) advice.

Green

Policy 8: Protection of soils

Policy wording

Minerals and waste development should protect and, wherever possible, enhance soils and should not result in the net loss of best and most versatile agricultural land.

Minerals and waste development should ensure the protection of soils during construction and, when appropriate, recover and enhance soil resources.

Monitoring indicator

Number of planning permissions that result in a net loss of Best & Most Versatile (BMV) agricultural land in Hampshire AND Planning permissions against Natural England (NE) advice.

Monitoring trigger (threshold) for policy review

Number of planning permissions that result in a net loss of BMV land in Hampshire > 0 AND Number of planning permissions granted against NE advice = 0.

7 year tend

0% over each of the last seven years [230 total permissions].

RAG Monitoring status

No applications have been granted against NE advice or resulted in a loss of BMV land.

Green

Policy 9: Restoration of minerals and waste developments

Policy wording

Temporary minerals and waste development should be restored to beneficial after-uses consistent with the development plan.

Restoration of minerals and waste developments should be in keeping with the character and setting of the local area, and should contribute to the delivery of local objectives for habitats, biodiversity or community use where these are consistent with the development plan.

The restoration of mineral extraction and landfill sites should be phased throughout the life of the development.

Monitoring Indicator

Relevant planning permissions have restoration and aftercare conditions.

Monitoring trigger (threshold) for policy review

Number of relevant planning permissions without restoration and aftercare conditions = 0.

7-year trend

0% over each of the last seven years [230 total permissions].

RAG Monitoring status

No relevant applications have been granted without restoration or aftercare conditions.

Green

Policy 10: Protecting public health, safety and amenity

Policy wording

Minerals and waste development should not cause adverse public health and safety impacts, and unacceptable adverse amenity impacts.

Minerals and waste development should not:

- a. release emissions to the atmosphere, land or water (above appropriate standards);
- b. have an unacceptable impact on human health;
- c. cause unacceptable noise, dust, lighting, vibration or odour;
- d. have an unacceptable visual impact;
- e. potentially endanger aircraft from bird strike and structures;
- f. cause an unacceptable impact on public safety safeguarding zones;
- g. cause an unacceptable impact on:
 - i. tip and quarry slope stability; or
 - ii. differential settlement of quarry backfill and landfill; or
 - iii. subsidence and migration of contaminants;
- h. cause an unacceptable impact on coastal, surface or groundwaters;
- i. cause an unacceptable impact on public strategic infrastructure;
- j. cause an unacceptable cumulative impact arising from the interactions between minerals and waste developments, and between mineral, waste and other forms of development.

The potential cumulative impacts of minerals and waste development and the way they relate to existing developments must be addressed to an acceptable standard.

Monitoring indicator

Planning permissions against Environment Agency (EA) advice AND Planning permissions against Environment Health Officer (EHO) advice.

Monitoring trigger (threshold) for policy review

Number of planning permissions granted against EA advice = 0 AND Number of planning permissions granted against EHO advice = 0.

7-year trend

0% over each of the last seven years [230 total permissions].

RAG Monitoring status

No applications have been granted against EA or EHO advice.

Green

DRAFT

Policy 11: Flood risk and prevention

Policy wording

Minerals and waste development in areas at risk of flooding should:

- a. not result in an increased flood risk elsewhere and, where possible, will reduce flood risk overall;
- b. incorporate flood protection, flood resilience and resistance measures where appropriate to the character and biodiversity of the area and the specific requirements of the site;
- c. have site drainage systems designed to take account of events which exceed the normal design standard;
- d. not increase net surface water run-off; and
- e. if appropriate, incorporate Sustainable Drainage Systems to manage surface water drainage, with whole-life management and maintenance arrangements.

Monitoring indicator

Planning permissions granted against Environment Agency (EA) advice.

Monitoring trigger (threshold) for policy review

Number of planning permissions against EA advice = 0.

7-year trend

0% over each of the last seven years [230 total permissions].

RAG Monitoring status

No applications have been granted against EA advice.

Green

Policy 12: Managing traffic

Policy wording

Minerals and waste development should have a safe and suitable access to the highway network and where possible minimise the impact of its generated traffic through the use of alternative methods of transportation such as sea, rail, inland waterways, conveyors, pipelines and the use of reverse logistics. Furthermore, highway improvements will be required to mitigate any significant adverse effects on:

- a. highway safety;
- b. pedestrian safety;
- c. highway capacity; and
- d. environment and amenity.

Monitoring indicator

Planning permissions granted contrary to Highway Authority (HA) advice.

Monitoring trigger (threshold) for policy review

Number of planning permissions contrary to HA advice = 0.

7-year trend

0% over each of the last seven years [230 total permissions].

RAG Monitoring status

No applications have been granted against HA advice.

Green

Policy 13: High-quality design of minerals and waste development

Policy wording

Minerals and waste development should not cause an unacceptable adverse visual impact and should maintain and enhance the distinctive character of the landscape and townscape.

The design of appropriate built facilities for minerals and waste development should be of a high-quality and contribute to achieving sustainable development.

Monitoring indicator

Planning permissions in the view of MWPA are of satisfactory design.

Monitoring trigger (threshold) for policy review

Number of planning permissions without satisfactory design = 0.

7-year trend

0 over each of the last seven years.

RAG Monitoring status

No relevant applications have been granted without satisfactory design.

Green

Policy 14: Community benefits

Policy wording

Hampshire Authorities encourage negotiated agreements between relevant minerals and waste developers/operators and a community as a source of funding for local benefits.

Monitoring indicator

Percentage of major applications with community benefits.

Monitoring trigger (threshold) for policy review

Percentage of major applications with community benefits > 50%.

7-year trend

0 over each of the last seven years.

RAG Monitoring status

No applications have been granted with community benefits.

Red

Policy 15: Safeguarding – mineral resources

Policy wording

Hampshire's sand and gravel (sharp sand and gravel and soft sand), silica sand and brick-making clay resources are safeguarded against needless sterilisation by non-minerals development, unless 'prior extraction' takes place.

Safeguarded mineral resources are defined by a Mineral Safeguarding Area illustrated on the Policies Map.

Development without the prior extraction of mineral resources in the Mineral Safeguarding Area may be permitted if:

- a. it can be demonstrated that the sterilisation of mineral resources will not occur; or
- b. it would be inappropriate to extract mineral resources at that location, with regards to the other policies in the Plan; or
- c. the development would not pose a serious hindrance to mineral development in the vicinity; or
- d. the merits of the development outweigh the safeguarding of the mineral.

The soft sand / potential silica sand resources at Whitehill & Bordon (Inset Map 5), further illustrated on the Policies Map are included within the MSA and are specifically identified for safeguarding under this policy.

Monitoring indicator

Area of Mineral Safeguarding Area (MSA) sterilised by non-mineral development granted permission by Local Planning Authority (LPA) against Minerals Planning Authority (MPA) advice.

Monitoring trigger (threshold) for policy review

Area of MSA sterilised by non-mineral development granted permission by LPA against MPA advice = 0 hectares.

7-year trend

19.3 hectares of MSA was sterilised by development in the first five years of the Plan:

- 4.1 ha in 2015 (application 15/00392/REM, Edenbrook, Hitches Lane, Hart).
- 14.5 ha in 2016 (application 16/10764, Land at Buckland Manor Farm, Alexandra Road, Lymington, New Forest).
- 0.7 ha in 2016 (application 16/10497 Merryfield Park, Derritt Lane, Sopley).

A further 14.3 hectares of MSA have been sterilised in the last two years of the Plan:

- 8.3 ha in 2017 (application 17/01470/FUL - Land at former Ford Motor Co Wide Lane Southampton and application O/17/80319 – Land at Satchell Lane, Hamble-Le-Rice, Southampton. Site allowed by Planning Inspectorate during appeal).
- 6.0 ha in 2018 (application 18/02994/FULLS, Stoneham Golf Club, Bassett Green Road, Southampton and application APP/18/00287– Former Council Depot Site, Harts Farm Way, Havant).

RAG Monitoring status

33.6 ha of land has been sterilised against MPA advice in the 7-year period.

Amber

Policy 16: Safeguarding – minerals infrastructure

Policy wording

Infrastructure that supports the supply of minerals in Hampshire is safeguarded against development that would unnecessarily sterilise the infrastructure or prejudice or jeopardise its use by creating incompatible land uses nearby.

Minerals sites with temporary permissions for minerals supply activities are safeguarded for the life of the permission.

The Hampshire Authorities will object to incompatible development unless it can be demonstrated that:

- a. the merits of the development clearly outweigh the need for safeguarding; or
- b. the infrastructure is no longer needed; or
- c. the capacity of the infrastructure can be relocated or provided elsewhere. In such instances, alternative capacity should:
 - i. meet the provisions of the Plan, that this alternative capacity is deliverable; and
 - ii. be appropriately and sustainably located; and
 - iii. conform to the relevant environmental and community protection policies in this Plan; or
- d. the proposed development is part of a wider programme of reinvestment in the delivery of enhanced capacity for minerals supply.

The infrastructure safeguarded by this policy is illustrated on the Policies Map and identified in 'Appendix B - List of safeguarded minerals and waste sites'.

Monitoring indicator

Number of safeguarded sites developed for non-mineral uses by Local Planning Authority (LPA) permission against Mineral Planning Authority (MPA) advice.

Monitoring trigger (threshold) for policy review

Number of safeguarded sites developed for non-mineral uses by LPA permission against MPA advice = 0.

7-year trend

0 over each of the last seven years.

RAG Monitoring status

No safeguarded sites have been developed for non-mineral uses against MPA advice.

Green

DRAFT

Policy 17: Aggregate supply – capacity and source

Policy wording

An adequate and steady supply of aggregates until 2030 will be provided for Hampshire and surrounding areas from local sand and gravel sites at a rate of 1.56mtpa, of which 0.28mtpa will be soft sand.

The supply will also be augmented by safeguarding and developing infrastructure capacity so that alternative sources of aggregate could be provided at the following rates:

- 1.0mtpa of recycled and secondary aggregates; and
- 2.0mtpa of marine-won aggregates; and
- 1.0mtpa of limestone delivered by rail.

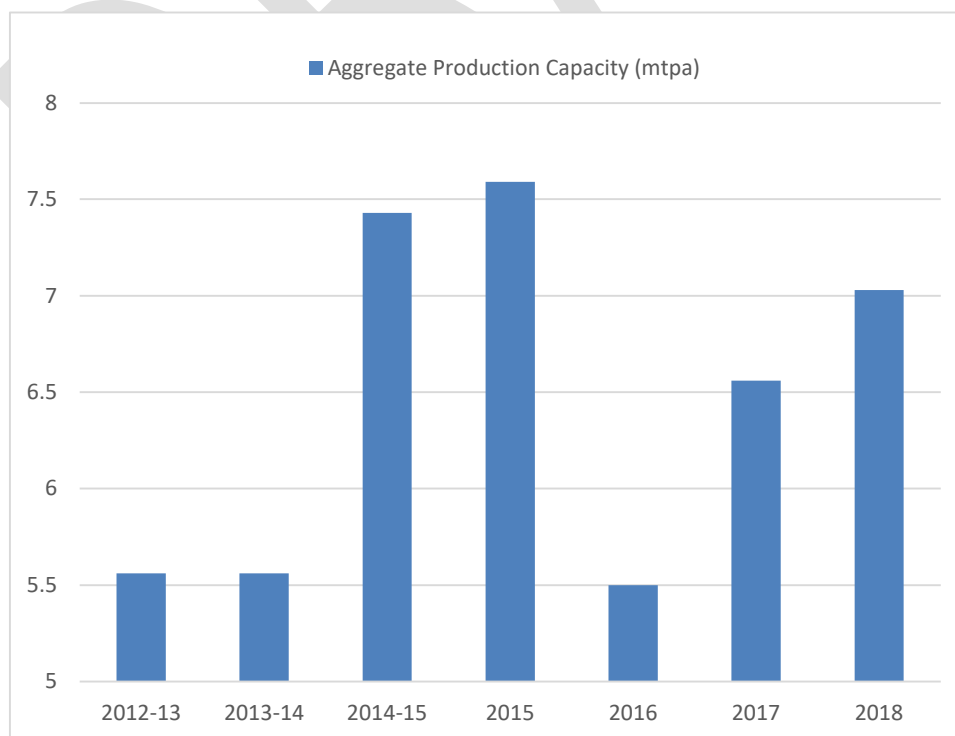
Monitoring Indicator

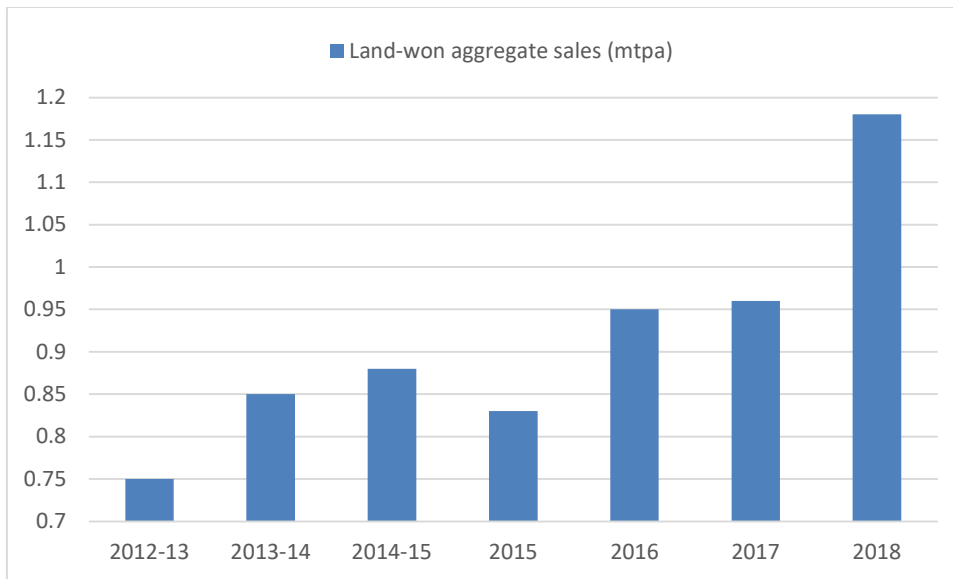
Reduction in aggregate production capacity AND Land-won aggregate sales.

Monitoring trigger (threshold) for policy review

Aggregate production capacity is not reduced by more than 556,000 tonnes per annum (10% of 5.56mtpa) AND Land-won aggregate sales are not constrained by lack of capacity.

7-year trend





RAG Monitoring status

Sales of land-won aggregate have increased over the seven years. The loss in capacity is significantly greater than 556,000 between 2015/16. However, 2017 and 2018 suggest a recovery in production capacity.

Amber

Policy 18: Recycled and secondary aggregates development

Policy wording

Recycled and secondary aggregate production will be supported by encouraging investment and further infrastructure to maximise the availability of alternatives to marine-won and local land-won sand and gravel extraction.

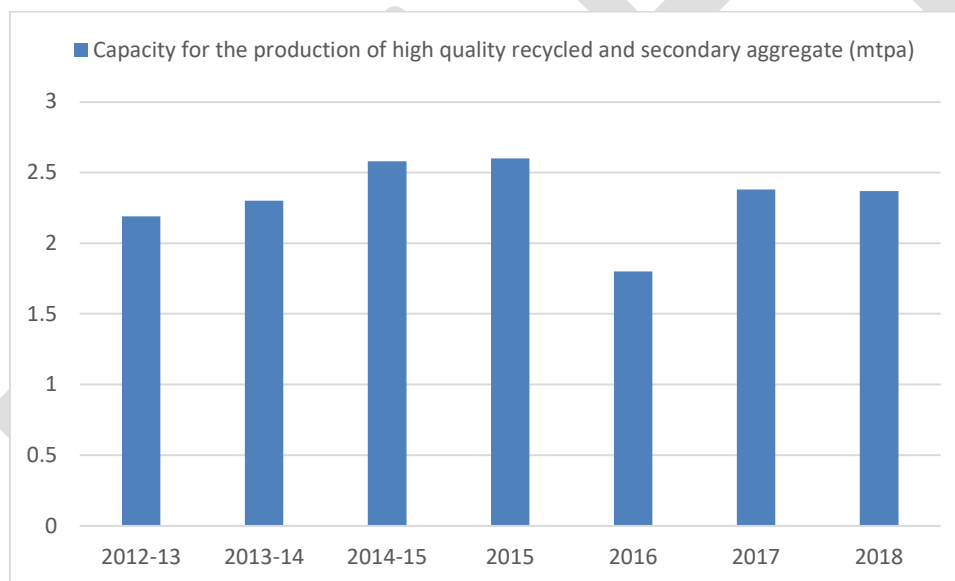
Monitoring indicator

Production of high quality recycled and secondary aggregate.

Monitoring trigger (threshold) for policy review

Year on year decrease in the (capacity for) production of high quality recycled and secondary aggregates.

7-year trend*



RAG Monitoring status

Whilst there has been a year on year increase during the period 2012/15, there was a significant decrease in capacity in 2016 which has recovered in 2017/2018.

Amber

Policy 19: Aggregate wharves and rail depots

Policy wording

The capacity at existing aggregate wharves and rail depots will where possible and appropriate be maximised and investment in infrastructure and /or the extension of suitable wharf and rail depot sites will be supported to ensure that there is sufficient capacity for the importation of marine-won sand and gravel and other aggregates.

1. Existing wharf and rail depot aggregate capacity is located at the following sites:
 - i. Supermarine Wharf, Southampton (Aggregates wharf)
 - ii. Leamouth Wharf, Southampton (Aggregates wharf)
 - iii. Dibles Wharf, Southampton (Aggregates wharf)
 - iv. Kendalls Wharf, Portsmouth (Aggregates wharf)
 - v. Fareham Wharf, Fareham (Aggregates wharf)
 - vi. Marchwood Wharf, Marchwood (Aggregates wharf)
 - vii. Bedhampton Wharf, Havant (Aggregates wharf)
 - viii. Burnley Wharf, Southampton (Aggregates wharf)
 - ix. Eastleigh Rail Depots, Eastleigh (Aggregates rail depot)
 - x. Botley Rail Depot, Botley (Aggregates rail depot)
 - xi. Fareham Rail Depot, Fareham (Aggregates rail depot)
2. Further aggregate rail depots are proposed provided the proposals address the development considerations outlined in 'Appendix A - Site allocations' at:
 - i. Basingstoke Sidings, Basingstoke (Rail depot) (Inset Map 2)
 - ii. Micheldever Sidings, Micheldever (Rail depot) (Inset Map 4)

The rail depot proposals are illustrated on the 'Policies Map'.

3. New wharf and rail depot proposals will be supported if the proposal represents sustainable development. New developments will be expected to:
 - a. have a connection to the road network; and
 - b. have a connection to the rail network or access to water of sufficient depth to accommodate the vessels likely to be used in the trades to be served; and
 - c. demonstrate, in line with the other policies in this Plan, that they do not pose unacceptable harm to the environment and local communities.

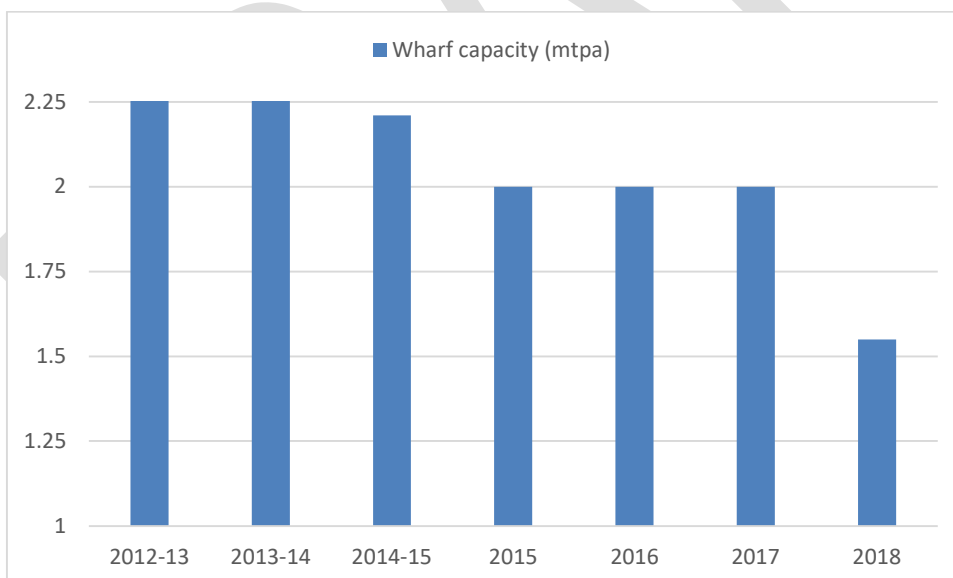
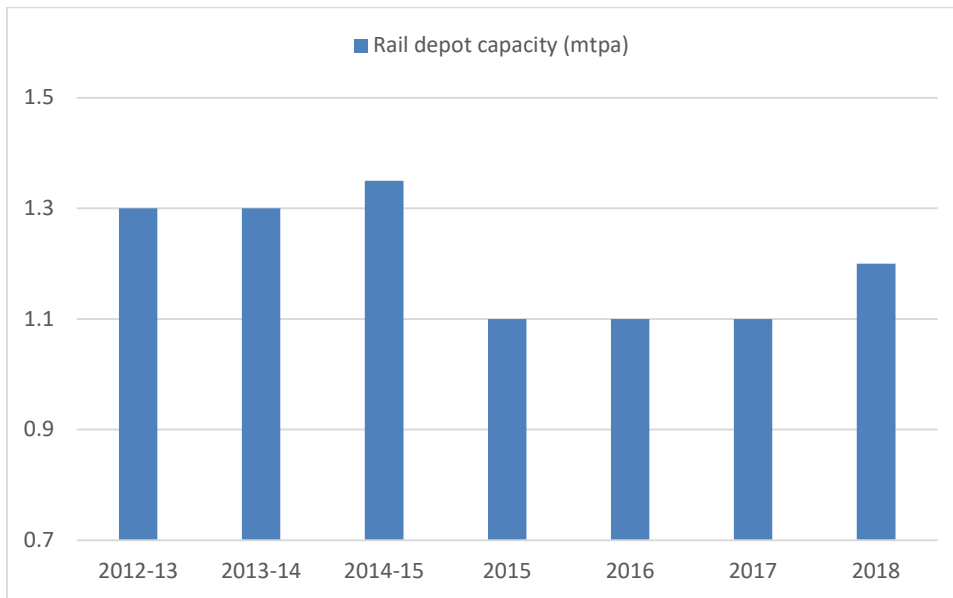
Monitoring indicator

Rail depot capacity AND Wharf capacity.

Monitoring trigger (threshold) for policy review

Rail depot capacity reduced by more than 130,000 tonnes per annum (10% of 1.3 mtpa) AND Wharf capacity reduced by more than 256,000 tonnes per annum (10% of 2.56 mtpa).

7-year trend



RAG Monitoring status

There has been a significant decrease in rail depot and wharf capacity from 2015. Rail depot capacity has had a slight increase in capacity in 2018 whilst wharf capacity has continued to decline.

Red

Policy 20: Local land-won aggregates

Policy wording

An adequate and steady supply of locally extracted sand and gravel will be provided by maintaining a landbank of permitted sand and gravel reserves sufficient for at least seven years from:

1. the extraction of remaining reserves at the following permitted sites:
 - i. Bramshill Quarry, Bramshill (sharp sand and gravel)
 - ii. Eversley Common Quarry, Eversley (sharp sand and gravel)
 - iii. Eversley Quarry (Chandlers Farm), Eversley (sharp sand and gravel)
 - iv. Mortimer Quarry, Mortimer West End (sharp sand and gravel)
 - v. Badminton Farm (Fawley) Quarry, Fawley (sharp sand and gravel)
 - vi. Bury Farm (Marchwood) Quarry, Marchwood (sharp sand and gravel)
 - vii. Bleak Hill Quarry (Hamer Warren), Harbridge (sharp sand and gravel)
 - viii. Avon Tyrell, Sopley (sharp sand and gravel)
 - ix. Downton Manor Farm Quarry, Milford on Sea (sharp sand and gravel)
 - x. Blashford Quarry (including Plumley Wood / Nea Farm), near Ringwood (sharp sand and gravel / soft sand)
 - xi. Roke Manor Quarry, Shootash (sharp sand and gravel)
 - xii. Frith End Sand Quarry, Sleaford (soft sand)
 - xiii. Kingsley Quarry, Kingsley (soft sand)
2. extensions to the following existing sites, provided the proposals address the development considerations outlined in 'Appendix A - Site allocations':
 - i. Bleak Hill Quarry Extension, Harbridge (sharp sand and gravel) (Inset Map 13) – 0.5 million tonnes
 - ii. Bramshill Quarry Extension (Yateley Heath Wood), Blackbushe (sharp sand and gravel) (Inset Map 1) – 1.0 million tonnes
3. new sand and gravel extraction sites, provided the proposals address the development considerations outlined in 'Appendix A - Site allocations':
 - i. Roeshot, Christchurch (sharp sand and gravel) (Inset Map 11) – 3.0 million tonnes
 - ii. Cutty Brow, Longparish (sharp sand and gravel) (Inset Map 3) – 1.0 million tonnes
 - iii. Hamble Airfield, Hamble-le-Rice (sharp sand and gravel) (Inset Map 9) – 1.50 million tonnes
 - iv. Forest Lodge Home Farm, Hythe (soft sand / sharp sand and gravel) (Inset Map 10) – 0.57 million tonnes
 - v. Purple Haze, Ringwood Forest (soft sand / sharp sand and gravel) (Inset Map 12) – 4.0 million tonnes

4. Proposals for new sites outside the areas identified in Policy 20 (including extension of sites identified in Policy 20 (1)) will be supported where:

- a. monitoring indicates that the sites identified in Policy 20 (1), (2) or (3) are unlikely to be delivered to meet Hampshire's landbank requirements and / or the proposal maximises the use of existing plant and infrastructure and available mineral resources at an existing associated quarry; or
- b. the development is for the extraction of minerals prior to a planned development; or
- c. the development is part of a proposal for another beneficial use, or
- d. the development is for a specific local requirement.

The extension and new sites identified above are shown on the 'Policies Map'.

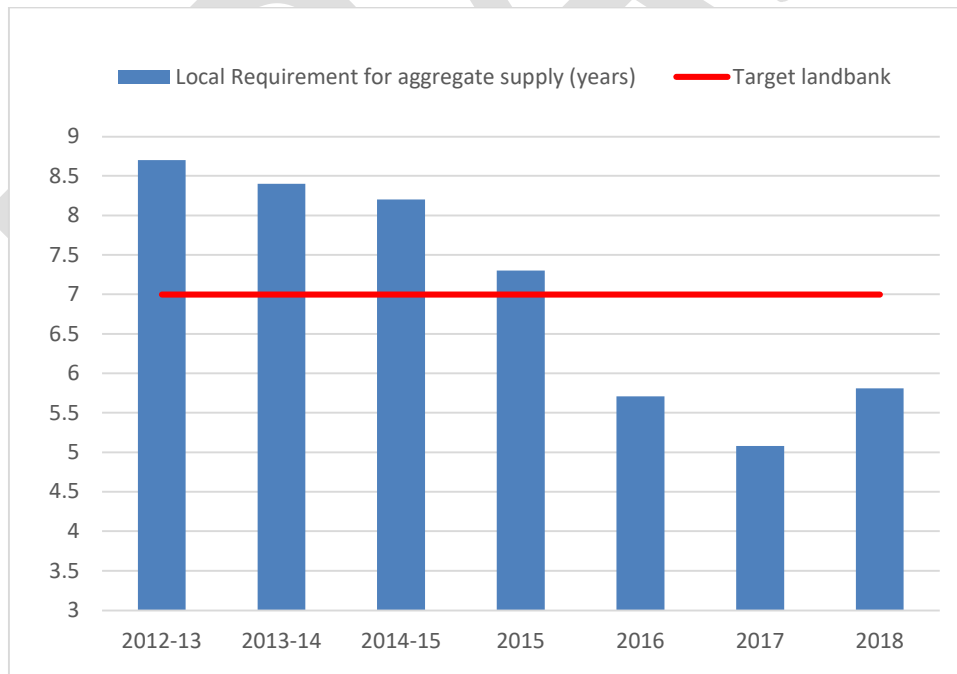
Monitoring indicator

Landbank for Aggregate supply.

Monitoring trigger (threshold) for policy review

Landbank falls below 7 years worth of aggregate supply (*Breach of benchmark over two successive years*).

7-year trend



RAG Monitoring status

The landbank for aggregate supply dropped significantly below the required 7 years in 2016 based on the Local Requirement and has remained below the threshold.

Red

DRAFT

Policy 21: Silica sand development

Policy wording

1. An adequate and steady supply of silica sand will be provided by maintaining a landbank of permitted reserves sufficient for at least 10 years from:
 - i. Frith End Sand Quarry, Sleaford (silica sand)
 - ii. Kingsley Quarry, Kingsley (silica sand)
2. Proposals for silica sand extraction within the Folkestone bed formation and outside the permitted silica sand sites identified above will be supported where:
 - a. the availability of deposits with properties consistent with silica sand uses is demonstrated; and
 - b. monitoring indicates that there is a need to maintain a 10 year landbank; and
 - c. the proposals do not have an unacceptable environmental or amenity impact either alone or in combination with other plans or projects; or
 - d. prior extraction is necessary in order to avoid sterilisation of the deposits due to planned development.

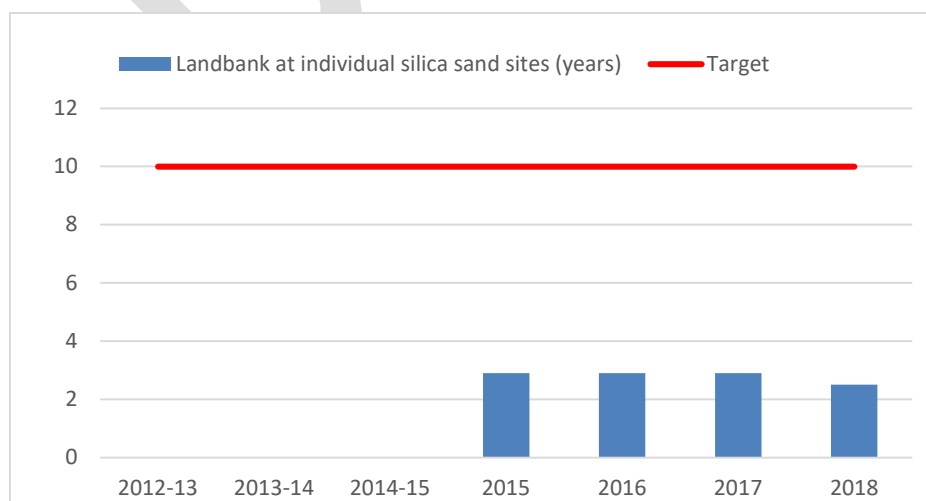
Monitoring indicator

Landbank at individual silica sand sites.

Monitoring trigger (threshold) for policy review

Landbank falls below 10 years at individual silica sand sites (*Breach of benchmark over two successive years*).

7-year trend



RAG Monitoring status

While there has been a lack of availability of data to determine a baseline of silica sand provision, a 10-year landbank has not been achieved for each individual site.

Red

DRAFT

Policy 22: Brick-making clay

A supply of locally extracted brick-making clay for use in Hampshire's remaining brickworks that will enable the maintenance of a landbank of at least 25 years of brick-making clay, will be provided from:

1. the extraction of remaining reserves at the following permitted site:
 - i. Michelmersh Brickworks
2. and extension of existing or former brick-making clay extraction sites at the following sites, provided the proposals address the development considerations outlined in 'Appendix A - Site allocations':
 - i. Michelmersh Brickworks (Inset Map 7); and
 - ii. Selborne Brickworks (Inset Map 6).

The sites identified above are shown on the 'Policies Map'. Extracted brick-making clay from Michelmersh and Selborne should only be used for the manufacture of bricks, tiles and related products in the respective brickworks.

3. Clay extraction outside the sites identified could take place where:
 - a. it can be demonstrated that the sites identified in Policy 22 (2) are not deliverable; and
 - b. there is a demonstrated need for the development; and/or
 - c. the extraction of brick-making clay is incidental to the extraction of local land-won aggregate at an existing sand and gravel quarry.

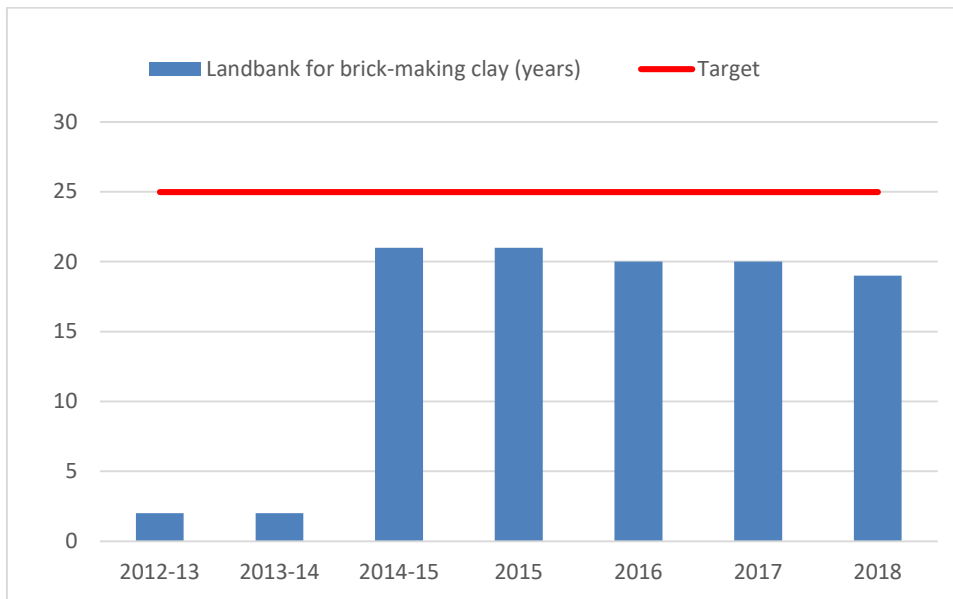
Monitoring indicator

Landbank for brick-making clay.

Monitoring trigger (threshold) for policy review

Landbank falls below 25 years worth of brick-making clay supply (*Breach of benchmark over two successive years*).

7-year trend



RAG Monitoring status

Despite a relative improvement in landbank in 2014/15, the 25-year landbank has not been achieved and continued to decline in 2018.

Red

Policy 23: Chalk development

Policy wording

The small-scale extraction of chalk will only be supported for agricultural and industrial uses in Hampshire. Extraction of chalk for other uses, such as aggregate, a fill material or for engineering will not be supported.

Monitoring indicator

Amount of chalk extracted in tonnes per annum (tpa).

Monitoring trigger (threshold) for policy review

Amount of chalk extracted in tonnes per annum (tpa) < 25,000tpa.

7-year trend

The amount of chalk development only exceeded 25,000 tpa in 2015. Extraction at each site was relatively small-scale, only slightly going over 25,000.

Extraction returned to less than 25,000 tpa in 2016 and has continued to remain below the threshold.

RAG Monitoring status

Extraction exceeded the 25,000 tonnes during the 7-year period, although this returned to a level below the threshold in 2016 and remains below the threshold.

Amber

Policy 24: Oil and gas development

Policy wording

Oil and gas development will be supported subject to environmental and amenity considerations.

1. Exploration and appraisal of oil and gas will be supported, provided the site and equipment:
 - a. is not located within the New Forest National Park or South Downs National Park except in exceptional circumstances, where the reasons for the designation are not compromised and where the need for the development can be demonstrated; and
 - b. is sited at a location where it can be demonstrated that it will only have an acceptable environmental impact; and
 - c. the proposal provides for the restoration and subsequent aftercare of the site, whether or not oil or gas is found.
2. The commercial production of oil and gas will be supported, provided the site and equipment:
 - a. is not located within the New Forest National Park or South Downs National Park except in exceptional circumstances, where the reasons for the designation are not compromised and where the need for the development can be demonstrated; and
 - b. a full appraisal programme for the oil and gas field has been completed; and
 - c. the proposed location is the most suitable, taking into account environmental, geological and technical factors.

Monitoring indicator

Planning permissions granted in the countryside contrary to policy.

Monitoring trigger (threshold) for policy review

Number of planning permissions granted in the countryside contrary to policy = 0.

7-year trend

0 over each of the last seven years.

RAG Monitoring status

No relevant applications have been granted in the countryside contrary to policy.

Green

DRAFT

Policy 25: Sustainable waste management

Policy wording

The long-term aim is to enable net self-sufficiency in waste movements and divert 100% of waste from landfill. All waste development should:

- a. encourage waste to be managed at the highest achievable level within the waste hierarchy; and
- b. reduce the amount of residual waste currently sent to landfill; and
- c. be located near to the sources of waste, or markets for its use; and / or
- d. maximise opportunities to share infrastructure at appropriate existing mineral or waste sites.

The co-location of activities with existing operations will be supported, where appropriate, if commensurate with the operational life of the site, and where it would not result in intensification of uses that would cause unacceptable harm to the environment or communities in a local area (including access routes), or prolong any unacceptable impacts associated with the existing development.

Provision will be made for the management of non-hazardous waste arisings with an expectation of achieving by 2020 at least:

60% recycling; and
95% diversion from landfill.

Monitoring indicator

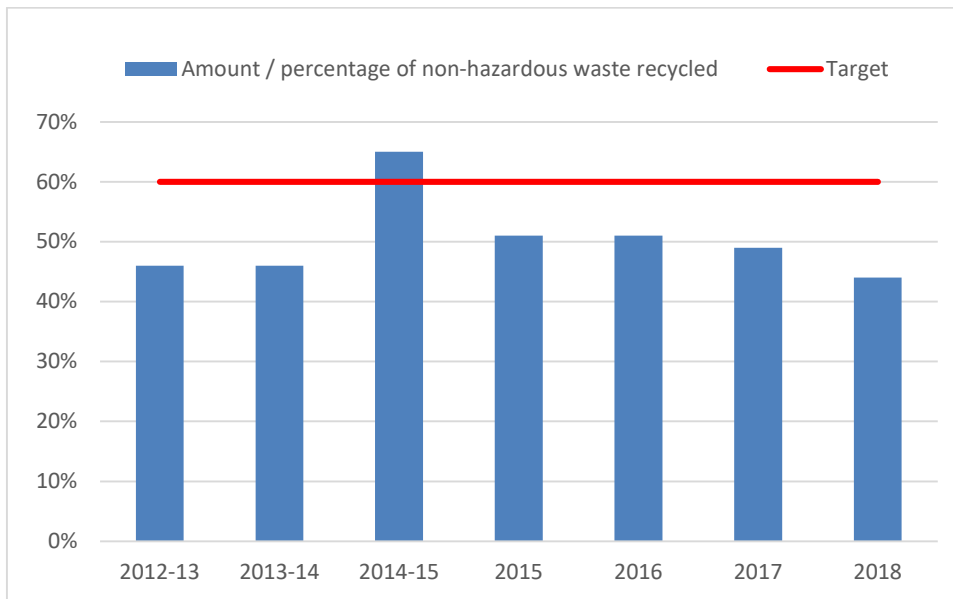
Amount / percentage of non-hazardous waste recycled*.

Monitoring trigger (threshold) for policy review

Recycling not reaching 60% by 2020.

*It is noted that there is not an indicator which monitors the level of diversion from landfill.

7-year trend



The 2018 Environment Agency Waste Data Interrogator shows that of all household, commercial and industrial 'waste removed' from sites in Hampshire – 39% (43%) was sent for 'recovery' while 5% (6%) was treated. Please note this figure will include some waste arisings which did not originate in Hampshire.

The 2016 and 2017 'waste removed' data has been corrected.

Based on data from Waste Data Flow, MSW waste arisings in 2018 were 799,007 (814,641) tonnes. The treatment of this waste was as follows:

- Recycled 25% (26%)
- Composted 13% (13%)
- Recovered 57% (56%)
- Landfill 5% (5%).

RAG Monitoring status

The percentage recycled trend shows a decline since 2014/15 and at present does not look to achieve the 60% by 2020.

Amber

Policy 26: Safeguarding – waste infrastructure

Policy wording

Waste management infrastructure that provides strategic capacity is safeguarded against redevelopment and inappropriate encroachment unless:

- a. the merits of the development clearly outweigh the need for safeguarding; or
 - b. the waste management infrastructure is no longer needed; or
 - c. the waste management capacity can be relocated or provided elsewhere and delivered;
- or
- d. the proposed development is part of a wider programme of reinvestment in the delivery of enhanced waste management facilities.

The infrastructure safeguarded by this policy is illustrated on the Policies Map and identified in 'Appendix B - List of safeguarded minerals and waste sites'.

Monitoring indicator

Number of safeguarded sites developed for non-waste uses by Local Planning Authority (LPA) permission, against Waste Planning Authority (WPA) advice.

Monitoring trigger (threshold) for policy review

Number of safeguarded sites developed for non-waste uses by LPA permission, against WPA advice = 0*.

*Please note that "sites developed" is measured through planning permissions granted for development, rather than a physical development, as waiting until a site is developed would introduce significant delays to the monitoring process.

7-year trend

0 over each of the last seven years

RAG Monitoring status

No safeguarded sites have been developed for non-waste uses against WPA advice.

Green

Policy 27: Capacity for waste management development

Policy wording

In order to reach the objectives of the Plan and to deal with arisings by 2030 of:

2.62 mtpa of non-hazardous waste;

2.49 mtpa of inert waste;

0.16 mtpa of hazardous waste.

The following minimum amounts of additional waste infrastructure capacity are estimated to be required:

0.29 mtpa of non-hazardous recycling capacity; and

0.39 mtpa of non-hazardous recovery capacity; and

1.4 mt of non-hazardous landfill void.

Proposals will be supported where they maintain and provide additional capacity for non-hazardous recycling and recovery through:

- a. the use of existing waste management sites; or
- b. extensions to suitable sites:
 - i. that are ancillary to the operation of the existing site and improve current operating standards, where applicable, or provide for the co-location of compatible waste activities; and
 - ii. which do not result in inappropriate permanent development of a temporary facility and proposals for ancillary plant, buildings and additional developments that do not extend the timescale for completion of the development; or
- c. extension of time to current temporary planning permissions where it would not result in inappropriate development; or
- d. new sites to provide additional capacity (see Policy 29 - Locations and sites for waste management).

Monitoring indicator

Capacity and operational status of waste management facilities - provision of additional recycling and recovery capacity:

2011-2015 = 370,000 tonnes

2016-2020 = 205,000 tonnes

2021-2030 = 102,000 tonnes

Monitoring trigger (threshold) for policy review

No net loss of waste management capacity from closure of sites and/or no new recycling or recovery capacity proposals. (*Breach of benchmark over two successive years*).

7-year trend

Additional capacity delivery is shown in

Table 1 below.

Table 1: Targets for additional capacity to be delivered and actuals 2011-20

	Target (2011-15)	Actual (2011-15)	Target (2016-20)	Actual (2016-20)	Difference
Recycling (tpa)	108,693	16,888	114,693	58,640	-147,858*
Recovery (tpa)	260,904	354,950	89,904	290,640	294,782*
Landfill	0	0	0	0	0
Total	369,597	371,838	204,597	349,280	146,924*

*Capacity granted permission up to August 2020

RAG Monitoring status

No net loss in waste management capacity over the five years. Combined recycling and recovery capacity provision meeting requirements, however recycling targets not being met.

Green

Policy 28: Energy recovery development

Policy wording

Energy recovery development should:

- be used to divert waste from landfill and where other waste treatment options further up the waste hierarchy have been discounted; and
- wherever practicable, provide combined heat and power. As a minimum requirement the scheme should recover energy through electricity production and the plant should be designed to have the capability to deliver heat in the future; and
- provide sustainable management arrangements for waste treatment residues arising from the facility.

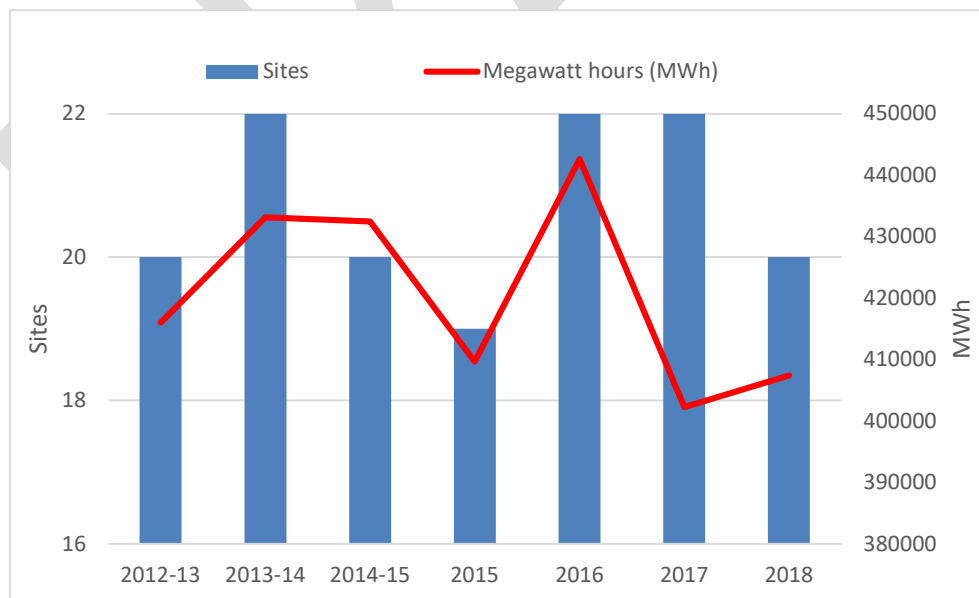
Monitoring indicator

Number of facilities and amount of renewable energy produced.

Monitoring trigger (threshold) for policy review

Decrease in number of facilities and/or amount of renewable energy produced (*Breach of benchmark over two successive years*).

7-year trend



RAG Monitoring status

The number of sites and amount of renewable energy produced has varied over the seven years with a noticeable decline in 2014/15 but increasing again in 2016. 2018 sees a return to 2012/13 figures.

Amber

DRAFT

Policy 29: Locations and sites for waste management

Policy wording

1. Development to provide recycling, recovery and/ or treatment of waste will be supported on suitable sites in the following locations:
 - i. Urban areas in north-east and south Hampshire;
 - ii. Areas along the strategic road corridors; and
 - iii. Areas of major new or planned development.
2. Any site in these locations will be considered suitable and supported where it:
 - a. is part of a suitable industrial estate; or
 - b. has permission or is allocated for general industry/ storage; or
 - c. is previously-developed land or redundant agricultural and forestry buildings, their curtilages and hardstandings or is part of an active quarry or landfill operation; or
 - d. is within or adjoins sewage treatment works and the development enables the co-treatment of sewage sludge with other wastes; and
 - e. is of a scale compatible with the setting.
3. Development in other locations will be supported where it is demonstrated that:
 - a. the site has good transport connections to sources of and/or markets for the type of waste being managed; and
 - b. a special need for that location and the suitability of the site can be justified.

Monitoring indicator

Planning permissions in accordance with Policy 29.

Monitoring trigger (threshold) for policy review

Planning permissions not in accordance with Policy 29.

7-year trend

Only two planning permissions in the first five years of the plan were not in accordance with Policy 29; one in 2014-15 and one in 2015.

There have been no issues of non-compliance between 2016 and 2018.

RAG Monitoring status

Two relevant planning permissions have been granted contrary to Policy 29 during the first 7-year plan period.

Amber

DRAFT

Policy 30: Construction, demolition and excavation waste development

Policy wording

Where there is a beneficial outcome from the use of inert construction, demolition and excavation waste in developments, such as the restoration of mineral workings, landfill engineering, civil engineering and other infrastructure projects, the use will be supported provided that as far as reasonably practicable all materials capable of producing high quality recycled aggregates have been removed for recycling.

Development to maximise the recovery of construction, demolition and excavation waste to produce at least 1mtpa of high quality recycled/secondary aggregates will be supported.

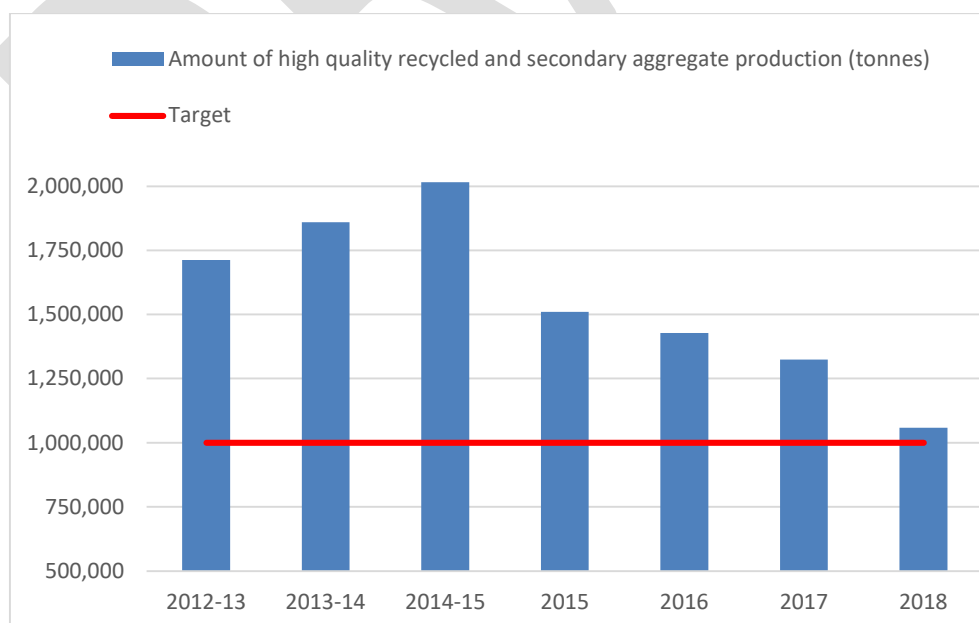
Monitoring indicator

Amount of high quality recycled and secondary aggregate production.

Monitoring trigger (threshold) for policy review

Once 1mtpa production reached, production of high quality recycled and secondary aggregate production decreases below 1mtpa (*Breach of benchmark over two successive years*).

7-year trend



This indicator shows the four broad classifications for beneficial uses of inert waste. Overall, the amount of inert waste put to beneficial uses has reduced by 19.7% from 1.32 million tonnes (mt) in 2017 to 1.06mt in 2018:

- Recycled: 0.72mt
- Recovered: 338 thousand tonnes (kt)
- Reclamation: 0kt
- Construction: 0kt

RAG Monitoring status

Production of recycled and secondary aggregate has not decreased below 1mtpa however has decreased steadily for four successive years and the current trend suggests that production could fall below the 1mtpa in the next year.

Amber

Policy 31: Liquid waste and waste water management

Policy wording

Proposals for liquid waste management will be supported, in the case of waste water or sewage treatment plants where:

- a. there is a clearly demonstrated need to provide additional capacity via extensions or upgrades for waste water treatment, particularly in planned areas of major new development; and
- b. they do not breach either relevant 'no deterioration' objectives or environmental quality standards; and
- c. where possible (subject to relevant regulations), they make provision for the beneficial co-treatment of sewage with other wastes and biogas is recovered for use as an energy source in accordance with Policy 28 (Energy recovery development);

and in the case of other liquid waste treatment plants:

- d. they contribute to the treatment and disposal of oil and oil/water mixes and leachate as near as possible to its source, where applicable.

Monitoring indicator

Number of and capacity of Waste Water Treatment Works (WWTW) with co-disposal of liquid wastes and/or biogas recovery.

Monitoring trigger (threshold) for policy review

Decrease in number of WWTW and/or capacity for co-disposal of liquid wastes and/or biogas recovery (*Breach of benchmark over two successive years*).

7-year trend

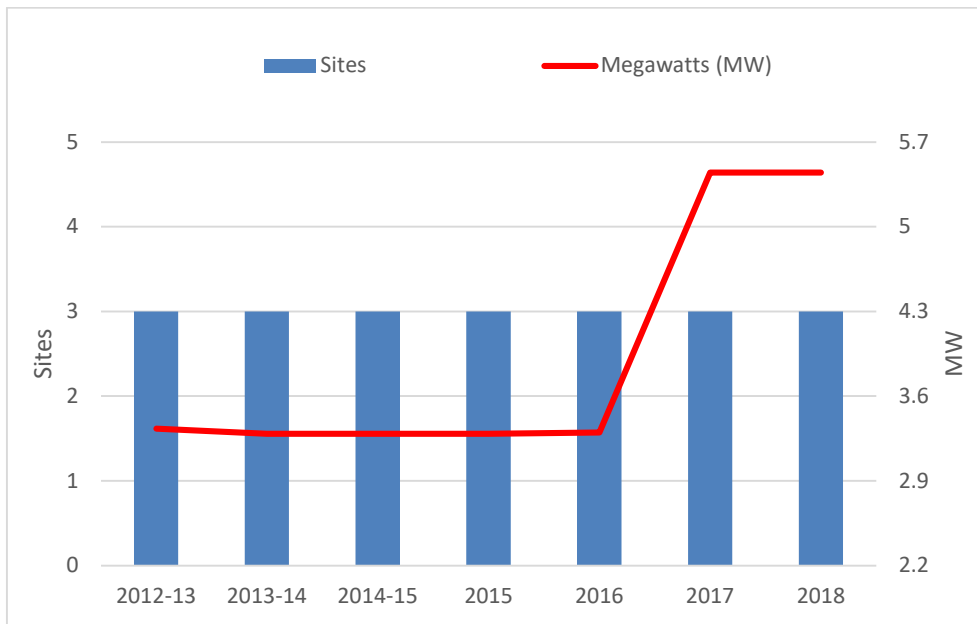


Figure only records capacity of those WWTW with co-disposal capability. Please note that this capacity is also included in the capacity reported for the Policy 28 monitoring indicator.

RAG Monitoring status

The number of sites and capacity has not decreased during the 7-year period, but the biogas capacity has increased in 2017/2018.

Green

Policy 32: Non-hazardous waste landfill

Policy wording

Development for landfill capacity necessary to deal with Hampshire's non-hazardous residual waste to 2030 will be supported.

Non-hazardous landfill capacity will be provided and supported in accordance with the following priority order:

1. the use of remaining permitted capacity at existing landfill sites:
 - i. Blue Haze landfill, near Ringwood
 - ii. Squabb Wood landfill, near Romsey
 - iii. Pound Bottom landfill, Redlynch
2. proposals for additional capacity at the following existing site provided the proposals address the relevant development considerations outlined in 'Appendix A – Site allocations':
 - i. Squabb Wood landfill, near Romsey (Inset Map 8)
3. in the event that further capacity is required, or if any other shortfall arises for additional capacity for the disposal of non-hazardous waste, the need may be met at the following reserve area, provided any proposal addresses the relevant development considerations outlined in 'Appendix A - Site allocations':
 - i. Purple Haze, near Ringwood (Inset Map 12)
4. proposals for additional capacity at any other suitable site where:
 - a. there is a demonstrated need for non-hazardous landfill and where no acceptable alternative form of waste management further up the waste hierarchy can be made available to meet the need; and
 - b. there is an existing landfill or un-restored mineral void, except where this would lead to unacceptable continuation, concentration or increase in environmental or amenity impacts in a local area or prolong any impacts associated with the existing development; and
 - c. the site is not located within or near an urban area, (e.g. using suitable guideline stand-offs from the Environment Agency); and
 - d. the site does not affect a Principal Aquifer and is outside Groundwater Protection and Flood Risk Zones; and
 - e. through restoration proposals, will lead to improvement in land quality, biodiversity or public enjoyment of the land; and
 - f. the site provides for landfill gas collection and energy recovery.

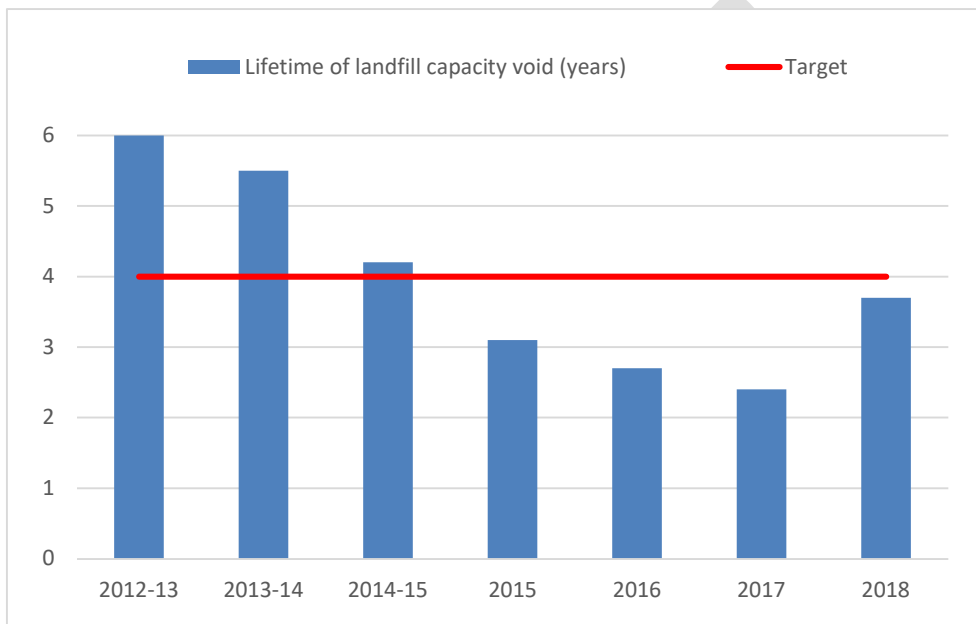
Monitoring indicator

Lifetime of Landfill capacity void.

Monitoring trigger (threshold) for policy review

Lifetime of Landfill capacity void drops below four years.

7-year trend



Landfill capacity as of 31.12.18 based upon averaged annual inputs as recorded by the Environment Agency and voids as reported by the operators.

In 2017, no more waste was accepted at Squabb Wood and in May 2018 Pound Bottom¹⁰ ceased landfilling operations, both sites are now in restoration.

Based on data from the Environment Agency's Waste Data Interrogator, the amount of non-hazardous waste received at Hampshire's operating non-hazardous landfills (Blue Haze and Pound Bottom (Pre May 2018)) was 110,113 (169,066) tonnes, of which 65% (62%) came from Hampshire. Around 168,036 (177,687) tonnes of household, industrial and commercial waste received in non-Hampshire landfills came from Hampshire. At the same time, around 38,197 (63,801) tonnes of waste from other authorities was received at landfills in Hampshire.

The recent increase in lifetime of landfill capacity is due to the reduced quantities being accepted at Blue Haze.

¹⁰ The Pound Bottom landfill is within the Wiltshire administrative boundary, however as the HMWP applies to the whole New Forest National Park it is monitored here. Due to this, other figures from the EA on Hampshire's waste may not include Pound Bottom

RAG Monitoring status

The lifetime of landfill capacity has been below four years since 2015.

Red

DRAFT

Policy 33: Hazardous and Low Level Radioactive Waste development

Policy wording

Developments to provide sufficient capacity necessary to deal with hazardous and Low Level Radioactive Waste will be supported, subject to:

- a. no acceptable alternative form of waste management further up the waste hierarchy can be made available, or is being planned closer to the source of the residues; or
- b. in the case of landfill, it will be for material that is a proven unavoidable residue from a waste management activity further up the waste hierarchy and;
- c. it will contribute to the management of hazardous or radioactive waste that arises in Hampshire (accepting cross-boundary flows).

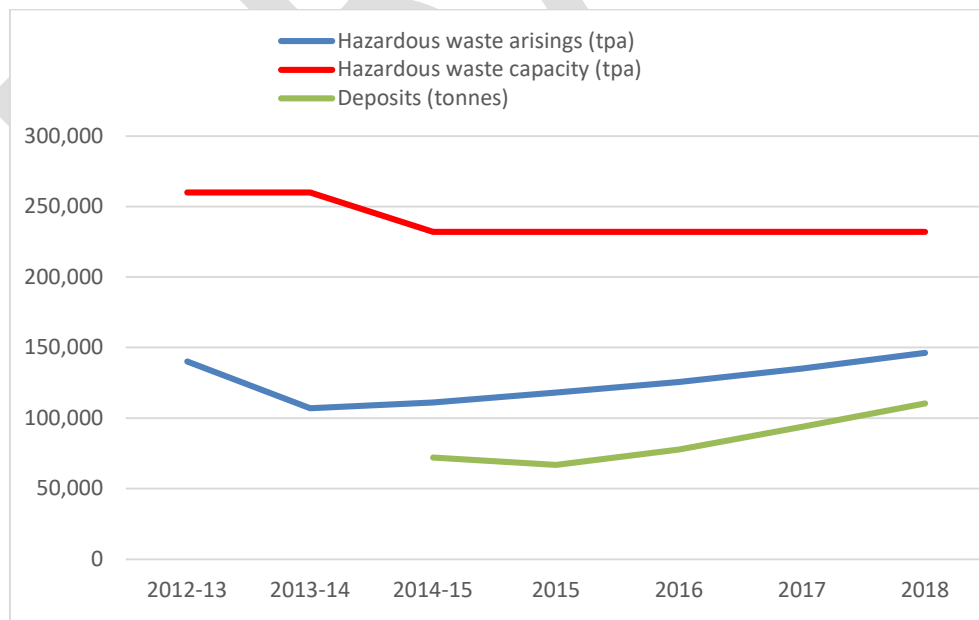
Monitoring indicator

Amount of hazardous waste management arisings and capacity.

Monitoring trigger (threshold) for policy review

Hazardous waste management capacity is higher than estimated arisings.

7-year trend



Arisings in 2018 (2017) were 146,302 (135,100) tonnes. Deposits were 110,386 (93,900) tonnes. Capacity remains at 232,000 tonnes per annum.

Data on arisings from Hampshire and deposits in Hampshire is from the Environment Agency's Hazardous Waste Data Interrogator.

RAG Monitoring status

The hazardous waste management capacity has been maintained above the level of arisings during the 7-year period.

Green

DRAFT

Policy 34: Safeguarding potential minerals and waste wharf and rail depot infrastructure

Policy wording

The following areas are safeguarded, so that their appropriateness for use as a minerals or waste wharf or rail depot can be considered, if they become available or are released from their current uses:

- i. land located to the north west of Hythe identified in the Port of Southampton Master Plan; and
- ii. land identified in the Southampton Core Strategy as operational port land; and
- iii. Marchwood Military Port (also known as Marchwood Sea Mounting Centre); and
- iv. land at HM Naval Base and commercial port as identified in the Portsmouth Core Strategy for port and employment uses; and
- v. existing and former railway siding and other land that could be rail linked.

The locations identified for safeguarding are shown on the Policies Map.

Monitoring indicator

Planning permissions granted contrary to advice of the Minerals Planning Authority (MPA) / Waste Planning Authority (WPA).

Monitoring trigger (threshold) for policy review

Number of planning permissions granted contrary to advice of the MPA/WPA = 0.

7-year trend

There was only one occurrence in the first five years of the Plan where a planning permission was granted in a safeguarded area contrary to MPA advice (application 14/00865/OUT, Land at Chapel Hill, Kingsclere, Basingstoke was permitted affecting Basingstoke Sidings). However, this has been specifically safeguarded through Policy 16 and therefore, should not be considered under Policy 34. There have been issues of non-compliance between 2016 and 2018.

RAG Monitoring status

There has been one occurrence of planning permission being granted within a safeguarded area contrary to the MPA/WPA advice. However, this site is not considered under Policy 34.

Green

Summary of Monitoring status

Policy Number & Title	RAG status	
	2020	2018
Policy 1: Sustainable minerals & waste development	Green	Green
Policy 2: Climate change –mitigation and adaptation	Green	Green
Policy 3: Protection of habitats and species	Green	Green
Policy 4: Protection of the designated landscape	Green	Green
Policy 5: Protection of the countryside	Amber	Amber
Policy 6: South West Hampshire Green Belt	Green	Green
Policy 7: Conserving the historic environment and heritage assets	Green	Green
Policy 8: Protection of soils	Green	Green
Policy 9: Restoration of minerals and waste sites	Green	Green
Policy 10: Protecting public health, safety and amenity	Green	Green
Policy 11: Flood risk and prevention	Green	Green
Policy 12: Managing traffic	Green	Green
Policy 13: High-quality design of minerals and waste	Green	Green
Policy 14: Community Benefits	Red	Red
Policy 15: Safeguarding - mineral resources	Amber	Amber
Policy 16: Safeguarding – minerals infrastructure	Green	Green
Policy 17: Aggregate supply - capacity and source	Amber	Red
Policy 18: Recycled and secondary aggregates	Amber	Amber
Policy 19: Aggregate wharves and rail depots	Red	Red
Policy 20: Local land-won aggregates	Red	Red
Policy 21: Silica sand development	Red	Red
Policy 22: Brick-making clay	Red	Red
Policy 23: Chalk Development	Amber	Amber
Policy 24: Oil and gas Development	Green	Green
Policy 25: Sustainable waste management	Amber	Amber
Policy 26: Safeguarding – waste infrastructure	Green	Green
Policy 27: Capacity for waste management development	Green	Green
Policy 28: Energy recovery development	Amber	Amber
Policy 29: Locations and sites for waste management	Amber	Amber
Policy 30: Construction, demolition and excavation	Amber	Green

Policy 31: Liquid waste and waste water management	Green	Green
Policy 32: Non-hazardous waste landfill	Red	Red
Policy 33: Hazardous and low level waste development	Green	Green
Policy 34: Safeguarding potential minerals and waste wharf and rail depot infrastructure	Green	Green

DRAFT

3. Issues requiring review

- 3.1 This section explores in more detail the issues identified through the Monitoring Reports (MRs) and those policies given an 'Amber' Monitoring status.
- 3.2 Consideration is given to the circumstances around the short-term breaches that may have occurred or the trends that have raised an issue with delivery.
- 3.3 Where comments have been raised by Plan practitioners (namely Development Management or Policy officers) on the implementation of the relevant policy these are also outlined.
- 3.4 A RAG (Red, Amber, Green) Review status and review update requirement is provided for each policy and is determined as follows:

Review shows that the policy does not need to be updated.	Green
Review shows that the policy does need to be updated with additional allocations, where possible.	Amber
Review shows that the policy requirements need to be updated.	Red

Protection of countryside (Policy 5)

- 3.5 One planning permission has been granted in the countryside that was contrary to policy over the last seven years (2015).
- 3.6 This was planning application 14/01791/CMA at Stapeley Manor Farm. As the application was a Certificate for Lawful Use (CLU) it is not subject to the same process as a full planning application. Instead the planning authority has to decide whether there is sufficient evidence that the development has been present without issue for a certain amount of time. As the development already exists and the CLU simply acknowledges and regularises this fact, there is no opportunity to attach conditions. This process is set out in national legislation and there is no scope to alter it at a local level.

Relevant national policy updates

- 3.7 There are no policy updates that have been identified relevant to protection of the countryside.

Should this issue be addressed?

- 3.8 Taking into account the single circumstances in which an application was granted contrary to policy, it is not considered that the issue needs to be addressed through an update of the Plan.

RAG Review status

- 3.9 The wording of the policy does not need to be updated.

Green

Safeguarding: Mineral resources (Policy 15)

- 3.10 A total of seven applications have resulted in sterilisation of the Mineral Safeguarding Area (a total of 33.6 hectares of land). In each case, the relevant Mineral Planning Authority (MPA) was consulted and submitted its concerns.
- 3.11 Subsequent decisions undertaken by the Local Planning Authority were beyond the control of the MPA.
- 3.12 In February 2016, a Supplementary Planning Document (SPD) on Minerals & Waste Safeguarding¹¹ was adopted by Hampshire County Council, the New Forest National Park Authority and Portsmouth and Southampton City Councils to assist the implementation of the safeguarding policies set out in the HMWP. Six of the seven applications that resulted in sterilisation of the Mineral Safeguarding Area were validated after the adoption of the Supplementary Planning Document.
- 3.13 Engagement is on-going with Districts and Boroughs to raise awareness of safeguarding including raising awareness of the SPD. Two of the applications were in the New Forest District and three were in the borough of Eastleigh. The Council has worked closely with both authorities to ensure safeguarding considerations are outlined in their Local Plans, which once adopted, should enable early engagement on safeguarding issues on sites allocated for development.
- 3.14 Whilst there has been some sterilisation of resources, the MPAs have also experienced some success in facilitating prior extraction and enabling subsequent development. An example of this is the Whitehill & Bordon relief road¹² the proposed route of which was within the Mineral Safeguarding Area. Where levelling of ground levels and drainage works have taken place as part of the development, the extracted mineral resources have been taken to a local operator and incorporated into the mineral supply.

Relevant national policy updates

- 3.15 Hampshire County Council worked alongside a selection of other Mineral Planning Authorities, the Minerals Product Association and the Planning Officers Society to update the guidance on mineral safeguarding¹³. Whilst it is recognised this is not government policy, it is the leading national guidance on mineral safeguarding.

Should this issue be addressed?

¹¹ Minerals & Waste Safeguarding in Hampshire – Supplementary Planning Document (2016) - <http://documents.hants.gov.uk/planning-strategic/HMWPMineralsandWasteSafeguardinginHampshireSPDFinalFeb2016.pdf>

¹² Relief Road (Hybrid) Application: https://planningpublicaccess.easthants.gov.uk/online-applications/applicationDetails.do?activeTab=summary&keyVal=EHANT_DCAPR_234061

¹³ MPA/POS Minerals Safeguarding Guidance (2019) -

https://www.mineralproducts.org/documents/MPA_POS_Minerals_Safeguarding_Guidance_Document.pdf

3.16 Whilst there have been incidents of sterilisation, the Mineral Planning Authorities are continuing to work proactively to implement the policies and it is not considered that changes are required to the existing policy. Therefore, it is considered that this issue does not need to be addressed through an update of the Plan. However, the Plan would benefit from reference to the SPDs to increase awareness.

RAG Review status

3.17 The wording of the policy does not need to be updated.

Green

DRAFT

Aggregate supply – capacity and resource (Policy 17)

- 3.18 Although Policy 17 states that an adequate and steady supply of sand and gravel will be provided for Hampshire until 2030 at a rate of 1.56 million tonnes per annum (mtpa), the delivery of this landbank provision falls to Policy 20 (Local land-won aggregates) which enables the development to meet this requirement. Therefore, this issue is reviewed in ‘Local land-won aggregate (Policy 20)).
- 3.19 Whilst the maintenance of the landbank is monitored through Policy 20, the rate by which this is calculated – 1.56 mtpa of sand and gravel – is set out in Policy 17. When the HMWP was prepared, the ‘apportionment’ figure was based on an average figure of 10-years land-won aggregate sales. Sales during this period (2001-2010) peaked in 2001 at 2.29 mtpa of land-won aggregate but then showed a steady decline.
- 3.20 Table 2 shows the 10-year (yr) average (Av.) sales in 2018 for the period 2009-2018. This also shows general steady decline in sales from 2009, until 2012 where sales have gradually risen year on year. Both the 10-year and 3-year averages are significantly below the 1.56 mtpa of which 0.28 mtpa should be soft sand.

Table 2: 10-year average sales in million tonnes per annum 2009-2018

Year	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	Last 3-yr Av.	Last 10-yr Av.
Soft sand sales	0.1	0.14	0.12	0.16	0.12	0.11	0.12	0.2	0.23	0.23	0.15	0.22
Sharp sand & gravel sales	0.95	0.84	0.71	0.58	0.73	0.78	0.71	0.75	0.73	0.96	0.77	0.81
Total	1.05	0.98	0.83	0.75	0.85	0.88	0.83	0.95	0.96	1.18	0.93	1.03

- 3.21 Mineral Planning Authorities are required through the NPPF to produce annual Local Aggregate Assessments¹⁴ (LAA). The LAA reports on the landbank. In the Hampshire LAA¹⁵, this has historically been calculated using the ‘Local Requirement’ (the 1.56 mtpa apportionment). However, guidance¹⁶ on preparing LAAs was agreed by the South East England Aggregate Working Party in 2019 which specifies that the LAA rate should be calculated taking into account a number of factors:

- Average of 10-years of aggregates sales data

¹⁴NPPF (Para. 207) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/733637/National_Planning_Policy_Framework_web_accessible_version.pdf

¹⁵ Hampshire Local Aggregate Assessment -

<http://documents.hants.gov.uk/mineralsandwaste/2017LocalAggregateAssessment.pdf>

¹⁶ SEAWP Supplementary Local Aggregate Assessment Guidance (July 2019) -

<https://documents.hants.gov.uk/see-awp/SEEAWP-SuppLAAGuidance-July2019.pdf>

- Average of 3-years of aggregates sales data;
- Economic forecasts;
- Population, housing and capital programme growth and;
- Major Infrastructure projects.

3.22 Taking these factors into account, the 2018 LAA Rate¹⁷ was established as 0.92mtpa for sand and gravel (compared to the 1.28Mt Local requirement) and 0.23Mt for soft sand (compared to 0.28mtpa Local requirement).

3.23 The NPPF requires a landbank of at least 7 years¹⁸ of permissions. A landbank calculated using the Local Requirement rate of 1.56 mtpa provides a lower landbank than those calculated based on the 2018 LAA rate and the 10- or 3-year averages as the figure is significantly higher (see Table 3).

Table 3: Sand and gravel landbank provision in 2018

	Permitted Reserve	Landbank based upon Local Requirement	Landbank based upon 2018 LAA Rate	Landbank based upon 10-yr Av. sales between 2009-2018	Landbank based upon 3-yr Av. sales between 2016-2018	Landbank based upon 2018 sales
	Million tonnes	Years				
Soft sand	0.634	2.26	2.76	4.14	2.88	2.76
Sharp sand & gravel	8.433	6.59	9.17	10.90	10.54	8.78
Total	9.067	5.81	7.88	9.75	8.80	7.68

3.24 Whilst Policy 17 states a provision of 1.56 mtpa of sand and gravel, this was a point in time and could be argued to no longer be relevant. As the requirement within the NPPF is for at least 7 years, using this Local Requirement rate has the impact of reducing the landbank which may not reflect the current market conditions.

3.25 Tables 2 and 3 highlights that the provision of soft sand does not meet the required 0.28 mtpa as specified by Policy 17. Soft sand supply is recognised as a regional issue and is a regular item of discussion at the South East England Aggregate Working Party meetings¹⁹.

3.26 A number of Mineral Planning Authorities in the South East have soft sand resources that are constrained by designations such as Area of Outstanding Natural Beauty

¹⁷ Hampshire 2019 Local Aggregate Assessment - <https://documents.hants.gov.uk/mineralsandwaste/2019LocalAggregateAssessment.pdf>

¹⁸ NPPF (Para. 207)

¹⁹ SEEAWP Minutes - <https://www.hants.gov.uk/landplanningandenvironment/seeawp/seeawpdocuments>

(AONB) or National Park. National Policy states that 'as far as practical' landbanks should be maintained by minerals from 'outside' National Parks and AONBs²⁰.

- 3.27 Mineral Planning Authorities in the South East have prepared a Position Statement on Soft Sand which sets out the existing supply situation, relevant national and local policy and the issues regarding supply. This Position Statement will then form the basis of Statements of Common Ground between Authorities.
- 3.28 As with sharp sand and gravel, the sales averages in Table 2 suggest that the 0.28 mtpa is higher than the actual demand level in Hampshire. The application of all the rates all result in a landbank lower than the required 7 years which also suggests there is insufficient permitted reserves (sites).
- 3.29 The remaining part of Policy 17 seeks to safeguard and develop infrastructure to ensure aggregates can be provided at specific rates: 1 mtpa of recycled and secondary aggregate; 2 mtpa of marine-won aggregate; and 1 mtpa of limestone by rail.
- 3.30 Monitoring seeks to ensure there is no significant reduction (more than 556,000 tonnes) in capacity for aggregate production as well as a reduction in land-won sales.
- 3.31 The Monitoring data shows that the sales of land-won aggregate have increased significantly from 2016. There was also a significant reduction in aggregate production capacity in 2016 but this appears to be making a steady recovery. However, this still indicates that there is not sufficient capacity to meet demand.
- 3.32 The review of Policies 18 (see 'Recycled and secondary aggregates development') and Policy 30 (see 'Construction, demolition and excavation waste development') show that capacity provision remains above 1 mtpa but that capacity remains unsteady.
- 3.33 The provision of marine-won aggregate is generally determined by wharf capacity which is where marine-won aggregate is landed. Policy 19 considers capacity of wharves and rail depots in more detail (see 'Aggregate wharves and rail depots' (Policy 19)). However, the monitoring data shows decreasing wharf capacity since 2016.
- 3.34 It should be noted that in 2016, capacity was surveyed for the first time through the Aggregate Monitoring (AM) survey. Prior to receipt of this data, capacity had been judged on the highest level of sales in previous years. It is recognised that circumstances may change at sites over time which can impact on capacity and it is believe this is what has resulted in the reduction of capacity. Although the recent drop in capacity in 2018 suggests this is not the only reason.

²⁰ NPPF (2018) (Para. 205) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/733637/National_Planning_Policy_Framework_web_accessible_version.pdf

- 3.35 In addition, Tipner Wharf in Portsmouth has now been redeveloped. This regeneration proposal was recognised in the HMWP and therefore, the site was not safeguarded.
- 3.36 It should also be noted that an application was submitted to extend Kendalls Wharf in Portsmouth²¹. However, this application has stalled as the proposed compensation measures have not been approved by Natural England.
- 3.37 In relation to rail depots, capacity was also surveyed through the AM survey in 2016. This concluded that a 1 mtpa capacity remained at the existing rail depots. No new rail depot proposals have come forward in the last 5 years, but capacity increased slightly in 2018.
- 3.38 The monitoring trigger for Policy 17 is a reduction of 556,000 tonnes in capacity. The 556,000 tonnes are a 10% reduction of the total aggregate capacity (including land-won). The most significant lack in capacity is at wharves and land-won sites (see Table 4). However, the ability to deliver the required land-won capacity is driven by Policy 20.

Table 4: Aggregate supply capacity in 2018

	Target rate	Sales	Capacity	% Sales / Production
	mtpa		Mt	%
Land-won Aggregate	1.56	1.18	1.875	63%
<i>Soft Sand</i>	0.28	0.23	0.637	36%
<i>Sharp Sand and Gravel</i>	1.28	0.96	1.237	78%
R/S sites	1.0	0.72	2.368	30%
Wharves*	2.0	1.45	1.547*	94%*
Rail Depots	1.0	0.68	1.2	57%

Footnotes

Source: Aggregate Monitoring Survey, 2018. Please note that capacity data collection is still in the early stages, and as such, results should be treated with caution. Where capacity data has not been made available sales have been used. *Wharf Capacity Data is based upon sales

Relevant national policy updates

- 3.39 In 2017, the white paper 'Fixing our broken housing market'²² was published which set out a broad range of reforms that the government intends to introduce to help reform the housing market and increase the supply of new homes. The paper states that 225,000 to 275,000 or more homes per year are required to keep up with population growth and tackle under supply. The paper also recognises that development of communities is also required which does not just mean building homes but also roads, rail links, schools, shops, GP surgeries etc.

²¹ Kendalls Wharf Application - <http://publicaccess.portsmouth.gov.uk/online-applications/applicationDetails.do?keyVal=OWVWPNM0HRB00&activeTab=summary>

²² Fixing our broken housing market (2017) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/590463/Fixing_our_broken_housing_market_-_accessible_version.pdf

- 3.40 In August 2020, the Government published 'Planning for the future'²³ which sets out its proposals for planning reform. The consultation closes in October 2020, but the paper seeks to address the significant shortfall in new housing delivery.
- 3.41 The Minerals Product Association reports that the construction of a typical home requires 12 tonnes of mortar and 200 tonnes of aggregate, school requires 15,000 tonnes of concrete and a community hospital would require 53,000 tonnes of concrete²⁴. These figures highlight the need for a steady and adequate supply of aggregate to support the governments drive for delivering homes and infrastructure.
- 3.42 Whilst not policy, the recent national pandemic is recognised as having an impact on the aggregates industry. This is expressed clearly in the Minerals Products Association Press Release²⁵:

'Sales volumes of ready-mixed concrete and aggregates (crushed rock and sand & gravel), two materials that are used across most types of construction work, declined by 5.7% and 4.0% respectively over the quarter. For ready-mixed concrete, this follows three consecutive years of market declines since 2017, as Brexit-related uncertainties put a brake on commercial construction work, notably for offices, whilst housebuilding slowed in the capital. Housing and the commercial sectors have also been significantly impacted by the COVID-19 lockdown, with most major housebuilders having closed sites throughout the last week of March and April, and office construction impacted by the collapse in business and consumer confidence. Simultaneously, mortar sales, which are primarily used in housebuilding, fell by a further 1.6% in the first quarter of 2020, after a 7.9% fall at the end of last year. The trend in mortar sales volumes has been subdued over the past 18 months, a clear indication of the underlying weaknesses in housebuilding even before accounting for the impact of the COVID-19 lockdown.'

Should this issue be addressed?

- 3.43 Policy 17 states that provision of 1.56 mtpa of sand and gravel will be provided of which 0.28 mtpa will be soft sand. Whilst it is recognised that this Local Requirement rate no longer reflects the current market, it is not the determining factor in sand and gravel provision. The landbank is used to determine whether a steady and adequate supply of sand and gravel can be maintained. The provision of the landbank is met through the implementation of Policy 20.

²³ Planning for future (2020) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/907647/MHCLG-Planning-Consultation.pdf

²⁴ Mineral Products Association: Facts at a Glance (2018) - <http://www.mineralproducts.org/documents/Facts-at-a-Glance-2018.pdf>

²⁵ Mineral Productions Association: Press Release (5 May 2020) - <https://mineralproducts.org/20-release15.htm>

3.44 The Government is seeking to increase the delivery of housing and infrastructure and whilst it could be argued the existing Local Requirement rate allows for an up lift in demand and maintenance of supply, the reality is that these rates have not been achieved to date and forecasts suggest that the impact of Brexit and the current national pandemic will have an impact on construction and therefore, aggregate demand. As such, it is considered that this issue does need to be addressed through an update of the Plan.

3.45 In relation to capacity, it is recognised that there has been a reduction, and whilst this appears to be recovering, capacity at wharves continues to decline. The Policy seeks to maintain this level and is not a cap which would prevent further development. However, the Policy and its associated delivery policies²⁶ may be able to encourage capacity through support for further development through allocation. As such, it is considered that this issue does need to be addressed through an update of the Plan.

RAG Review status

3.46 The rates of provision in the policy need to be addressed and updated to enable the right provision of mineral supply and reflect the provision outlined in associated policies.

Red

²⁶ Policy 18: Recycled and secondary aggregate development, Policy 19: Aggregates wharves and depots, Policy 20: Local land-won aggregates

Recycled and secondary aggregate (Policy 18)

- 3.47 During 2012 to 15 there was a steady increase in recycled and secondary aggregate production. There was a significant decrease in capacity between 2015/ 2016. However, the recovery in 2017/18 appears unsteady with a slight decline in 2018.
- 3.48 These drops (in 2016 and 2018) do not indicate a year on year decrease. However, this threshold could be breached should a downwards trend continue from 2018.
- 3.49 It should be noted that this policy also relates to Policy 30 (Construction, demolition and excavation waste development) which supports development to maximise the recovery of construction, demolition and excavation waste and seeks to maintain at least 1 million tonnes per annum (mtpa) of capacity. Whilst there has been a decline in capacity, the capacity requirement has been met. However, the current trend suggests that capacity could fall below 1mtpa very soon.
- 3.50 As capacity has been maintained but sales have declined, this suggests that there could be a change in the market in relation to recycled and secondary aggregates.
- 3.51 Discussions with operators²⁷ have highlighted that there could be further reduction in capacity as demand for housing increases and there is completion for sites with good transport connections. Issues have also been raised regarding the availability of good quality inert material for recycling. It is considered that this is impacted further on demolition sites where the use of crushers on-site means that material never enters the market.
- 3.52 This will place greater emphasis on the safeguarding of minerals infrastructure to ensure that careful consideration is given to the potential loss of sites and the maintenance of capacity.

Relevant national policy updates

- 3.53 The government's 25 Year Environment Plan (January 2018) includes the goal of zero avoidable waste by 2050 and to transition towards a circular economy. Specifically, this involves doubling resource efficiency and minimising environmental impacts at products' end of life by; looking at the whole life-cycle to promote their recycling/reuse wherever possible.
- 3.54 The Resources and waste strategy for England (2018) sets out how the ambitions of the 25 year Environment Plan can be realised in the sphere of waste and resource management. A variety of mechanisms are proposed including changes to waste collections, encouragements for implementing the waste hierarchy, introducing food waste targets and improving data collection. Some of these could have wide ranging implications on how waste is collected and managed.

²⁷ Source: Correspondence regarding safeguarding status of aggregate recycling site (2017).

Should this issue be addressed?

- 3.55 Whilst it is recognised that there has been a decline in sales of recycled and secondary aggregate, Policy 18 seeks to encourage this form of development recognising its importance in aggregate supply. The recent decline in sales may be due to market changes and this is something that cannot be influenced by the MPAs. However, due to the unsteady nature of capacity and possible future decline in capacity below 1mpta, it is considered that this issue does need to be addressed, through an update of the Plan.

RAG Review status

- 3.56 The issues behind the decline in capacity need to be explored and this will determine whether an update in the policy wording is required.

Red

Chalk (Policy 23)

- 3.57 Chalk is a plentiful mineral in Hampshire and although there is now only limited demand, there are a number of existing and active extraction sites.
- 3.58 The HMWP supports small-scale extraction of chalk which is defined as up to 25,000 tonnes per annum. During the 7-year period, the amount extracted exceeded this level to a limited extent²⁸ and has since returned to a level within the threshold.
- 3.59 There are currently two permitted chalk sites in Hampshire at Manor Farm, Monk Sherborne and Somborne Chalk Quarry, Winchester. Permission was granted for a new chalk quarry at Monk Sherborne²⁹ in 2018 to replace the existing Manor Farm quarry which is to be completed and restored by December 2021. The chalk will be extracted at the new quarry in Monk Sherborne at a rate not exceeding 25,000 tonnes per annum, a throughput similar to the operation at the existing site.
- 3.60 Somborne Chalk Quarry, which has been worked since 1860 has recently been sold and is currently mothballed for chalk production. Without the recently permitted quarry, existing contractors would have had to source chalk from alternative sites, mainly outside the County, which was not considered sustainable.
- 3.61 The chalk is extracted to provide agricultural lime. Information provided by the applicant for Manor Farm states that agricultural lime makes a significant difference to the productive potential of arable and grassland. It provides lime to the soil which improves soil aeration and helps to release soil nutrients. It contains calcium which is essential for plant development. It also restores the pH balance of acidic soils. It is a sustainable option for soil improvement. Specifically, it is natural product that optimises the plants ability to utilise major and trace nutrients more efficiently³⁰.
- 3.62 It is recognised that markets change over time and therefore, the demand for chalk may increase during the Plan period. Monitoring extraction allows this to be reviewed.

Relevant national policy updates

- 3.63 There are no policy updates that have been identified relevant to chalk extraction.

Should this issue be addressed?

- 3.64 It is considered that should the level of extraction increase significantly and for a prolonged period, this could suggest that the policy approach needs to be reviewed.

²⁸ Actual figure cannot be released due to commercial confidentiality.

²⁹ Chalk Quarry Application - <https://planning.hants.gov.uk/ApplicationDetails.aspx?RecNo=19053>

³⁰ Regulatory Committee Report (July 2020) -

<https://planning.hants.gov.uk/ApplicationDetails.aspx?RecNo=19053>

3.65 Within 7 years, there is no clear evidence that the markets have shifted significantly to demonstrate a review of the current policy approach to chalk. It is considered that the existing policy sufficiently seeks to meet local demand. Therefore, it is considered that this issue does not need to be addressed through an update of the Plan.

RAG Review status

3.66 The wording of the policy does not need to be updated.

Green

DRAFT

Sustainable waste management (Policy 25) & Capacity for waste management (Policy 27)

- 3.67 Policy 25 seeks to make provision to be made for the management of non-hazardous waste arising, based on the expectation that certain targets will be achieved by 2020: 60% recycling; and 95% diversion from landfill.
- 3.68 These targets sought to take into account the targets established by the revised Waste Framework Directive: 50% recycling of household (and similar non-hazardous) wastes; and 70% recovery of inert.
- 3.69 At present, the trend for recycling non-hazardous waste has been declining since 2014/15 to below 45% in 2018 which suggests that the Waste Framework Directive target will also not be met.
- 3.70 The Plan does not include a monitoring indicator related to landfill diversion of non-hazardous waste. However, Policy 25 covers this aspect of waste management as well. The amount of household and industrial waste removed from sites in Hampshire and going to landfill has been 13% in 2011, 12% in 2012, 9% in 2013, 8% in 2014, 10% in 2015, 15% in 2016, 13% in 2017 and 13% in 2018. The recent increase of the percentage of waste going to landfill corresponds to the decrease in recycling rates and to a parallel increase in waste going to incinerators. It also corresponds with significant changes in household and industrial waste tonnages, with a high of 4 million tonnes in 2014 compared to 2.1 million tonnes in 2018. In fact, the amount of waste going to landfill has slowly been reducing from around 400,000 to less than 300,000 tonnes, and it is the changes in the total waste have led to the differing percentages of waste going to landfill.
- 3.71 The reduction of the amount of waste going to landfill also corresponds to a reduction the waste landfill capacity in Hampshire, indicative of a general trend that less waste is going to landfill and therefore less landfill capacity is needed. This is discussed further under Policy 32.
- 3.72 Overall, it is difficult to assess the direction of travel of landfilled waste, however at no point has it yet reached the level of 95% that the Plan aims for. As additional recycling and recovery capacity has been delivered, whereas no new landfills have been provided, there is no indication that the Plan policies are not encouraging landfill diversion, even if the targets have not been reached.
- 3.73 Policy 27 (Capacity for waste management development) outlines the minimum capacity requirements for making provision for dealing with waste arising within Hampshire up to 2030.
- 3.74 The trigger for Policy 27 has not been met as there has been no net loss in waste management capacity. There are also monitoring indicators in place to track progress on waste management provision. These show that additional waste management

capacity is being provided to meet projected demand, although there has been a greater level of recovery provision rather than recycling.

- 3.75 Whilst the type of waste management provision is recovery rather than recycling, this provision is market driven which is something that the Waste Planning Authorities cannot influence. The required capacity levels in Policy 27 are also minimum amounts of provision.
- 3.76 Campaigns to change behaviour of local residents to increase recycling rates have also been put in place by the plan-making Authorities and although these are hoped to influence the level of recycling, are not planning issues.

Relevant national policy updates

- 3.77 The government's 25 Year Environment Plan (published January 2018) includes the goal of zero avoidable waste by 2050 and to transition towards a circular economy. Specifically, this involves doubling resource efficiency and minimising environmental impacts at products' end of life by; looking at the whole life-cycle to promote their recycling/reuse wherever possible.
- 3.78 The Resources and waste strategy for England (2018) sets out how the ambitions of the 25 Year Environment Plan can be realised in the sphere of waste and resource management. A variety of mechanisms are proposed including changes to waste collections, encouragements for implementing the waste hierarchy, introducing food waste targets and improving data collection. Some of these could have wide ranging implications on how waste is collected and managed, making planning for waste facilities more difficult.
- 3.79 The goal of improving recycling rates is likely to be encumbered by China's ban on imported plastics. The UK exports almost two-thirds of its waste to China and waste management companies lack the capacity in the UK to dispose of recyclable materials appropriately. Furthermore, there is uncertainty post-Brexit, regarding how the UK will design future targets in areas such as recycling and landfill. Specifically, whether the European Union's Circular Economy Package (CEP) goals will be maintained, filtered or enhanced. Industry leaders are also uncertain whether sources of funding for companies that build more sustainable waste management facilities will be replaced. Additionally, the potential inability to export waste (particularly Refuse Derived Fuel) to the EU may impact on the profile of waste that needs to be disposed of within the UK.
- 3.80 In March 2018, the Government approved plans for a bottle and can deposit scheme in attempt to reduce pollution and increase recycling rates.

Should this issue be addressed?

- 3.81 There is a lack of ability of Waste Planning Authorities to influence markets and due to the UK leaving the EU and recent Government announcements on waste, there is

currently a high level of uncertainty over waste management provision requirements nationally.

- 3.82 The monitoring of Policy 25 suggests that the recycling target of 60% by 2020 is unlikely to be met. However, while increased recycling rates are the aim, the policy itself relates to the provision of waste management capacity as this is what the WPA can influence. Policy 27 sets out the specific required provision of waste management and within the 5-year period, sufficient capacity has been delivered, albeit more focused on recovery than recycling.
- 3.83 Policy 27 enables provision of waste management and as the requirements are set at a minimum, the policy is considered sufficiently flexible to allow additional waste management to be delivered, should this be required. The ability of the Policy to provide waste management has been monitored and is shown to be delivering capacity, however there may be ways to improve the ways waste is driven up the waste management hierarchy. Therefore, it is considered that this issue does need to be addressed through an update of the Plan.

RAG Review status

- 3.84 Whilst the policies are delivering the required level of capacity, the type of waste management could be better aligned with the waste hierarchy than is currently happening. It should be explored whether the policies (alone, in combination and/or in combination with other policies in the Plan) could do more to encourage driving waste up the waste hierarchy.

Amber

Energy recovery (Policy 28)

- 3.85 During the 7 years, there was variability in the number of sites and energy produced from energy recovery developments. 2016 saw a significant increase in the amount of energy produced, potentially due to improved reporting from sites. 2018 saw a drop in sites, but a slight increase in production (as the sites lost had not been operational). A variety of waste sites produce energy including landfill sites, energy from waste facilities, waste water treatment works, combined heat and power and anaerobic digestion sites.
- 3.86 Policy 27 (Capacity for waste management development) outlines the minimum capacity requirements for making provision for dealing with waste arising within Hampshire up to 2030. Monitoring of Policy 27 shows that whilst waste management provision is being made, more recovery development is being developed than recycling. It is worth noting that anaerobic digestion can be considered recycling under certain circumstances. Additionally, while non-hazardous landfill is not a preferred form of disposal, if it used, capturing the energy from leachate gases is the more sustainable option. Monitoring of Policy 28 suggests that, generally at a minimum, energy recovery development is producing electricity as the amount of energy produced is tracking the trend of the delivery of sites.
- 3.87 Energy recovery helps to divert waste from landfill. However, despite the increase in energy recovery development, the amount of waste being diverted from landfill is not yet reaching the target of 95% (see Policy 25).

Relevant national policy updates

- 3.88 As part of their strategy to improve the management of residual waste, the Government have set out in their 25 Year Environment Plan³¹, aims to explore methods of cutting carbon dioxide emissions from Energy from Waste (EfW) facilities. These include managing the amount of plastics in the residual waste stream and also increasing the use of heat produced through better connections to heat networks. They are also looking at managing residual waste beyond electricity, in the production of biofuels.
- 3.89 Improving energy efficiency to reduce emissions of air pollution and carbon is also a goal in the Government's recent draft Clean Air Strategy, which will sit alongside the Environment Plan.
- 3.90 The Resources and waste strategy (2018)³² has particular provisions for waste collection and food waste which may have further implications for recovery facilities and, in particular, anaerobic digestion.

³¹ 25 Year Environmental Plan (2017) - <https://www.gov.uk/government/publications/25-year-environment-plan>

³² Resource and waste strategy for England (2018) - <https://www.gov.uk/government/publications/resources-and-waste-strategy-for-england>

Should this issue be addressed?

- 3.91 Although during the 7-year period, the provision of energy recovery development has been varied, monitoring data suggests that at a minimum, sites are producing electricity which can be considered renewable. Therefore, it is considered that this issue does not need to be addressed through an update of the Plan.

RAG Review status

- 3.92 The wording of the policy does not need to be updated.

Green

Locations and sites for waste management (Policy 29)

- 3.93 During the 7-year period, two planning permissions have been permitted that are contrary to Policy 29.
- 3.94 One of these permissions had the special circumstance of being very close to the waste produced³³ and the other was a certificate of lawful use where it is a matter of regularising an existing use³⁴. The exceptional nature of these permissions indicates that the problem was not the policy itself.
- 3.95 Plan practitioners have raised concerns regarding the wording and definitions contained within Policy 29. In particular, the highway element of the policy which includes terms 'good transport connections' and 'local' were highlighted as presenting issues as the terminology is open to interpretation. Additionally, phrases such as 'special need' and curtilage have previously encountered objections. This has led to difficulties where the policy is tested and placed under scrutiny.

Relevant national policy updates

- 3.96 There are no policy updates that have been identified relevant to the locational criteria for waste sites.

Should this issue be addressed?

- 3.97 During the 7 years, only two permissions have been granted contrary to Policy 29, both considered exceptions either due to a specific waste or the Certificate of Lawful Use permission process. Greater scrutiny has also shown that in some circumstances, the lack of clarity of the terminology used within the Policy has led to difficulties in implementation.
- 3.98 It is recognised that the policy would benefit from clarification of these terms, but it is not considered necessary to update the Plan in order to make these improvements. Therefore, it is considered that this issue does not need to be addressed through an update of the Plan.

RAG Review status

- 3.99 The wording of the policy would benefit from clarification which should be kept under review.

Amber

³³ Breamore Marsh, Breamore Estate Lane, Nr Fordingbridge SP6 2DF: 14/11272

³⁴ Stapeley Manor Farm, Long Lane, Odiham, Hook Hampshire RG29 1JE: 14/01791/CMA

Construction, demolition and excavation waste development (Policy 30)

- 3.100 Policy 30 aims to encourage beneficial uses for construction, demolition and excavation (CDE) waste. A considerable amount of CDE reuse and recycling happens on site or at exemption sites, in ways that are not part of the waste management regime. There may be a case for measuring sales of CDE and amounts used beneficially, however consideration would need to be given about the remit of the waste planning regime. The existing indicator may align better with Policy 18 (Recycled and secondary aggregate development).

Relevant national policy updates

- 3.101 Nationally there has been a slight adjustment to which beneficial uses of inert material are considered recovery and which are classed as inert landfill.

Should this issue be addressed?

- 3.102 This policy needs to be viewed in combination with Policy 18 (Recycled and secondary aggregate development) to avoid repetition and to focus on the stated aims of the policy, namely, to promote beneficial outcomes for the use of inert CDE waste.
- 3.103 Work has been ongoing at a regional level, through the South East Waste Planning Group, to improve understanding of beneficial uses of inert waste and this work should be incorporated in future updates of the policy.
- 3.104 The current indicator shows a declining trend from a high of 2 million tonnes recycled and recovered inert waste in 2015, to just over 1 million tonnes in 2018. In addition to the need to explore the appropriateness of the indicator and the interactions with Policy 18, it is considered that this issue does need to be addressed through an update of the Plan.

RAG Review status

- 3.105 The wording of the policy would benefit from clarification on its purpose and more suitable monitoring and indicators to determine the extent of beneficial outcomes should be explored.

Red

Long-term safeguarding (Policy 34)

- 3.106 During the 7-year period, there has only been one occurrence where a planning permission has been granted in a safeguarded area (application 14/00865/OUT, Land at Chapel Hill, Kingsclere, Basingstoke was permitted affecting Basingstoke Sidings).
- 3.107 However, although the site is an ‘existing’ siding (as per (v) of Policy 34), the site is included in the HMWP as an allocation and therefore, is monitored under Policy 16 (Safeguarding – minerals infrastructure).
- 3.108 None of the listed areas in Policy 34 have been subject to safeguarding consultations.
- 3.109 The Mineral Planning Authority continues to engage the Local Planning Authorities with regards to Safeguarding. In addition, a Minerals and Waste Safeguarding Supplementary Planning Document (adopted in February 2016) was produced to further assist ongoing engagement.

Relevant national policy updates

- 3.110 Although not National Policy, in 2016, the Port of Southampton Port Master Plan – Consultation Draft was published by Associated British Ports (ABP)³⁵. The draft Master Plan covers 2016 to 2035 and outlines the proposals for the strategic land reserve at Dibden Bay.
- 3.111 This area is referred to as “land located to the north west of Hythe” in part (i) of Policy 34. As these expansion proposals are progressed by ABP, the draft Port Master Plan makes specific reference to Policy 34 of the HMWP (see para. 3.22).

Should this issue be addressed?

- 3.112 The permission granted contrary to safeguarding advice is not considered relevant to Policy 34 in this instance. The draft Port Master Plan produced by ABP does recognise the relevance of the HMWP and specifically Policy 34. Therefore, it is considered that this issue does not need to be addressed through an update of the Plan.

RAG Review status

- 3.113 The wording of the policy does not need to be updated.

Green

³⁵Port of Southampton Port Master Plan 2016-2035: Consultation Draft (Associated British Ports, 2016) - <http://www.southamptonvts.co.uk/admin/content/files/New%20capital%20projects/Master%20Plan%202016/Master%20Plan%202016%20-%20202035%20Consultation%20Document%20Oct%202016.pdf>

Summary of Review status

Policy Number & Title	RAG status
Policy 5: Protection of the countryside	Green
Policy 15: Safeguarding - mineral resources	Green
Policy 17: Aggregate supply - capacity and source	Red
Policy 18: Recycled and secondary aggregates development	Red
Policy 23: Chalk Development	Green
Policy 25: Sustainable waste management	Amber
Policy 27: Capacity for waste management development	Amber
Policy 28: Energy recovery development	Green
Policy 29: Locations and sites for waste management	Amber
Policy 30: Construction, demolition and excavation waste development	Red
Policy 34: Safeguarding potential minerals and waste wharf and rail depot infrastructure	Green

4. Issues to be reviewed and may need to be addressed

- 4.1 This section explores in more detail the issues identified through the Monitoring Reports (MRs).
- 4.2 Consideration is given to the circumstances around the short-term breaches that may have occurred or the trends that have raised an issue with delivery.
- 4.3 Where comments have been raised by Plan practitioners (namely Development Management or Policy officers) on the implementation of the relevant policy these are also outlined.
- 4.4 A RAG (Red, Amber, Green) Review status and review update requirement is provided for each policy and is determined as follows:

Review shows that the policy does not need to be updated.	Green
Review shows that the policy does need to be updated with additional allocations, where possible.	Amber
Review shows that the policy requirements need to be updated.	Red

Community benefits (Policy 14)

- 4.5 In the past seven years, no major applications have resulted in community benefits. Therefore, the percentage of applications is less than 50%.
- 4.6 However, implementation of this policy has highlighted that it does not relate directly to work done by the Minerals or Waste Planning Authority (MWPA) as it refers to bilateral agreements that do not include the MWPA. The policy provides more of a position in support of these separate agreements.
- 4.7 It is also difficult to monitor on an annual basis as such agreements can take time to be established and implemented and lie outside of the planning process. There is also no obligation for such agreements to be reported to the MWPA.

Relevant national policy updates

- 4.8 In 2016, the Government announced a community benefits funding scheme for host communities for shale gas - Shale Wealth Fund. In addition, the shale gas industry sets out its commitment to community engagement in its Charter. The Charter sets out what communities can expect from companies developing shale in their areas. This includes a commitment to a package for communities that host shale development which includes £100,000 in community benefits per well-site where fracking takes place (at exploration stage), 1% of revenues will be paid out to communities (at production). However, in November 2019, the Government placed a moratorium on fracking following the publication of scientific analysis which found that it is not currently possible to accurately predict the probability or magnitude of earthquakes linked to fracking operations.

Should this issue be addressed?

- 4.9 It is considered that this issue does need to be addressed through an update of the Plan. The Policy should be removed as the support for community engagement is already provided in the supporting text of Policy 1 (Para. 3.4).

RAG Review status

- 4.10 The Policy needs to be removed and further clarification provided in Para. 3.4.

Red

Aggregate wharves and rail depots (Policy 19)

- 4.11 Policy 19 seeks to ensure that there is sufficient wharf and rail capacity for the importation of marine-won sand and gravel and other aggregates. Capacity is to be provided by existing sites, allocated sites and criteria for determining new proposals.
- 4.12 The level of capacity of both wharves and depots during the 7-year period are declining with no significant change between 2015 and 2017. However, in 2018, rail depot capacity has increased slightly, and wharf capacity has declined further.
- 4.13 In relation to wharves, the monitoring trigger is a reduction of more than 256,000 tonnes per annum (10% of 2.56 mtpa). A significant reduction (350,000 tpa (top estimate)) occurred during 2014-2015 with the loss of Tipner Wharf which was considered unsuitable for wharf operations.
- 4.14 It should be noted that from 2016, capacity has been surveyed through the Aggregate Monitoring (AM) survey. Prior to receipt of this data, capacity had been judged on the highest level of sales in previous years. It is recognised that circumstances may change at sites over time which can impact on capacity and it is believe this is what has resulted in the reduction of capacity. In addition, a poor response rate from the wharves in 2018 (1/6 return) may be the cause for the further decline in capacity, as sales figures were used where data was absent.
- 4.15 Tipner Wharf in Portsmouth has now been redeveloped. This regeneration proposal was recognised in the HMWP and therefore, the site was not safeguarded.
- 4.16 It should also be noted that an application was submitted to extend Kendalls Wharf in Portsmouth³⁶. However, this application has stalled as the proposed compensation measures have not been approved by Natural England.
- 4.17 No new wharf sites have been proposed. However, the safeguarded area 'land located to the north west of Hythe' (also known as Dibden Bay) has been included as a strategic land reserve in the Port of Southampton Port Master Plan – Consultation Draft which was published by Associated British Ports (ABP)³⁷ in 2016. The draft Master Plan covers 2016 to 2035 and recognises that the strategic land reserve is safeguarded through Policy 34 (see 'Safeguarding potential minerals and waste wharf and rail depot infrastructure' (Policy 34)). Should this proposal come forward, consideration will need to be given to the provision of a minerals (and possibly waste) wharf as part of the development. This could have wider implications for existing wharves in the Southampton area. Should the capacity be viewed as a replacement to existing wharf capacity, these sites may be viewed as potential waterside regeneration sites.

³⁶ Kendalls Wharf Application - <http://publicaccess.portsmouth.gov.uk/online-applications/applicationDetails.do?keyVal=OWVWPNMOHRB00&activeTab=summary>

³⁷Port of Southampton Port Master Plan 2016-2035: Consultation Draft (Associated British Ports, 2016) - <http://www.southamptonvts.co.uk/admin/content/files/New%20capital%20projects/Master%20Plan%202016/Master%20Plan%202016%20-%202035%20Consultation%20Document%20Oct%202016.pdf>

- 4.18 In relation to rail depots, the monitoring trigger is a reduction of more than 130,000 tonnes per annum in capacity (10% of 1.3 mtpa). A significant reduction occurred during 2014-2015. As there was no change in the number of sites, it is assumed that this was due to changes to the operations on the site leading to reports of reduced capacity. In addition, in 2018, Kendall's rail depots were taken over by Aggregate Industries. This may explain the change in capacity reported through the AM survey.
- 4.19 There are two allocated aggregate rail depot sites in the HMWP: Basingstoke Sidings; and Micheldever Sidings. Whilst there has been some limited interest raised regarding Basingstoke Sidings in the 7-year period, no formal discussions have been held or applications submitted for either of the allocations.
- 4.20 Micheldever Sidings has featured in previous plans but has not come forward for development.

Relevant national policy updates

- 4.21 In 2016, the Government announced a programme of development of railway stations and surrounding land to deliver homes and jobs to boost local growth³⁸. Network Rail and the Homes and Communities Agency will work with local councils to identify development opportunities with the ambition of delivering 10,000 new homes. Proposals have already been drawn up in York, Taunton and Swindon to deliver housing and regeneration. In order to release land for regeneration, Network Rail will need to provide evidence to the Office of Rail and Road that the land is no longer required for the railway.
- 4.22 The NPPF states that 'significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering genuine choice of transport modes'³⁹.
- 4.23 The drive for delivering homes and jobs at railway stations may create competition on land near railways. This may lead to an increase in pressure on safeguarding existing or allocated minerals and waste sites in these locations.

Should this issue be addressed?

- 4.24 Policy 19 supports aggregate wharf and rail depot development to ensure sufficient capacity to meet requirements and new wharf or rail depot development is supported through the criteria contained in Part 3 of Policy 19. However, further opportunities may be available.

³⁸ Government Press Release - <https://www.gov.uk/government/news/regeneration-of-stations-set-to-deliver-thousands-of-new-properties-and-jobs>

³⁹ NPPF (Para. 103) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf

4.25 Therefore, it is considered that this issue does need to be addressed by exploring further site options through an update of the Plan. However, the wording does not necessarily need to be updated as the existing policy makes provision for further development to address any shortfall in reserves.

RAG Review status

4.26 The wording of the policy does not need to be updated but site options should be explored through an update of the Plan.

Amber

DRAFT

Local land-won aggregate (Policy 20)

- 4.27 Policy 20 seeks to maintain of the landbank for 7 years of permitted reserves of sand and gravel through: the extraction of remaining reserves at permitted sites as listed; extensions to specific sites listed; new listed sand and gravel allocations; and new proposals which meet the criteria in 20 (4).
- 4.28 The landbank is monitored annually to ensure that sufficient supply is provided. The monitoring trigger is a breach of the 7 years over two years. The landbank dropped below the target in 2016 and has remained below the 7 years requirement (calculated against the Local Requirement rate). Therefore, the provision specified in the NPPF of at least seven years⁴⁰ has not been met.
- 4.29 Part 2 and 3 of Policy 20 outline specific sites which have been allocated as being suitable for development. Table 5 highlights the status of each of the allocations, as of September 2020.

Table 5: HMWP Allocation status in 2018

Site	Proposal	Permitted?	Other information
Bleak Hill Quarry extension	Sand & gravel extraction	Yes ⁴¹ Subject to legal agreement	Awaiting completion of legal agreement following determination at Regulatory Committee on 16 September 2020.
Bramshill Quarry extension	Sand & gravel extraction	No	No response provided.
Cutty Brow	Sand & gravel extraction	No	Application not currently anticipated.
Forest Lodge Home Farm	Sand & gravel extraction	Yes ⁴²	Extraction commenced with completion of restoration expected by 11 July 2027.
Hamble Airfield	Sand & gravel extraction	No	Application expected mid 2021
Purple Haze	Sand & gravel extraction and reserve landfill	No	EIA scoping received 17 June 2020 and public engagement is being undertaken by the applicant. An application is expected in the near future ⁴³ , early 2021.

⁴⁰ NPPF (Para. 207) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf

⁴¹ Bleak Hill Quarry Application - <https://planning.hants.gov.uk/ApplicationDetails.aspx?RecNo=20535>

⁴² Forest Lodge Farm Application - <https://planning.hants.gov.uk/ApplicationDetails.aspx?RecNo=17774>

⁴³ Source: Correspondence with David Jarvis Associates on behalf of the Somerley Estate (18/06/2018)

Roeshot	Sand & gravel extraction	Yes ⁴⁴ Subject to legal agreement	Awaiting completion of legal agreement following determination at Regulatory Committee on 19 June 2019.
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4.30 Policy 20 recognises that there is a shortfall in supply despite the allocated sites and this is expected to be met through unplanned opportunities. During the 7-year period, the opportunities in Table 6 have contributed to (or may) sand and gravel supply.

Table 6: Unplanned opportunities

Site	Proposal	Permitted	Other information
Kingsley Quarry Extension	Soft sand and silica sand extraction	Yes ⁴⁵	Granted on 18 March 2020 with completion of restoration expected by 18 March 2031. Estimated 994,000 tonnes of silica sand.
Downton Manor Farm Extension	Sand & gravel extraction	Yes ⁴⁶	Granted on 18 April 2018 with completion of restoration expected by 18 April 2034. Extraction area extended by 18.4 ha. Estimated tonnage of 760,000 tonnes of sand and gravel, at an extraction rate of between 70,000 – 150,000 tonnes per year.
Roke Manor Farm Extension	Sand & gravel extraction	Yes ⁴⁷	Granted on 11 October 2018 Extraction area extended by 2.7 ha. Estimated tonnage of 50,000 tonnes of sand and gravel.
Frith End Quarry	Importation of aggregate.	Yes ⁴⁸	Importation, handling and re-sale of soft sand from Whitehill Bordon Relief Road scheme. Estimated tonnage of 0.048Mt.
Five Oaks Farm	Soft sand and restoration	No. Application currently being determined, validated 07 July 2020	Up to 230,000 tonnes of soft sand with 435,000 tonnes of infill.

⁴⁴ Roeshot Application - <https://planning.hants.gov.uk/ApplicationDetails.aspx?RecNo=17204>

⁴⁵ Kingsley Quarry Extension Application - <https://planning.hants.gov.uk/ApplicationDetails.aspx?RecNo=19368>

⁴⁶ Downton Manor Farm Extension Application - <https://planning.hants.gov.uk/ApplicationDetails.aspx?RecNo=18645>

⁴⁷ Roke Manor Farm Extension Application - <https://planning.hants.gov.uk/ApplicationDetails.aspx?RecNo=18831>

⁴⁸ Frith End Application - <https://planning.hants.gov.uk/ApplicationDetails.aspx?RecNo=19598>

- 4.31 Alongside the known opportunities outlined in Table 6, on-going discussions are taking place with the districts and boroughs regarding their proposed Local Plan housing allocations and opportunities for prior extraction including Eastleigh Borough Council and East Hampshire District Council. New Forest District Council recently adopted (July 2020) Part 1 (Planning Strategy) of its Local Plan. The Local Plan includes a number of sites within the Minerals Safeguarding Area and the Plan makes specific requirement for Mineral Resource Assessments. Opportunities to engage in further plan preparation with Hampshire's other districts and boroughs will be sought as plan preparation commences.
- 4.32 Whilst the landbank has been below the required 7 years since 2016, it should be noted that, permission was granted for Roeshot in 2019 (subject to legal agreement) therefore, this will increase the reserves for 2019 (3 million tonnes). Bleak Hill Quarry application (0.5 million tonnes) was submitted in 2019 and is yet to be determined. Applications are anticipated for Purple Haze (4.0 million tonnes) and Hamble Airfield (1.5 million tonnes) in 2021.
- 4.33 Each of these proposals, should they all be approved, will have a positive impact on the landbank by increasing the permitted reserves. Although it should be noted that there can be delays to commencement of extraction and therefore, reserves elsewhere will be depleted prior to these proposals contribute to supply. It is also currently unknown what impact the current recession and exit from the European Union will have on construction supply and demand.
- 4.34 Part 4 of Policy 20 seeks to support further development proposals to ensure the maintenance of the landbank provided they meet the criteria. Part 4 (a) requires a demonstration that the existing allocations cannot deliver the landbank and / or the proposal maximises an existing quarry. Part 4 (b) supports prior extraction, Part 4 (c) supports proposals for a beneficial use and Part 4 (d) supports proposals for a 'specific local requirement'.
- 4.35 The HMWP states that soft sand supply will be provided by remaining reserves and new allocated sites, including:
- a. Permitted sites:
 - i. Blashford Quarry (including Plumley Wood / Nea Farm), Ringwood
 - ii. Frith End Sand Quarry, Sleaford
 - iii. Kingsley Quarry, Kingsley
 - b. Allocated sites:
 - i. Forest Lodge Home Farm, Hythe
 - ii. Purple Haze, Ringwood Forest
- 4.36 It should be noted that the Kingsley extension is for the supply of silica sand not soft sand and therefore, does not increase the landbank for soft sand.
- 4.37 The Purple Haze is the last remaining soft sand allocation and would serve the south-west Hampshire/Dorset/Christchurch market rather than the north Hampshire market (subject to permission).

- 4.38 Within Hampshire, soft sand reserves are scarce and are concentrated in a small number of areas, in contrast to reserves of sharp sand and gravel which are more widely distributed.
- 4.39 Soft sand is currently extracted in western Hampshire from Nea Farm (Plumley Wood) in Ringwood Forest and east Hampshire at Frith End and Kingsley. As with sharp sand and gravel sites, the soft sand sites supply all of Hampshire as well as some adjacent market areas.

Relevant national policy updates

- 4.40 Although not national policy, the Minerals Products Association published the UK Minerals Strategy in 2018⁴⁹. The Strategy seeks to highlight the link between the need for more housing and infrastructure and the supply chain of minerals that enables them to be delivered. It states that a demand in supply is likely to increase and that permitted reserves are declining and not replenishing at an equivalent rate to enable a steady supply. The Strategy also identifies that some local shortages of minerals are already evident including certain sands and this issue is likely to increase further.
- 4.41 In relation to planning and regulation, the UK Strategy highlights that it can take up to 15 years from identifying a potentially viable resource to securing planning permission. Therefore, the Strategy states that up-to-date development plans are required to provide certainty for operators to invest in development.

Should this issue be addressed?

- 4.42 The 2018 Local Aggregate Assessment reported that the local requirement landbank has been below 7 years since 2016. Whilst it is recognised that the applications have not yet been determined, there are applications (both for allocations and for unplanned opportunities) in the pipeline which indicates that Policy 20 is encouraging development to maintain the landbank.
- 4.43 The promoters of most of the remaining allocations have suggested that these will come forward during the remaining life of the Plan. Policy 20 supports further proposals for new sites to meet the landbank should monitoring indicate that the sites listed within the Policy are unlikely to be delivered.
- 4.44 Therefore, whilst the landbank for both sharp sand and gravel and soft sand are below the required 7 year minimum, the pipeline applications suggest that the policy is not preventing applications being forthcoming but is likely to be with the forecasted capacity requirements outlined in Policy 17 (Aggregate supply – capacity and source).
- 4.45 The existing policy does seek to enable development to maintain the landbank. However, in addition to consideration of the required capacity, further opportunities for extraction should be explored to provide more certainty of supply for both soft sand and sharp sand and gravel.

⁴⁹ UK Minerals Strategy (2018) - http://www.mineralproducts.org/documents/UK_Minerals_Strategy.pdf

4.46 Therefore, it is considered that this issue does need to be addressed by exploring further site options through an update of the Plan. However, the wording does not necessarily need to be updated as the existing policy makes provision for further development to address any shortfall in the landbank.

RAG Review status

4.47 The wording of the policy does not need to be updated but site options should be explored through an update of the Plan.

Amber

DRAFT

Silica sand (Policy 21)

- 4.48 Silica sand, also known as industrial sand, is used by the construction industry (as a non-aggregate) for a range of specialist uses but also high value industrial applications such as glass and chemical manufacture, water filtration and recreational uses.
- 4.49 The National Planning Policy Framework (NPPF) identifies silica as a mineral of local and national importance⁵⁰. Furthermore, the NPPF requires MPAs to plan for a steady and adequate supply of industrial minerals. This includes the provision of a stock of permitted reserves of at least 10 years for individual silica sand sites⁵¹.
- 4.50 There are two permitted sand and gravel quarries in Hampshire which provide silica sand: Frith End Quarry and Kingsley Quarry. It is acknowledged that resources at Kingsley and Frith End have properties with silica sand uses. However, historical data identified the quarries as soft sand only.
- 4.51 Data on silica sand has only been available since 2013. Due to confidentiality, sales data cannot be reported individually and therefore, a three-year average has been applied which shows a decrease in sales during this period. Based on the three-year average (2016-2018), collectively, the permitted reserves amounted to 3 years and based on 2018 sales was only 2.5 years. These figures fall significantly short of the 10 years of permitted reserves at each site required by the NPPF.
- 4.52 The resources at Frith End and Kingsley can be classed as soft sand or silica, any sales of the resources as non-aggregate (silica) depletes the soft sand reserves (see 'Aggregate supply – capacity and source' (Policy 17)). However, it should be noted that although the resources can be classed as silica, the current use of the sand is not currently for industrial purposes. The main use of the silica sand at Kingsley is for sports surfaces⁵².
- 4.53 The majority of resources which have silica sand properties in Hampshire are found either within or very close to the South Downs National Park. National Policy states that great weight should be given to National Parks and planning permission should be refused for major development except in exceptional circumstances⁵³.
- 4.54 In March 2020, permission was granted for an extension to Kingsley Quarry⁵⁴ which falls just outside of the National Park. This permission provides 994,000 tonnes of silica sand.

⁵⁰ NPPF (Annex 2: Glossary) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf

⁵¹ NPPF (Para. 208 (c))

⁵² Planning Statement (supporting Kingsley Quarry Extension Application (May 2018))

⁵³ NPPF (Para. 172)

⁵⁴ Application No: 51188/003 - <https://planning.hants.gov.uk/ApplicationDetails.aspx?RecNo=19368>

- 4.55 Applying the three-year average sales (which also includes Frith End and therefore, is assumed to be higher than the actual sales), the proposal increases the permitted reserves of the Kingsley site to over 10 years. However, the permitted reserves at Frith End would remain below 10 years.
- 4.56 In 2017, a national silica sand group was established to meet the requirements of the NPPF which required ‘co-operating with neighbouring and more distant authorities to co-ordinate the planning of industrial minerals to ensure adequate provision is made to support their use in industrial and manufacturing processes’⁵⁵. Hampshire County Council is an active member of this group.

Relevant national policy updates

- 4.57 No relevant policy updates.

Should this issue be addressed?

- 4.58 The existing policy does seek to enable development to maintain permitted reserves provided that ‘proposals do not have an unacceptable environmental or amenity impact either alone or in combination with other plans or projects’. However, further opportunities may be available.
- 4.59 Therefore, it is considered that this issue does need to be addressed by exploring further site options through an update of the Plan. However, the wording does not necessarily need to be updated as the existing policy makes provision for further development to address any shortfall in reserves.

RAG Review status

- 4.60 The wording of the policy does not need to be updated but site options should be explored through an update of the Plan.

Amber

⁵⁵ NPPF (Para. 208) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/733637/National_Planning_Policy_Framework_web_accessible_version.pdf

Brick-making clay (Policy 22)

- 4.61 The National Planning Policy Framework (NPPF) identifies brick clay as a mineral of local and national importance⁵⁶. Furthermore, the NPPF requires MPAs to plan for a steady and adequate supply of industrial minerals. This includes the provision of a stock of permitted reserves of at least 25 years⁵⁷.
- 4.62 Hampshire has two local brickworks: Michelmersh, near Romsey and Selborne in the South Downs National Park. These brickworks produce bricks from local brick-making clay, although only Michelmersh is currently operational.
- 4.63 In 2014, permission was granted for the extension site allocated in the HMWP and extraction commenced in 2017. This led to a significant increase in permitted reserves. However, despite a relative improvement in permitted reserves in recent years, the 25 years has not and will not be achieved.
- 4.64 Selborne brickworks does not have a current operational clay reserve and there is no activity at this site.

Relevant national policy updates

- 4.65 The NPPF (2019) introduced a new criterion (208 (d)) in relation to the provision of brick clay for industrial purposes. The criteria states that Minerals Planning Authorities should 'take account of the need for brick clay from a number of different sources to enable appropriate blends to be made'⁵⁸.

Should this issue be addressed?

- 4.66 It is recognised that Michelmersh (and Selborne) do not currently collectively contain 25 years permitted reserves. However, the permission at Michelmersh has increased the permitted reserves at this site significantly. It is considered unlikely, based on the work undertaken during the preparation of the HMWP, that further suitable resources are available in the locality of the brickworks.
- 4.67 It is not anticipated that Selborne will operate as brickworks in the near future. Its potential to commence production within the Plan period is unknown and will depend on obtaining the relevant planning permissions.
- 4.68 The existing policy does seek to enable development to maintain permitted reserves provided that the site allocations are not deliverable (the Michelmersh allocation is currently being delivered and there is no evidence to suggest that the Selborne

⁵⁶ NPPF (Annex 2: Glossary) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf

⁵⁷ NPPF (Para. 208 (c))

⁵⁸ NPPF (Para. 208 (d))

allocation will be delivered in the near future) and that there is a 'demonstrable need for the development' and / or the 'extraction of brick-making clay is incidental'.

4.69 Whilst it could be argued that further allocations should be identified to provide certainty of supply at Michelmersh, work undertaken to support the HMWP highlighted that alternative site options in the area are limited due to availability of suitable resources. Policy 22 currently makes provision for the need for clay extraction outside of the sites identified and therefore, can enable the supply of brick clay from different sources should this be required for blending.

4.70 Therefore, it is considered that this issue does need to be addressed by exploring further site options through an update of the Plan. However, the wording does not necessarily need to be updated as the existing policy makes provision for further development to address any shortfall in reserves.

RAG Review status

4.71 The wording of the policy does not need to be updated but site options should be explored through an update of the Plan.

Amber

Non-hazardous landfill (Policy 32)

- 4.72 Policy 32 supports landfill development to enable the capacity necessary to deal with Hampshire's waste to 2030. This is expected to be provided at: remaining permitted capacity at existing listed sites; additional capacity at listed sites; and additional capacity at other suitable sites that accord with the criteria.
- 4.73 Whilst the majority (95%) of household waste is diverted from landfill, the remaining amount still needs to be landfilled. Therefore, sufficient landfill capacity is required to meet these needs in the near future. In the longer term, technological solutions may deliver an alternative treatment option.
- 4.74 At the time the HMWP was prepared, it was estimated that there was 8 years of remaining capacity which would be exhausted by 2018/19⁵⁹. In line with the absence of new provision of landfill there has been a declining trend in the lifetime of landfill capacity, with a low point in 2017 (2.4 years). In 2018 this increased to 3.7 years as reduced amounts of waste were received at the remaining landfill in Blue Haze.
- 4.75 The lifetime of landfills is monitored annually to ensure that sufficient capacity is provided. The lifetime of landfill capacity dropped below 4 years in 2015 and has remained that way.
- 4.76 In 2016, Squabb Wood Landfill closed earlier than anticipated and is currently being restored. Squabb Wood is listed in Policy 32 in Part 1 (ii) as an existing site to provide remaining capacity and Part 2 (i) as the site that could provide additional capacity. The closure of the site means that the proposed extension of this site will not be implemented. This has been confirmed by the operator. With the early closure of the landfill both the remaining capacity at the site and any additional capacity that could have been provided have been lost.
- 4.77 Policy 32, Part 3 lists the allocated soft sand extraction Purple Haze as a reserve site for landfill. Purple Haze has not yet been permitted, though the site promoter has indicated that a planning application should be forthcoming in the near future. The current proposals for the site (at the scoping opinion stage) specifically make no provision for non-hazardous landfill. As the potential landfill capacity of this site could be up to 4 million tonnes this represents a significant loss of capacity and the loss of the only new landfill allocation.
- 4.78 The South East Waste Planning Advisory Group (SEWPAG) which is formed of all of the Waste Planning Authorities in the South East, has recognised that the early closing and lack of replacement of non-hazardous landfill is a regional issue and is currently preparing a Landfill Joint Position Statement. The issue partly represents the successful diversion of waste from landfill. The Statement of Common Ground prepared by SEWPAG recognises that there is likely to be a move towards regionally strategically landfill sites in the near future.

⁵⁹ Assessment of Need for Waste Management Facilities in Hampshire: Landfill and Surcharging Report (2012).

Relevant national policy updates

- 4.79 The National Planning Policy for Waste⁶⁰ (NPPW) sets out detailed waste planning policies to which local planning authorities need to have regard. The NPPW recognises that when preparing Waste Local Plans there is a need to drive waste management up the waste hierarchy whilst recognising the need for a mix of facilities as well as adequate provision for waste disposal⁶¹.
- 4.80 The Resources and waste strategy (2018) seeks to enable the circular economy, improve recycling rates, drive greater efficiency of energy from waste plants, as well as directly reduce plastic and food waste not being recycled. All of these proposed policy and legislative drivers have the potential to further reduce waste going to landfill.

Should this issue be addressed?

- 4.81 Policy 32 seeks to provide sufficient landfill capacity. The estimated capacity forecasts appear to be accurate with a slight increase in lifetime capacity in 2018. However, non-hazardous landfill capacity is recognised as a regional issue and is being addressed by Waste Planning Authorities through the creation of a Position Statements and Statements of Common Ground. Therefore, whilst the capacity is not meeting the required level of 4 years, it is recognised that there is existing provision in the policy that the market has chosen not to take up. As such, it is considered that this issue does not need to be addressed through an update of the Plan, however in the case of a Plan update the issue would need to be reviewed to ensure all appropriate steps are being taken.

RAG Review status

- 4.82 The wording of the policy does not need to be updated, however in the case of a Plan update the policy and evidence would need to be reviewed to see if further allocations are necessary and possible.

Amber

⁶⁰ National Planning Policy for Waste (2014) - <https://www.gov.uk/government/publications/national-planning-policy-for-waste>

⁶¹ NPPW (Para. 3).

Summary of Review status

Policy Number & Title	RAG status
Policy 14: Community Benefits	Red
Policy 19: Aggregate wharves and rail depots	Amber
Policy 20: Local land-won aggregates	Amber
Policy 21: Silica sand development	Amber
Policy 22: Brick-making clay	Amber
Policy 32: Non-hazardous waste landfill	Amber

5. Effectiveness of the Vision, Plan Objectives, Spatial Strategy & Key Diagram

- 5.1 It is recognised that Vision was considered briefly in the 2018 Review of the Plan but that the Plan Objectives, Spatial Strategy and Key Diagram were not addressed.

Vision

- 5.2 The Vision of the HMWP is ‘Protecting the environment, maintaining communities and supporting the environment’. The purpose of the Vision was to reflect the pillars of sustainability.
- 5.3 The 2018 Review concluded that the Plan was delivering the Vision but the issues raised through this Review suggest that whilst the development policies which control development are working effectively, the delivery policies are not necessarily supporting the economy, particularly in relation to aggregate supply.
- 5.4 Achieving sustainable development is still at the core of the NPPF⁶² and therefore, the Vision is still relevant. However, since adoption of the Plan, many of the partner Authorities have declared climate emergencies, which requires a re-focus on how the Authorities plan for the future.
- 5.5 In addition, Hampshire County Council launched the Hampshire 2050 Commission of Inquiry which ran from May 2018 to October 2019 and explored future prosperity, quality of life, and protection and enhancement of the character and environment of Hampshire. The HMWP currently looks to guide minerals and waste decision-making up to 2030. As such, there is an opportunity to align the HMWP with the Hampshire 2050 Vision principles.
- 5.6 The wording of the Vision would also benefit from a clearer relevance to minerals and waste planning and the inclusion of geographical specificity.

Plan Objectives

- 5.7 A suite of Plan objectives is set out in the HMWP that are intended to deliver the Vision and Spatial Strategy. A table showing the relationship between the Plan’s objectives and policies is set out in Appendix 1. The Table demonstrates that most of the objectives are addressed directly by the policies. Therefore, they are generally fit-for-purpose in delivery of the Vision through the policies as they currently stand. However, the review has highlighted that it is not clear how Policy 21 (Silica sand development) is addressed within the objectives as this is not an aggregate.

⁶² NPPF (Section 1) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf

- 5.8 As this 2020 Review indicates that not all the policies are meeting their delivery objectives, then the Plan is also failing to meet its objectives to deliver the Vision.
- 5.9 Any update to the policies and/or Vision will require a further review of the Plan objectives. This would also ensure that they deliver the Vision in line with policy driver changes set out in Section 6, for instance in relation to biodiversity net gain and climate change. In addition, a review would ensure they are SMART⁶³. Plan readability would be improved with a clearer distinction between Plan Objectives and the Vision and Spatial Strategy.

Spatial Strategy & Key Diagram

- 5.10 The Spatial Strategy sets the context for the Plan's policies. It is important, therefore, that the Spatial Strategy is reviewed to ensure that the context it provides is up to date, for instance ensuring that it accounts for changes in areas of growth, resource demand, infrastructure and planned development.
- 5.11 Components of the Spatial Strategy are illustrated in the Key Diagram (Para. 2.47 of the Plan). The Key Diagram is a diagrammatic interpretation. However, a lack of definition elsewhere in the Plan has led to an assumption that the diagram represents boundaries for what should be a technical consideration. Policy 29 (Locations for waste management development) supports development to provide recycling, recovery and/or treatment of waste on suitable sites in "Areas along the strategic road corridors". Whilst it is not outlined as a definition of a "strategic road corridor", Para. 6.198 provides further guidance in that waste sites should be prioritised with "good transport connections to the strategic road network".
- 5.12 During an Appeal for Knowle Lane, the lack of definition of the strategic road corridor in Policy 29 meant that the applicant was seeking to determine whether the site was within the boundary of the strategic road corridor as shown on the Key Diagram⁶⁴. However, the Key Diagram illustrates the presumption of where the corridor would be by applying a 1-kilometre buffer to the Strategic Road Network but does not take into consideration "good connections". As such, clarification of how a strategic road corridor is defined would be beneficial for Para. 6.198 of the Plan.

⁶³ SMART: Specific, Measurable, Achievable, Realistic and Timely.

⁶⁴ See Planning Statement of Case (WYG) Para. 2.29 -

<https://planning.hants.gov.uk/ApplicationDetails.aspx?RecNo=17123>

6. Policy change drivers

- 6.1 As outlined in the previous sections, there have been a number of Government policy publications, announcements and consultations which have and will have an impact on the HMWP policies. Where these relate to the policies outlined in sections 3 and 4, these have already been discussed. However, there are implications on other policies which are outlined in this section.
- 6.2 Implementation of the HMWP policies by development management practitioners has also highlighted areas where further clarification of the terminology outlined in the policies would make them more effective. Therefore, where these clarifications have not been addressed in sections 3 and 4, they are also outlined in this section.

NPPF (2019)

- 6.3 Following consultation by the Ministry of Housing, Communities and Local Government (MHCLG), the National Planning Policy Framework (NPPF), published in 2012 was subsequently revised in 2018 and 2019⁶⁵.
- 6.4 There is a discreet but strong encouragement given to local planning authorities to move towards strategic plan-making (para. 24). This is an improvement on the original NPPF, which focused on the preparation of single all-encompassing local plans containing both strategic and development management policies; which do not easily lend themselves to joint preparation with neighbouring authorities.
- 6.5 Linked to this is the strengthening of the duty to co-operate with the addition of a requirement for the preparation of statements of common ground. These are required to document the cross-boundary issues to be addressed and the progress in dealing with them.
- 6.6 Other NPPF revisions include (but are not limited to):
- additional guidance on securing net gains for biodiversity;
 - uses of land and developing green and brown field land;
 - greater emphasis on design of development;
 - additional guidance on the change of use of land in the Green Belt;
 - additional guidance on flood risk;
 - consideration of undeveloped coasts and public access to the coast;
 - additional guidance on designated landscapes;
 - consideration of ground conditions and impacts of air quality on natural environment; and
 - greater emphasis on energy security.
- 6.7 The NPPF (2019) has a direct impact on the implementation of all the policies within the Plan.

⁶⁵ NPPF (2019) - <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

National Planning Policy for Waste (2014)

- 6.8 The National Planning Policy for Waste (NPPW)⁶⁶ sets out detailed waste planning policies to which local planning authorities need to have regard. A framework for Local Plan preparation is provided as well as on the need for waste management facilities and suitable sites on which they should be located. In relation to the determination of applications, provision is made for the consideration of impacts of non-waste development on existing or allocated waste sites.
- 6.9 The NPPW outlines much of the policy previously contained within Planning Policy Statement (PPS)10 which informed the preparation of the HMWP. As such, the HMWP is in conformity with the NPPW. Should further update occur, appropriate reference will be made in the updated HMWP.

Planning Practice Guidance (2014 onwards)

- 6.10 Planning Practice Guidance (PPG) was launched in 2014 by Government, following the adoption of the HMWP, to support the interpretation and implementation of the NPPF and NPPW. This is a live web-based resource, updated as necessary by MHCLG. The PPG includes references to Statements of Common Ground and specifically outlines the requirement for a Statement of Common Ground to be prepared for minerals and waste plans⁶⁷.

River Basin Management Plan (2016)

- 6.11 Originally published in 2009, the South East river basin district River Basin Management Plan (RBMP) was updated in December 2015, published in February 2016⁶⁸ and approved by the Secretary of State for Environment, Food and Rural Affairs. An updated draft South East river basin district RBMP is being consulted on (October 2020 – April 2021) and will be published later in 2021.
- 6.12 The purpose of the RBMP is to provide a framework for protecting and enhancing the benefits provided by the water environment in line with the requirements of the Water Framework Directive. To achieve this, and because water and land resources are closely linked, it also informs decisions on land-use planning.
- 6.13 The ambitions of the RBMP are delivered at the river catchment scale. Since 2012, formal Defra recognised Catchment Partnerships were established for each Water Framework Directive (WFD) catchment across England, as part of the Government's Catchment Based Approach (CaBA). Eight of these catchments are wholly or partly within Hampshire. Over the last few years, each catchment Partnership has prepared

⁶⁶ National Planning Policy for Waste (2014) - <https://www.gov.uk/government/publications/national-planning-policy-for-waste>

⁶⁷ Planning Practice Guidance - <https://www.gov.uk/government/collections/planning-practice-guidance>

⁶⁸ South East River Basin Management Plan - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/718337/South_East_RBD_Part_1_river_basin_management_plan.pdf

and updated a Catchment Action Plan for its respective catchment, which encapsulate a range of objectives and actions that reflect the ambitions of partners, including Hampshire County Council. Policies 2, 3, 9, 10, 11 and 31 are most closely aligned with the delivery of the RMBP through action at the Catchment level.

Clean Growth Strategy: Leading the way to a low carbon future (2017)

- 6.14 The Clean Growth Strategy⁶⁹ sets out a comprehensive set of policies and proposals that aim to accelerate the pace of “clean growth”, i.e. deliver increased economic growth and decreased emissions.
- 6.15 Policies 1 and 2 are most closely aligned with the policies and proposals in the Strategy.

The 25 Year Environment Plan (2018)

- 6.16 The 25 Year Environment Plan⁷⁰ sets out Government action to help the natural world regain and retain good health. It aims to deliver cleaner air and water in our cities and rural landscapes, protect threatened species and provide richer wildlife habitats. It calls for an approach to agriculture, forestry, land use and fisheries management that puts the environment first. The Plan sits alongside the Government’s Clean Growth Strategy and Industrial Strategy.
- 6.17 The Plan strives to ensure that communities are “Using resources from nature more sustainably and efficiently” and “Minimising waste”. Great emphasis is placed on ‘natural capital’. The policies in the HMWP are aligned with the protection principles of this plan, particularly policies 2-6.
- 6.18 There is a noticeable change in focus to not only protect the natural capital that already exists but enhancing this where possible. This extra step is needed to increase resilience to climate change. Policy 9 of the HMWP is most closely aligned with this national policy change and may need strengthening to ensure mineral and waste development is aligned with national policy objectives. There is also a renewed emphasis on, not only conserving protected landscapes such as National Park and AONBs, but also enhancing them.
- 6.19 The detrimental effects of plastic on the environment have been widely covered in the press. The 25 Year Environment Plan sets out guidelines on how to transition to materials that can be recycled more easily leading to a reduction in overall waste. Policy 25, which relates to sustainable waste management, will need to encompass this change.

⁶⁹ Clean Growth Strategy - <https://www.gov.uk/government/publications/clean-growth-strategy>

⁷⁰ 25 Year Environment Plan - <https://www.gov.uk/government/publications/25-year-environment-plan>

6.20 The Plan sets clear policy direction on “embedding an ‘environmental net gain’ for development, including housing and infrastructure”; this not only includes action to work with interested parties and streamline environmental processes but to widen environmental gains to include flood protection, recreation and improved water and air quality.

Industrial Strategy: Building a Britain fit for the future - White Paper (2018)

6.21 The Industrial Strategy⁷¹ sets out ‘how we are building a Britain fit for the future’ – how businesses will be helped to create better, higher-paying jobs with investment in the skills, industries and infrastructure of the future. The Government’s ambitions in the white paper in relation to regenerative circular economy, waste and energy infrastructure are particularly relevant to Policies 1, 2, 18, 25, 28 and 30.

Resources and Waste Strategy (2018)

6.22 The strategy⁷² sets out how we plan to double resource productivity and eliminate avoidable waste of all kinds (including plastic waste) by 2050, by:

- preserving stocks of material resources by minimising waste;
- promoting resource efficiency and moving towards a circular economy;
- minimise the damage caused to our natural environment by reducing and managing waste safely and carefully; and
- dealing with waste crime.

The strategy gives a clear longer-term policy direction in line with the 25 Year Environment Plan.

6.23 Policies 1, 18, 30 and 32 of the HMWP are most closely aligned with this national policy change and may need to be strengthened.

Review of Designated Landscapes (2019)

6.24 Following the publication of the 25 Year Environment Plan and implementing one of its key ambitions, the Government launched a review (‘Glover Review’) of designated landscapes (National Parks and Areas of Outstanding Natural Beauty - AONB) in England⁷³. The review concluded in September 2019 with the publication of a report containing 27 wide-ranging recommendations that span integrated environmental and landscape management, planning protection, nature recovery, governance, sharing of expertise, strengthening of statutory purposes and the resourcing and public awareness of AONBs. Policy 4 of the HMWP is specific to the protection of protected

⁷¹ Industrial Strategy - <https://www.gov.uk/government/publications/industrial-strategy-building-a-britain-fit-for-the-future>

⁷² Resources and Waste Strategy 2018 - <https://www.gov.uk/government/publications/resources-and-waste-strategy-for-england>

⁷³ Landscapes Review - <https://www.gov.uk/government/publications/designated-landscapes-national-parks-and-aonbs-2018-review>

landscapes. The Government is expected to announce its response to the report in late 2020. With almost 40% of Hampshire's land area covered by designated landscapes, any associated legislative and policy guidance changes will necessitate a review of Policy 4.

South Inshore and South Offshore Marine Plan (2018)

- 6.25 This Marine Plan⁷⁴ has been prepared for the purposes of Section 51 of the Marine and Coastal Access Act 2009 and has been adopted with the agreement of the Secretary of State for Environment, Food and Rural Affairs.
- 6.26 The plan introduces a strategic approach to planning within the inshore and offshore waters between Folkestone in Kent and the river Dart in Devon, providing a clear, evidence-based approach to inform decision-making by marine users and regulators on where activities might take place within the marine plan area.
- 6.27 A number of policies within the Marine Plan are relevant to Policies 17 and 24 of the HMWP.

The Climate Change Act 2008 (2050 Target Amendment) Order 2019

- 6.28 The Order⁷⁵ updates the Climate Change Act 2008 by replacing its target with the 2050 Net Zero Emission target in relation to greenhouse gases. Policy 2 (climate change) of the HMWP is most closely aligned to this modification.
- 6.29 Following the declaration of a climate emergency by Hampshire County Council in June 2019, the council adopted a 2050 carbon neutral target.

Environment Bill (2020)

- 6.30 The Environment Bill⁷⁶ will put the environment at the centre of policy making. It will make sure that we have a cleaner, greener and more resilient country for the next generation. The Bill includes details on:
- creating a new governance framework for the environment;
 - a new direction for resources and waste management;
 - improving air quality;
 - securing our water services;
 - enhancing our green spaces; and
 - updating laws on chemicals (REACH).

⁷⁴ South Marine Plan - <https://www.gov.uk/government/publications/the-south-marine-plans-documents>

⁷⁵ Climate Change Order - <https://www.legislation.gov.uk/ukdsi/2019/9780111187654>

⁷⁶ Environment Bill 2020 - <https://www.gov.uk/government/publications/environment-bill-2020>

- 6.31 The Bill introduces a new requirement for the Secretary of State to prepare a statutory Environmental Improvement Plan (EIP) and confirms that the Government's 25 Year Environment Plan (outlined above) will be the first EIP.
- 6.32 An important aspect of the Environment Bill is the power to set long-term, legally-binding environmental targets⁷⁷ to provide a strong mechanism to deliver long-term environmental outcomes, both to build upon progress towards achieving the long-term vision of the 25 Year Environment Plan and help tackle some of the serious challenges that remain. These targets will focus on matters which relate to the natural environment and people's enjoyment of it, including air quality, biodiversity, water, resource efficiency and waste reduction, and fine particulate matter (PM_{2.5}). These targets will be relevant to a range of HMWP policies and it will be necessary to reflect these changes in Plan policies, where relevant.

Biodiversity Net Gain

- 6.33 The 2018 revision of the NPPF (maintained in the current 2019 version) introduced guidance that "...plans should... identify and pursue opportunities for securing measurable net gains for biodiversity" and that when determining planning applications, local planning authorities should encourage "biodiversity improvements in and around developments..., especially where this can secure measurable net gains for biodiversity."
- 6.34 The Environment Bill, however, will introduce a mandatory Biodiversity Net Gain of 10% for most new developments. The Department for Environment, Food and Rural Affairs (Defra) through Natural England is currently testing its Biodiversity Metric 2.0⁷⁸ to quantify pre and post development biodiversity values to support the delivery of this requirement. Further consideration is being given to how the metric will be applied to minerals and waste development. Policy 3 of the HMWP is specific to the protection of habitats and species and will need to reflect this new requirement.

Fixing our broken housing market - Housing White Paper (2017)

- 6.35 This paper⁷⁹ re-evaluated the need and the way in which housing numbers are calculated in each local planning authority area.
- 6.36 This paper introduced the use of the statement of common ground as a way of evidencing joint working and the duty to cooperate which has been included in the revised NPPF.

⁷⁷ Environmental Bill: Environmental targets - <https://www.gov.uk/government/publications/environment-bill-2020/august-2020-environment-bill-environmental-targets>

⁷⁸ Natural England Biodiversity Metric - <http://publications.naturalengland.org.uk/publication/5850908674228224>

⁷⁹ Housing White paper - <https://www.gov.uk/government/publications/fixing-our-broken-housing-market>

- 6.37 Whilst the introduction of statements of common ground does not directly impact the policies within the HMWP, statements would need to be drawn up between interested parties if an update to the Plan occurs.

Strategic Environmental Assessment Regulations

- 6.38 The screening thresholds for industrial estate development and urban developments were raised in 2015⁸⁰. This will impact the implementation of Policy 29 (Locations and sites for waste management).

The Town and Country Planning (General Permitted Development) (England) Order 2015⁸¹

- 6.39 This change included temporary permitted development rights in respect of change of use of some industrial premises to residential, from a B8 storage and distribution use under 500m² to residential use. The regulations require prior approval to be sought in respect of specific issues including 'Impact on the sustainability of adjoining uses'. This requirement should therefore ensure that mineral and waste sites remain adequately safeguarded against encroaching non-mineral uses. Therefore, this order is relevant to Policy 16 (Safeguarding – minerals infrastructure) and Policy 26 (Safeguarding – waste infrastructure).

Community Infrastructure Levy

- 6.40 The Government published updated guidance on the Community Infrastructure Levy (CIL) in 2014⁸².
- 6.41 The supporting text to Policy 1 (Sustainable minerals and waste development) refers to CIL. The charging of CIL is relevant to Southampton and Portsmouth City Councils. However, it is recognised that mineral extraction and some built facilities for waste management activities are exempt from paying charges.

Court Rulings

- 6.42 In April 2018, a court ruling by the European Court of Justice had a significant impact on Habitats Regulations Assessment (HRA). The People over Wind & Sweetman v Coillte Teoranta⁸³ had implications for developers and competent authorities in relation to plans and projects which are subject to HRA.

⁸⁰ SEA Guidance - <https://www.gov.uk/guidance/strategic-environmental-assessment-and-sustainability-appraisal>

⁸¹ Came into force 23 May 2017

⁸² CIL Guidance - <https://www.gov.uk/guidance/community-infrastructure-levy>

⁸³ People over Wind Vs Sweetman Ruling - <http://curia.europa.eu/juris/document/document.jsf?text=&docid=200970&pageIndex=0&doclang=en&mode=lst&dir=&occ=first&part=1&cid=424528>

- 6.43 The effect of the ruling is that where previously, mitigation measures which may modify site selections or the boundary of a site to avoid any effects on European sites such as scheme design, buffer zones or restriction on operating hours, can no longer be considered at the Screening stage and must be 'screened-in' for further consideration. This means that an analysis of the measures capable of avoiding or reducing any significant effects on the site concerned must be carried out specifically at Stage 2 of the HRA process (Appropriate Assessment). The Habitat Regulations have been amended to reflect this change in the law⁸⁴.
- 6.44 Furthermore, the 'Wealden Judgement'⁸⁵ has implications for the use of thresholds (in this case in relation to air quality and HRA) at the Screening stage. Recent guidance from Natural England, developed following the requirements of this Judgment, advise that screening thresholds should be applied with consideration to impacts from individual proposed developments and with consideration to in-combination effects.
- 6.45 The HMWP was subject to HRA⁸⁶. The Sweetman and Wealden rulings, therefore, are likely to be relevant should an update of the Plan be required.

Government Oil and Gas Consultations

- 6.46 The Government consulted on proposed changes to the planning system which relate to shale gas in 2018. On the basis of the disturbance caused to residents living near Cuadrilla's Preston New Road site in Lancashire and latest scientific analysis, the government announced in November 2019 a moratorium on fracking until compelling new evidence is provided.
- 6.47 The government also confirmed that it will not be taking forward proposed planning reforms set out in the 2018 consultation for shale gas developments at this time. The implications for Policy 24 (oil and gas development) in the HMWP will need to be considered as part of an update.

Planning for the future - White Paper (2020)

- 6.48 The Ministry of Housing, Communities and Local Government (MHCLG) have consulted on proposals for reform of the planning system in England, contained in the white paper 'Planning for the future' (consultation ended October 2020)⁸⁷. The planning reform proposals are aimed at delivering a "significantly simpler, faster and more predictable system", although the detail is focussed on district local plans rather

⁸⁴ Habitats Regulations - <http://www.legislation.gov.uk/ukxi/2018/1307/contents/made>

⁸⁵ Wealden District Council v Secretary of State for Communities and Local Government, Lewes District Council and South Downs National Park Authority [2017] EWHC 351.

⁸⁶ Hampshire Minerals & Waste Plan Assessment Under the Habitats Regulations: Habitats Regulations Assessment Record – Final (July 2013) - <http://documents.hants.gov.uk/planning-strategic/HMWPHRARRecordFINALSept2013.pdf>

⁸⁷ Planning for the future consultation - <https://www.gov.uk/government/consultations/planning-for-the-future>

than minerals and waste local plans. Proposed changes or options relevant to the HMWP include:

- A move from discretionary to rules based planning, with all areas of land categorised in local plans as either growth areas – “suitable for sustainable development”; renewal areas “suitable for development”; or areas that are “Protected”.
- A new role for local plans and a new process for making them, with local plans being "significantly shorter in length" and completed within 30 months, with ‘sanctions’ for authorities who fail to achieve this, and the potential option for self-assessment rather than Examination.
- Local plans to be assessed against a single statutory “sustainable development” test, replacing the existing tests of soundness.
- The Sustainability Appraisal system abolished and a simplified process for assessing the environmental impact of plans developed, which would continue to satisfy the requirements of UK and international law and treaties.
- The Duty to Cooperate test removed (although further consideration will be given to the way in which strategic cross-boundary issues can be adequately planned for).
- Remove or limit the role of general development management policies in local plans and instead rely on such policies derived at national scale, with local planning authorities producing required design guides and codes for a whole local authority area, or for a smaller area or site.
- Greater use of digital technology with a move to digital local plans incorporating interactive web-based mapping.
- Replace the existing developer contribution regimes (including CIL and S106) by a consolidated ‘Infrastructure Levy’.
- Amend the National Planning Policy Framework (NPPF).

6.49 Based on the outcome of the consultation, the Government will seek to bring forward legislation and policy changes to implement reforms. Although these changes may not significantly affect this review, subject to timescales, they may have significant implications for subsequent reviews and updates of the HMWP and, as such, the potential implications of these proposals need to be considered at this stage.

Changes to the Current Planning System consultation 2020

6.50 Published separately for consultation in parallel with the ‘Planning for the future’ white paper consultation is a further document - ‘Changes to the Current Planning System’⁸⁸, which sets out proposed short-term changes to improve the efficiency of the current planning system in certain areas and support economic recovery. The main proposals focus on the:

- standard method for assessing local housing need;
- delivering first homes;
- the small sites threshold; and
- extension of the current permission in principle regime.

⁸⁸ Changes to the current planning system - <https://www.gov.uk/government/consultations/changes-to-the-current-planning-system>

6.51 By proposing changes to the methodology for assessing housing figures, with a focus on boosting housing supply, the outcome of this consultation may have implications for the demand for aggregates from the house building sector.

DRAFT

7. Review Workshop Outcomes

- 7.1 Following completion of the 2018 Review of the Hampshire Minerals & Waste Plan, a Review Workshop was held on 25th September 2019 to explore the issues raised in the Review.
- 7.2 The Workshop was attended by approximately 60 participants including representatives from the minerals and waste industry, statutory consultees, neighbouring minerals and waste planning authorities and from the wider south east, districts and boroughs and Members.
- 7.3 The Workshop was structured around presentations and round table discussion sessions. The agenda was as follows:

Introduction	
Hampshire Minerals and Waste Plan (HMWP) Review outcomes	<i>Melissa Spriggs, Strategic Planning, Hampshire County Council</i>
The changed policy landscape: NPPF, 25 Year Plan, Waste and Resources Strategy, Brexit	<i>Chris Murray, Strategic Planning, Hampshire County Council</i>
Sustainability issues: Climate change, biodiversity net gain, horizon scanning	<i>Garry King, Strategic Planning, Hampshire County Council</i>
Biodiversity net gain	<i>Kirsten Williamson, South Downs National Park Authority</i>
Round table discussion on how the HMWP addresses sustainability issues (<i>All</i>)	
Waste issues – Circular economy, recycling, landfill, sites	
Waste Resource Strategy	<i>Vicky Beechey, Project Integra</i>
Round table discussion on how the HMWP addresses waste issues (<i>All</i>)	
Mineral issues – Soft sand, sharp sand and gravel, wharves	
Soft Sand	<i>Jane Poole, Idris Consulting</i>
Marine aggregates	<i>Dr Ian Selby, University of Plymouth</i>
Round table discussion on how the HMWP addresses minerals issues (<i>All</i>)	

Key messages

- 7.4 The notes from the session are outlined in Appendix 2. However, a number of key messages were highlighted which can be used to inform this Review and the scope of the Plan update:

General messages

- 7.5 The issue of climate change was a key area of focus for many of the participants, especially in light of the climate emergency declaration.
- 7.6 It is was clear that due to the uncertainties over Brexit (and now arguably, the COVID-19 pandemic), the Plan needed to be future proofed and could be flexible in its approach. The potential for technological advances should also be taken into consideration.
- 7.7 There were a number of Government updates which had either happened or are known to be forthcoming. The Plan will need to take these into account, but it was also raised that guidance on how they are implemented was important, for example with biodiversity net gain.
- 7.8 It was felt that the Duty to Cooperate should be incorporated into the Review as well as more engagement with industry.
- 7.9 Lastly, whilst the Review looks at the effectiveness of the policies, it was also raised that the monitoring of the policies should be reviewed and the relevant triggers.

Minerals messages

- 7.10 Safeguarding was a key issue that was raised, particularly in relation to enabling prior extraction and also protecting capacity of the wharves.
- 7.11 When considering mineral supply, it was considered that this should be explored at a regional level and that greater emphasis should be placed on the annual Local Aggregate Assessment.
- 7.12 It was also considered that demand forecasts should take into account Local Plan delivery as well as infrastructure proposals.

Waste messages

- 7.13 In relation to waste, it was considered that there should be a wider focus on all waste streams, not just household waste.
- 7.14 It was also felt that a more detailed review was needed on data, the types of site (not just type of facility) but also how sites are delivered.
- 7.15 There was a call for more waste sites, such as resource parks, to be identified through the Plan but it was not clear where these would be located.

8. Compliance with National Policy

- 8.1 Guidance for Plan Review was issued by the Planning Advisory Service (PAS) in the form of a Local plan Route Mapper & Toolkit (Oct 2019)⁸⁹. The Toolkit is in two parts with Part 2 setting out the requirements for Local Plan Content. Completing the associated checklist ensures Local Plans are in compliance with the National Planning Policy Framework (NPPF).
- 8.2 As the checklist is geared towards all Local Plans, some parts are not relevant to Minerals and Waste Local Plans. Where relevant, these parts of the checklist have been struck out and highlighted as ‘not applicable’. In addition, the checklist does not include compliance with the National Planning Policy for Waste (NPPW) (2014) which is relevant to Waste Local Plans and therefore, the requirements have been included.
- 8.3 The completed checklist is set out in Appendix 3. A RAG (Red, Amber, Green) Compliance status is provided for each policy and is determined as follows:

HMWP Policy is in compliance with NPPF/NPPF	Green
HMWP Policy is in general conformity with NPPF/NPPF but required refresh to ensure compliance.	Amber
HMWP Policy is silent on NPPF/NPPF requirements	Red

Key outcomes

- 8.4 The review of Local Plan Content compliance has demonstrated that on the whole the HMWP is in compliance and is not silent on any policy requirement. However, there are a number of policy areas where the general policy approach is in conformity, but the specific wording may need to be refreshed to ensure that the policy is fully compliant. This is unsurprising taking into account the updates to the NPPF in 2018 and 2019. It is also expected that the NPPW will be updated in the near future.
- 8.5 The key policy areas requiring a policy refresh include:
- Reference to government policy (post 2013);
 - The Vision and its relevance to minerals and waste;
 - The removal of some areas of ambiguity in policies;
 - Clearer identification of the Strategic Policies;
 - Reference to net gain, natural capital and the agent of change;
 - Clearer climate change measures;
 - Clearer delivery of the waste hierarchy; and
 - An update on terminology, such as ‘sustaining’ rather than ‘protecting’ historic assets.

⁸⁹ Local plan Route Mapper & Toolkit (Oct 2019) - <https://www.local.gov.uk/sites/default/files/documents/PAS%20Local%20Plan%20Route%20Mapper%20v1%2000.pdf>

9 Conclusion

- 9.1 This 2020 Review has considered the effectiveness of the HWMP since its adoption in 2013. Unlike the 2018 Review, consideration has been given not only to the monitoring data but specific compliance with national policy. In addition, the Vision, Plan Objectives, Spatial Strategy and Key Diagram have been taken into account.

Development Management Policies

- 9.2 The monitoring data suggests that most of these policies are performing well, with Policy 14 (Community benefits) the exception. However, reviewing compliance against national policy requirements, highlights that whilst the general drive of the policy aligns with national policy, the policies would benefit from a refresh in their terminology and in some cases, their delivery. For example, the inclusion of natural capital, net gain and agents of change.
- 9.3 In addition, based on changes to national policy and local priorities, Policy 2 (Climate change – mitigation and adaptation) needs to be strengthened and Policy 9 (Restoration of minerals and waste developments) needs to ensure that climate change is suitably imbedded in its implementation.

Minerals Policies

- 9.4 The 2018 Review highlighted that the required 7-year landbank for sand and gravel (for both sharp sand and soft sand) was not being met; there was not 10 years of permitted reserves at the sites providing silica sand; and there was not 25 years of permitted reserves at brick-making clay sites. Two years on and the situation remains, as well as an increasing risk to recycled and secondary aggregate delivery and capacity issues at the wharves.
- 9.5 The aggregate delivery requirements (Policy 17 (Aggregate supply – capacity and source) would benefit from being updated, taking into consideration the fact that the 1.56mtpa has not been achieved since 2016 and the increasing supply issues regarding soft sand in the wider south east. The ability to maintain a 1mtpa capacity of recycled and secondary aggregate needs to be explored as well as the 2mtpa of marine aggregate. This would help ensure the requirements of the NNPF were being met.
- 9.6 Whilst the policies which enable the development to come forward are worded sufficiently for suitable development to be permitted, the policies would benefit from outlining any sustainable opportunities to ensure revised requirements are met but also to help provide certainty to industry and communities.

Waste Policies

- 9.7 The 2018 Review outlined that in general, the waste forecasts had been relatively accurate and additional capacity is coming on stream, albeit focused more on recovery

than recycling. This point is also raised in this 2020 Review. However, to ensure compliance with the NPPW, the policies relating to waste management delivery would benefit from an update to enable greater alignment with the waste hierarchy in enabling waste activities. The potential for a Waste Infrastructure Strategy should be explored to provide greater certainty on the types of activities required, when and where.

- 9.8 Landfill capacity continues not to meet the forecasted need. Policy 32 allows for landfill capacity to come forward where there is a clear need. However, it is recognised that the reserve capacity within the Purple Haze allocation may not be implemented. Therefore, the policy would benefit from considering possible sustainable options alongside other sites for waste management.

Monitoring Indicators

- 9.9 This Review has not assessed these in detail but it is recognised that not all indicators obtain the information required to monitor the effectiveness of the Policies. Where possible, some adjustments have been made to the monitoring plan, such as ensuring all data is covering the calendar year so that it is comparable. However, any update of the policies should include a further review of the monitoring indicators to ensure that they are SMART.

Vision, Plan Objectives, Spatial Strategy and Key Diagram

- 9.10 Due to the generic nature of the current HMWP Vision, it is possible to conclude that in general the policies are enabling the Vision. However, the issues with delivering minerals supply could suggest that the economy was not being supported adequately. The NPPF suggests that the Vision should state what it is seeking to deliver and therefore, the current Vision could be considered to be lacking in spatial identity and specificity in its aims in relation to minerals and waste. The Vision would also benefit from aligning itself with the visionary Hampshire 2050 work and the climate change agenda.
- 9.11 The Plan Objectives are present but not clearly identified in the HMWP and this is also an issue with the Strategic Policies which was highlighted through the compliance check. The Plan Objectives closely align with the policies (except Policy 21 (Silica sand development) and would help achieve the current Vision. As some of the Policies are currently not delivering their aim, this would suggest the Plan Objectives are not being met. An update of the Policies and/or Vision would need to include a review of the Plan Objectives to ensure they align.
- 9.12 The Spatial Strategy and Key Diagram outline how the Objectives and Vision will be implemented spatially and in diagrammatic form. Any update to the Policies would need to be reflected in both the Spatial Strategy and Key Diagram. To ensure compliance with national policy, the Policies need to be unambiguous and this also applies to the Spatial Strategy and Key Diagram.

Review limitations

- 9.13 It is recognised that there are limitations to this Review. However, the application of the PAS Guidance has enabled a more thorough assessment.
- 9.14 The monitoring indicators were set when preparing the Plan and were an attempt to quantify the impacts of the decisions made within the framework of the HMWP.
- 9.15 It is understood that the indicators and triggers set out in the HMWP may not, on reflection, be defined sufficiently narrowly to clearly identify an issue from the data alone. Any update to the policies should include a further investigation of the indicators and triggers. This will need to be reflected in an update to the Implementation, Monitoring Plan set out in Appendix C of the Plan.
- 9.16 The Plan also contains several Appendices which whilst not directly reviewed will need to be updated to align with any policy changes or circumstances. Appendix A (site allocations) will need to be updated with any additional sites and/or the boundary of the Mineral Safeguarding Area at Whitehill & Bordon may benefit in being updated to represent recent developments. This will also be relevant to the Policies Map.
- 9.17 Appendix B provides a list of safeguarded minerals and waste sites. However, this is now out of date and is superseded by the on-line updated version. An update of the Plan may benefit from reference to on-line list rather than an instantly out-dated Appendix.
- 9.18 In addition, Appendix D (Relationship between Plan policies and previously adopted policies) may be no longer of value. Appendix E will require updating to reflect any new studies required to update the Plan.
- 9.19 Lastly, the Plan's Glossary and acronyms will require updating to ensure they are consistent with national policy, regulations, and current circumstances.

Duty to Cooperate

- 9.20 Duty to cooperate correspondence has been issued to minerals and waste planning authorities who have a relationship with Hampshire in terms of minerals and waste movements to inform this Review. However, it is recognised that the minerals data is out-of-date (2014) as the new data was not available at the time. It was also intended that further liaison would be undertaken with industry and key stakeholders on some of the issues outlined in the 2018 Review. However, following the 2020 Review, and the need for a Plan update, it is felt that this focussed liaison can be addressed as part of the Plan update.

Future uncertainty

- 9.21 The 2018 Review highlighted that there were at the time a number of uncertainties which could have an impact on future supply and capacity requirements of minerals and waste. The most prominent was Britain's exit from the European Union due to the significant mineral and waste movements between Britain and Europe and any future alterations could impact local indigenous supply. However, uncertainty has only been increased due to the national pandemic, which is impacting on the economy, the longevity of these impacts is unknown.
- 9.22 The Government continues to drive forward changes to boost the housing market and enable the necessary infrastructure to support this, more recently with a proposal to fundamentally change the planning system. Whilst an increase in development will have a direct impact on demand for construction aggregates, the rate of this increase is unclear.

Next Steps

- 9.23 It is recommended that an update of the HMWP is undertaken to ensure compliance with the NPPF and NPPW but also to ensure that the Plan is delivering a steady and adequate supply of minerals and enabling sustainable waste management provision. An investigation of the monitoring indicators and triggers will ensure any changes to policy are reflected and that the monitoring plan is fit-for-purpose.
- 9.24 In addition, the Vision, Plan Objectives, Spatial Strategy and Key Diagram will need to be further reviewed to ensure that all requirements of the Plan are delivered but also that the Vision aligns with the 2050 principles for Hampshire.
- 9.25 To support the Plan update, an assessment of mineral and waste site options would ensure any suitable sites for enabling sustainable minerals and waste development are included in the Plan helping provision certainty to the industry and local communities.

Appendix 1: Plan Objectives / Policy Table

The following table plots the Policies against the Plan Objectives. Where a policy helps to deliver the Objective, this is marked as Green.

Policies	Plan Objectives													
	1	2	3	4	5	6	7	8	9	10	11	12	13	14
1						Green	Green		Green					
2														
3	Green													
4	Green													
5				Green										
6				Green										
7	Green													
8														
9		Green												
10			Green											
11														
12					Green									
13														
14						Green								
15								Green	Green					
16								Green	Green					
17							Green		Green					
18									Green					
19					Green				Green					
20									Green					
21														
22										Green				
23											Green			
24												Green		
25							Green						Green	Green
26								Green					Green	Green
27							Green						Green	Green
28		Green											Green	Green
29													Green	Green
30													Green	Green
31													Green	Green
32														Green
33														Green
34								Green						

The Objectives in the Plan have been allocated a number to enable this exercise (see below).

Objective No.	Objective
1	Protecting and conserving the New Forest and South Downs National Parks, Areas of Outstanding Natural Beauty and other valued landscapes. Sensitive

	habitats like the Thames Basin Heaths and our archaeological and historic heritage will be treated similarly.
2	Helping to mitigate the causes of, and adapt to, climate change by developing more energy recovery facilities and the appropriate restoration of mineral workings.
3	Protecting community health, safety and amenity in particular by managing traffic impacts, ensuring sustainable, high quality and sensitive design and imposing adequate separation of minerals and waste development from residents by providing appropriate screening and / or landscaping.
4	Valuing the countryside for its own merits and protecting the South West Hampshire Green Belt from inappropriate development but recognising local geology, the rural economy and protection of amenity.
5	Managing traffic impacts including the encouragement of rail and water borne transport of minerals and waste.
6	Encouraging engagement between developers, site operators and communities so there is an understanding of respective needs.
7	Supporting Hampshire's continued economic growth, as well as the economies influenced by Hampshire and opportunities for urban regeneration where possible.
8	Safeguarding mineral resources, necessary existing minerals and waste infrastructure and land for potential wharf or rail depot infrastructure as a contribution to a steady and adequate supply of minerals and provision of waste management facilities.
9	Helping to deliver an adequate supply of minerals and mineral-related products to support new development, deliver key infrastructure projects and provide the everyday products that we all use in Hampshire, as well as in neighbouring areas. This will be achieved by ensuring sufficient aggregate is supplied to the construction industry from an appropriate combination of sources including: local sand and gravel from around Southampton, south west Hampshire, Ringwood Forest, east of Andover, the Bordon area and north-east Hampshire; marine dredged sand and gravel via wharves on the River Itchen, River Test and Portsmouth and Langstone Harbours; rail imported limestone via existing depots in south Hampshire and new rail depots located in north Hampshire; and giving particular support for recycled/secondary aggregates from various sites before supply from other sources.
10	Providing for brick-making clay for the brickworks at Michelmersh, near Romsey and Selborne, near Bordon.
11	Appropriately planning for chalk extraction for agricultural use.
12	Exploration and production of oil and gas.
13	Encouraging a zero waste economy whereby landfill is virtually eliminated by providing for more recycling and waste recovery facilities including energy recovery.
14	Aiming for Hampshire to be 'net self-sufficient' in waste management facilities whereby it can accommodate all the waste that arises, whilst accepting there will be movements into and out of the area to facilities such as the nationally important incinerator at Fawley.

Appendix 2: Review Workshop – Notes from Event

Hampshire Minerals and Waste Plan Review Workshop

25 September 2019, Ashburton Hall, Winchester

Notes from the round table discussions

Review & Sustainability Issues

How could the methodology be improved for the 2020 review?

Key Messages:

- Climate change needs to be a key area of focus.
- The monitoring indicators / triggers themselves should be reviewed as part of the process.
- More communication is required with industry.
- More detailed review of mineral supply is required (not just from land-won sources).

Table	Comments
One	<ul style="list-style-type: none"> • Climate Change – should be higher on the agenda and at the forefront of work • Waste sites – have a uniqueness; firstly, you have to work around any constraints. No real problem for finding sites for waste uses. Good vehicle access is important
Two	<ul style="list-style-type: none"> • RAG (Red, Amber, Green) system – exceptional circumstances should not trigger a red score • Triggers – could be wider (more included) but generally the methodology works • Policy one – why should sustainability be judged on the length of time to determine applications? • Climate Change (policy two) – why is this judged against EA (Environment Agency)? Also states three criteria and only uses one • Climate Change – needs more guidance • Monitoring indicators – one indicator against all those policies isn't the most effective. However, understand that monitoring indicators need to be something you have data on, which is why it has probably been selected • Windfall sites – policies have a general presumption against sites outside of the allocated sites therefore policies preclude windfall sites being utilised
Three	<ul style="list-style-type: none"> • Better communication of issues directly with local operators – unaware of some of Hampshire County Council concerns • Joined up developments • Multi nationals well served – independents less informed of updated. Quarterly policy update / wish list?
Four	<ul style="list-style-type: none"> • Light touch in engagement with industry, felt that it was strongly officer led

	<ul style="list-style-type: none"> • Brexit – no impact • Acceptance that there will always be a need for landfill capacity. Preference from strategic siting of landfill • Issues with recording of mineral data • Coordination with other parties plans and strategies
Five	<ul style="list-style-type: none"> • Unsure on what happened in the review • Land bank (S&G), which is low there could be a mineral shortage in the Council which the review needs to recognise this. • What questions are asked in the review. What is evidence showing? If we change plan, what do we achieve? How can we change things so we can change the outcome? • Industry would like firmer policies to allow investment to occur with sites. More site allocation to allow for greater land bank. • Review windfall, what is it set out to achieve? • Are current allocations based on seven years in recession, which shows more sales? Minerals and waste was not fully affected by recession. • Industry feel like they are playing catchup in regard to the Council's apportionment. • With the plan being from 2013, how big of an influence of housing had on the review of the Plan. Does it make the Plan vulnerable the longer a comprehensive review is not done? • Is windfall recognition there's not enough minerals and it's a hope factor that it makes up the difference. • Availability is one thing and landbank is another. Landbank is an indicator-not the end of the world. • Seems to be a gap between national and local government emphasis on minerals planning. • Lack of gov guidelines. Government might look to review minerals. • Do the County Council understand the types of CDE (construction demolition and excavation) waste? Lack of understanding of what is recycled aggregate. Can only make aggregate from hard material, not from all CDE.
Six	<ul style="list-style-type: none"> • Logical starting point – have to start looking early based on evidence <ul style="list-style-type: none"> ○ Is the evidence based getting out of date? ○ Evidence base underpins everything so up to date information is necessary ○ Have to avoid complacency – every plan reviewed every 5 years ○ Quarries capacity has been discussed – new quarry in the south of the district providing much of New Forest minerals and waste • Is there any independent assessment? Any external critical assessment on both the plan and review? • Critical review maybe required if approach stays the same with each review, to ensure support if challenged • Plan up to 2030, reviews at present are over lifetime of plan, as opposed to new proposals • Policies pulled in as part of related issues, e.g. waste capacity satisfactory but further review needed to assess whether something is a trend and plan needs to be updated, review into whether update necessary or not – future review with greater evidence base.
Seven	<ul style="list-style-type: none"> • More communication with industry

Eight	<ul style="list-style-type: none"> • Further community impact monitoring – issue with how all local plans are monitored. Could take into account the complaints. More influence from individual site monitoring • Feed into the community
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Are there any other factors that need to be taken into consideration in the next review?

Key Messages:

- The need to future proof the Plan taking into account:
 - current and on-going policy updates from Government (e.g. on waste or environment)
 - Technological advancements
- Climate change and any emerging guidance/action plans.
- The Duty to Cooperate
- Consideration of wider sources of mineral supply (e.g. marine and prior extraction/windfall opportunities)

Table	Comments
One	<ul style="list-style-type: none"> • Changes e.g. deposits on glass bottles – will be a big change coming regarding recycling (standardised approach or all paid for by producers) and will need to facilities to be in place – not covered in policy in the Plan. How will it be handled? Future proofing / flexibility – needed to cope with whatever system comes in
Two	<ul style="list-style-type: none"> • Think Brexit is unlikely to change policy drastically • Waste should be reviewed more frequently than minerals considering the rate of progression • Lack of national and regional guidance so no benchmark for everyone • Protected landscapes review – talks about strengthening settings of protected areas (Areas of Outstanding Natural Beauty (AONBs)) and could it advance allocations?
Three	<ul style="list-style-type: none"> • Wharves need to be safeguarded – flexibility of uses where current uses unviable • Duty to Cooperate
Four	<ul style="list-style-type: none"> • Technological advances – extraction of resources (specialist resources) such as lithium and ELV (End of Life Vehicles) facilities for electric vehicles • Consideration of industrial uses for waste uses (B8 and B2) • Potential to review industrial estate study to demonstrate suitability
Five	<ul style="list-style-type: none"> • No comment
Six	<ul style="list-style-type: none"> • Dependent on new government policies and goals • May be overachieving already but new policies may create higher requirements • How will climate change emergency declaration affect review and future plans?

	<ul style="list-style-type: none"> ○ Only so much policy and officers can do, also down to industry ○ Interesting to see how risk is assessed based on when/how policy changes may be made (also whether legal challenges will be necessary) ● Decisions made based on climate emergency “priority” may be contrary to plan policies due to shifting priorities outside of scope of initial plan – e.g. Hampshire declares intention to be climate neutral but proposed site in plan cannot be made to be carbon neutral by 2030 – clash between policy and government intentions
Seven	<ul style="list-style-type: none"> ● Does the review need to focus more on the way need is actually assessed (i.e. greater focus on local aggregates assessments, rather than figures in place at the time of adoption) ● Duty to Cooperate / cross boundary matters ● Interaction with housebuilding targets and local plans (including to facilitate local sourcing of aggregates) ● Minimal provision / allocation (which may be politically more acceptable) vs flexibility through over provision ● Marine resource is very large and could supply much but major issue is wharf capacity including onward transport via rail (as opposed to road)
Eight	<ul style="list-style-type: none"> ● More consideration of the viability of the processing and extraction of mineral in assessing sites for continued inclusion in the Plan ● More weight on prior extraction for housing permissions / allocations ● Further consideration of previously rejected sites

How effective is the Plan at ensuring development is sustainable?

Key Messages:

- There is a need to consider Net Environment Gain / off-setting and guidance is required on how to implement
- Need to review how sustainability is defined and measures in the Plan

Table	Comments
One	<ul style="list-style-type: none"> ● 10% seems reasonable, but it will need offsetting ● Applying the metric – how to decide where the benefits are; what they will be in the future; what is valuable now may not be in the future
Two	<ul style="list-style-type: none"> ● Need to take a step back and detail what exactly you want to achieve ● Currently no substance – where is the guidance? ● Can minerals sites assist waste sites i.e. offsetting? ● For existing brownfield industrial sites, what is the natural benefit? How can we ensure improvement when sites are low benefit and already impacting upon air quality etc
Three	<ul style="list-style-type: none"> ● Effective as much as possible at the time of adoption ● Ideals are good but balance between aims and practical possibilities not currently available
Four	<ul style="list-style-type: none"> ● Subjective in what ‘implement’ comprises

	<ul style="list-style-type: none"> • Caveat policy 'or' and 'and' – policy 32 • Lack of quality (in addition the subjectivity) • Welcome current position on requirement for implementation
Five	<ul style="list-style-type: none"> • How much is 10% net gain on a site that has zero value • Can environmental be subjective? Who makes decisions on the net gain. • Could there be regional environmental plans that sites could aim towards • Could there be a policy that every application has a certain percentage on net gain, could this be more than the national 10% • Need to make sure that biodiversity net gain doesn't over shadow very important issues that affect rural Hampshire • The restoration must be accepted by the land owner and be commercially attractive. • Could land owners be compensated when a development exceeds the 10% • Will certain sectors come to parks and other groups to carry out offsetting for them as they own the land? • How will Brexit affect this? • Aggregates don't have flexibility of housing and can't only choose low environmental areas. • Climate change can change the areas in which you're looking at then how can you measure its environmental net gain. • The plan should give more weight to other forms to restoration than biodiversity. • Sites should return to what it originally looked like. • Could there be a structure of what are Hampshire's biodiversity targets, this can then help the industry • What changes would you propose to the Plan to improve the sustainability of development? • Can industry make a contribution to a wider scheme as an offset strategy • We can't always make the species stay in the created habitat, which should be recognised in the plan. • Is the County Council going out of its responsibilities in term? See where sustainability goes in terms of how quarries operate. • A site will operate within its grounds of sustainability • Could industry have free reign to operate within the standards already set out on climate change, and have less intervention from local government? • Some minerals & waste industry are going to third party companies to provide clean electricity, rather than them trying to implement this clean energy on site. • Could reviews be done more often, as technology is moving at such a fast rate in the period that the plan spans? • Can sites offset each other with their biodiversity net gain so you can have varying restorations?
Six	<ul style="list-style-type: none"> • In what way is it sustainable? <ul style="list-style-type: none"> ○ Planning permission granted? ○ Environmental? ○ Biodiversity? ○ Minerals and waste? ○ National Planning Policy Framework (NPPF) definition of sustainability? Economic, Social, Environmental

	<ul style="list-style-type: none"> • Sustainability an overriding factor in decision making “If it’s not sustainable it won’t get through” • If an application complies with policies, then by definition it should be sustainable <ul style="list-style-type: none"> ○ Shifting baselines of sustainability (e.g. biodiversity net gain) ○ Can policies be enforced or upheld without the calculations? ○ List of what can be included within “30%” • Hampshire minerals and waste plan specifies (policy 1?) that if an application is sustainable planning permission should be granted without further delay <ul style="list-style-type: none"> ○ Differing pressures on all; “advantages outweigh disadvantages” ○ Need vs sustainability • “As long as you’re in line with the NPPF then you have met your requirements” • Doing its best within existing policy • Lag in environmental returns • Retrospective assessment under modern day principals? • 5 year after-care period • Can aspire to improvement but practical enforcement unlikely • Review restoration plans in existing sites (e.g. extension of time etc) to meet current standards • Government looking at 106’s to include (for example) future maintenance of roads as well as initial cost
Seven	<ul style="list-style-type: none"> • Sustainability is now a recognised and accepted concept which is positive • Industry is well placed to deliver net gain after extraction (maybe more so than other developments) • Difficulty of taking objective / dream / vision of sustainability as 2050 vision and knowing what this means in practice and on the ground
Eight	<ul style="list-style-type: none"> • Air quality issues – include shipping emissions • How far should plans go – site specific emissions • Better scoping of what the sustainability issues are / and explanation of them • 10% net gain – depends on how it is quantified – needs to be kept simple to keep costs down for developers. Net gain currently a bit woolly!

What changes would you propose to the Plan to improve the sustainability of development?

Key Messages:

- Enhance the Climate Policy, what measures could be put in place and how it is monitored.
- Greater flexibility in the Plan to deal with changes in the minerals and waste industry in the future.
- There is a need to strengthen the connection between the need for minerals and waste and maintaining communities.

Table	Comments
One	<ul style="list-style-type: none"> • Climate Change policy – could be more strongly worded, don’t give developers the option of avoiding the policy

	<ul style="list-style-type: none"> • How to record what has been actioned and was it successful? Record in the Annual Monitoring Report (AMR). Could it be more widely reported, easily accessible? Record progress or lack of progress, perhaps annually? • Should we have climate change net gain? If so, should it be recorded and how would it be recorded? • There should be a requirement to use recycled materials over primary resources
Two	<ul style="list-style-type: none"> • Need clarity in the overarching policy but also detailed guidance in a separate document • Review of aggregates levy – tax could be better utilised – should be spent locally for environment and community – could be increased? • Set out why minerals and waste are critical to communities in plans – get the message out there and explain why it's sustainable
Three	<ul style="list-style-type: none"> • Climate change policy needs strengthening – metric needs to be clarified • Air quality particulates – electric vehicles not yet available • Policies need to be accepting of current technological constraints rather than state structure • Transport of mineral around the site by conveyor rather than lorry • A need for flexibility during the Plan period
Four	<ul style="list-style-type: none"> • Quantity of screening of biodiversity enhancement for DM (Development Management) purposes • Work with developers in helping them identify potential for improvements • Net benefits to be provided elsewhere within the Plan area • Requirement for minerals and waste developers to provide additional area for green space • Ensure developers are clear on what is expected of this • Emerging waste plans make policy reference to the circular economy (West London Waste Plan) • Influence emerging local plans to accord with this policy in terms of planning for industrial ecosystems
Five	<ul style="list-style-type: none"> • No comments
Six	<ul style="list-style-type: none"> • Meeting in line with government targets and guidance <ul style="list-style-type: none"> ◦ Decide whether we want to go above and beyond government • Local targets, what would they be? <ul style="list-style-type: none"> ◦ Primary focus would be environmental net gain? • Is 10% sufficient? With waste 10% may be too high, minerals sites usually viable agricultural land – weight of biodiversity vs economical. Viability of future options, e.g. workable land for farmers. • Whose responsibility will it be to define baseline biodiversity and future biodiversity? • What is the 10%? Biodiversity of species? Metric? • Copycat planning – Net gain goes into one policy • Connectivity - Habitat fragmentation – connectivity, red line boundaries?
Seven	<p>Is there too much emphasis on extraction than reuse? (although suggested that UK is quite good at these already):</p> <ul style="list-style-type: none"> • Clarity of objectives, how things will be assessed and monitored – consistency of approach

	<ul style="list-style-type: none"> • Need more careful consideration of how sustainability and net gain will be measured (e.g. local vs global: competing objectives) – even with metric this is quite subjective; resources for amenity • Industry is already doing things for sustainability – maybe need to feed in more to minerals and waste Plan review in terms of what is realistic and achievable
Eight	<ul style="list-style-type: none"> • Include all issues discussed in presentation – including net gain and air quality • Net gain policy to reflect alternative option where improvements cannot be done on site • Include sustainability of development in Plan principles – location of facilities, use of resources, heat and power considerations – wider benefits for communities / climate change • Inclusion of renewable energy facilities • How to address the loss of exporting materials to China – is this not additional landfill? • Retrofit energy recovery to existing sites e.g. methane capture • Needs joined up thinking and proper coordination

How will the evolving sustainability policy impact minerals and waste planning?

Key Messages:

- It is recognised that the policy changes will make positive improvements.
- More guidance will be required on how they are implemented.
- There are concern over the cost and burden on developers.

Table	Comments
One	<ul style="list-style-type: none"> • Are housing targets over estimated? Use different methods for house building. Complete change away from what we do now, and it will require a huge change • Electric vehicles, to include electric trucks transporting minerals and waste.
Two	<ul style="list-style-type: none"> • Becoming more difficult to get applications through • Policies need to be worded positively and set out criteria / guidance clearly • Demonstration of the link between housing and minerals and waste is essential – helps people to understand the importance and that they go hand in hand • Engagement – needs to be correct for the type of consultee but would help get everyone on the same page and policy to be effective for everyone involved
Three	<ul style="list-style-type: none"> • Generally positive • Impact / possibility of improvement of previously poorly restored sites – when does net gain come into consideration for historic sites • Movement of waste by rail • Will net gain impact upon capacity and future provision? Need vs viability. Should costs be a planning consideration

Four	<ul style="list-style-type: none"> • Recent adopted plans which integrate biodiversity net gain and strengthen landscape policy yet to be tested in the delivery (appeals / case law) • Creates burden on developers – potential impact on viability and therefore delivery in accordance with the Plan’s requirements
Five	<ul style="list-style-type: none"> • No comments
Six	<ul style="list-style-type: none"> • In principal it can improve biodiversity and benefit • What impact can one minerals and waste plan have on its own? <ul style="list-style-type: none"> ○ Regional strategies required – beyond borders
Seven	<ul style="list-style-type: none"> • More incineration of waste may bring opportunities for more re use • Minerals industry could be after net gain trading for other sites that can’t provide it
Eight	<ul style="list-style-type: none"> • Lorry movements are not sustainable • Electric vehicles, although the technology isn’t there yet • Land ownership issues will attract net gain potential (how the site is restored) – they will want to maximise returns • Costs of environmental improvements and viability issues. Needs to be clear on what environmental requirements are to determine viability of schemes before making an application • Who monitors Government initiatives? The gap between local and national monitoring, if any

Minerals Issues

How effective is the Plan at enabling sand and gravel (including soft sand) supply?

Key Messages:

- More work required on working developers on ensuring prior development where relevant.
- Landbank is not met but supply is coming forward and is affected by markets.
- Designated areas impact the availability of supply.
- Stronger emphasis on safeguarding of wharves is required.

Table	Comments
One	None
Two	<ul style="list-style-type: none"> • Currently a lag in data figures – needs to catch up • Policy 20 – only refers to landbank figures and doesn't report marine sources • Sand and gravel have not run out so must be somewhat effective • Need to safeguard wharves for future marine supplies
Three	<ul style="list-style-type: none"> • Safeguarding policies fine – problem is co-ordination with housing developers – Whitehill Bordon not successful • Can't rely on windfall developments • Soft sand and gravel should be separated • Always coming up against requirements of housing developers
Four	<ul style="list-style-type: none"> • Not effective – cannot demonstrate land bank in accordance with NPPF • Not all allocated sites have come forward • Safeguarding wharves and mineral infrastructure
Five	<ul style="list-style-type: none"> • Lack of supply could be due to how we are not allowed to get aggregates from within certain designations – the Plan should be more supportive
Six	<ul style="list-style-type: none"> • Policies are effective, got allocations and criteria
Seven	<ul style="list-style-type: none"> • Stronger emphasis on prior extraction needed • Not been effective at safeguarding protected wharf sites from housing development – better interpretation needed between minerals and waste plans and local plans
Eight	<ul style="list-style-type: none"> • Issues of market and viability are outside the control of the Plan • Soft sand a geological / location issue – consider protected areas?

What changes would you propose to the Plan to improve sand and gravel supply in Hampshire?

Key Messages:

- Reference should be made to the Local Aggregate Assessment as this is updated annually.

- There is a need to consider mineral supply more strategically (at regional level).
- The Plan needs to maintain flexibility in supply sources and locations.

Table	Comments
One	<ul style="list-style-type: none"> • No comment
Two	<ul style="list-style-type: none"> • Incorporate marine figures into policy – need to report land and marine sources – increases transparency and will improve public perception • Flexibility – consider any site that comes forward, don't limit to only allocated sites – don't make provision per site so exact, allow for change • Be thinking more long term and more strategically – plan for a bit further ahead so the Plan does not become so outdated by the review. Tie together inshore and offshore to have more joined up thinking
Three	<ul style="list-style-type: none"> • Separating soft sand and sharp sand and gravel • Better understanding of allocation • Plans should be regional • Certainty of supply
Four	<ul style="list-style-type: none"> • Trend led with infrastructure • Maintain flexibility to extract in sensitive landscape areas (national parks and AONBs) • Conditions within policy to allocate extraction in these areas for example, demonstrating clear need and satisfactory mitigation • Make reference to updated LAA (local aggregate assessment) to inform mineral requirement
Five	<ul style="list-style-type: none"> • Could there be a potential of a minerals site within a national park – this could create political issues • Do the allocations of minerals and waste sites need to be dealt with on a national infrastructure level, as it seems politics are playing a large role at the moment
Six	<ul style="list-style-type: none"> • Plan did not have supply ready for end period of plan when written • In a more comprehensive review, a call for sites would likely be required • Holistic approach required • Minerals without borders
Seven	<ul style="list-style-type: none"> • Would be helpful to have three separate landbanks, for the different types of aggregate • Better communication between decision making authorities
Eight	<ul style="list-style-type: none"> • Resources are being sterilised by housing allocations – needs stronger policy support • Encourage wharf use – how to target industry to invest? • Look at provision at a regional level – wider hubs? • Plan on a geology basis rather than administrative one, or another determining factor

What are the key factors that need to be considered in forecasting aggregate demand?

Key Messages:

- Need to be more flexible on end uses of material (e.g. beach replenishment and use of silica/soft sand).
- There is a need to consider local demand through emerging local plans but also national infrastructure.
- The future of the construction industry and use of materials needs to be considered.

Table	Comments
One	<ul style="list-style-type: none"> • No comment
Two	<ul style="list-style-type: none"> • Locally – impossible as it doesn't all correlate (e.g. regional housebuilders vs local aggregate supply / usage) • Marine aggregates used for beach refill isn't reported by the LAA • Silica sand treated differently – why is end use so heavily dictated? Flexibility is the key! • Need to be less inward looking and consider other regions and trends occurring
Three	<ul style="list-style-type: none"> • Industry are not that flexible • Future housing delivery • How effective is safeguarding? - not very as it is too easy to override
Four	<ul style="list-style-type: none"> • Changes in building material / construction – aware of economic position • Changes in construction habitats / use of materials
Five	<ul style="list-style-type: none"> • Questions over marine soft sand and how useful it is • Caution to be taken regarding marine won sand and its viability in replacing land won sand
Six	<ul style="list-style-type: none"> • No comments
Seven	<ul style="list-style-type: none"> • Marine not likely to replace land won soft sand in the plan period (though may contribute) • Access in Hampshire to viable wharves for marine won resource • What is the lead indicator e.g. housing, and key infrastructure projects? • Emerging local plans need to be considered; not just adopted • Declining use of aggregates in construction over time
Eight	<ul style="list-style-type: none"> • Operators are buying in sand rather than extract their own resources because the price will increase in the future • Look beyond the demand of Hampshire – wharves are national assets – transport constraints • Marine extraction – where would the silt go? Only gives two types of sand – not versatile enough. Not enough wharf and shipping capacity at present • Decreasing land won extraction would impact inert waste infill capacity • Wider view to meet national infrastructure and housing projects e.g. HS2 • A more joined up approach is needed

Waste Issues

How effective is the Plan at enabling waste management provision?

Key Messages:

- There are issues with the availability of sites, the location of sites and the acceptability of sites by local residents.
- The Plan is currently quite flexible but will need to be more so in the future with potential change in national policy.
- The Plan focusses too much on household waste.
- Better linkages between county and districts/boroughs in waste management provision.

Table	Comments
One	<ul style="list-style-type: none"> • How to deal with food waste – specific facilities. Handle in Hampshire only – localised vs strategic facilities • Need more capacity to deal with food waste in Hampshire • Want a commitment from Government that funding will be made available • Have integration of the waste management systems and interpreting within the local plan • What will be done with the output of the process, whatever that is • Climate Change should be embedded throughout the Plan • Strategic Planning – does waste need more strategic approval? • Does the Plan need to allocate other points? • Education and behaviour change • Specify recycled aggregate over primary – specify (mandate?) a proportion to be used
Two	<ul style="list-style-type: none"> • Waste management provision adapts with societal needs, the Plan will not always enable it, it depends on need • Waste management facilities should be treated as any other industrial use • Currently an overlap in regulatory controls which hinders development • More flexibility on sites – positive approach for all sites that come forward
Three	<ul style="list-style-type: none"> • Too small focus – don't hub activities in the continental fashion
Four	<ul style="list-style-type: none"> • Mismatch of recovery and recycling targets • Lack of sites available • Need to update waste capacity data • Need to consider call for sites • Need to be more flexible – provide appropriate capacity and therefore market resilience • Ensure the public are well informed • Introduce zonal areas for waste management on a strategic scale • Encourage waste facilities to be located near to manufacturing plants (circular economy) • Political issues / stigma / unwanted land use • Demonstrating public incentives / trade off / developer contributions
Five	<ul style="list-style-type: none"> • Waste sites are being put forward for housing.

	<ul style="list-style-type: none"> • Is the public perception on waste sites justified? • Waste is a complete industry of itself, why do we have a Waste and Minerals plan together. • Should they be separate • CDE (Construction, demolition and excavation) is still associated with minerals, whereas municipal waste isn't • Some policies are beginning to become redundant in the HMWP as they are no longer linked to waste. • Minerals are temporary and waste used to be but now seen as relatively permanent investments. • Are incinerators industrial or sui generis? • CDE isn't always fully understood by authorities. • Could the review of the waste part of the plan take longer than other areas? • Regions will have to deal with all the waste they produce, not necessarily counties or boroughs. • Are Hampshire integral in looking for waste sites, and what happens when these sites don't come forward. • Could we follow the European model where each town/borough has its own facilities on a smaller scale? • Why Incineration doesn't count as recycling? Because it wastes the material, recycling keeps material in circulation. • Could more be done at the source of the waste? To segregate the brick from the metal from the concrete? • 'NIMBY'ISM (not in my back yard) is the main barrier of planning - traffic/noise – they can be seen as destroying communities
Six	<ul style="list-style-type: none"> • UK working at 45% • Technology investment required e.g. air compression technology • Is the Hampshire waste plan in line with the circular waste economy • Policy has good flexibility to allow for changing technologies – establishing site for use as waste remains <ul style="list-style-type: none"> ○ Is policy being used effectively? ○ Attractive to private companies? ○ Enabling experimentation and investment in new technologies • Safeguarding of waste sites • Not feasible for privately run ERFs (Energy Recovery Facilities), have to be part of PPIs (Public Private Investment), no private incentives • 50 MW generation part of NSIPs (Nationally Significant Infrastructure Projects)? • Principal is broad which allows for flexibility • EA permit tiered and often allows for higher capacity than the planning application or LPA (Local Planning Authority)/Waste Authority would permit • Capacity, especially in light of European countries adding tax to waste fuel exports
Seven	<ul style="list-style-type: none"> • Hampshire has been successful in the past e.g. permissions for investors • Need more focus on prevention e.g. education to reduce food waste • Review of industrial estates to facilitate sites for uses of waste (NB focus on permitted development rights for housing is not making protection of industrial sites easy) • Need better waste issue enforcement (from small to fly tipping)

	<ul style="list-style-type: none"> • Consistency of collection is key and ease of collection / usability for people • Challenge – land take of facilities after composting • Challenge – resident objections to waste uses • Better relationship needed between county minerals and waste planning and district local plans (e.g. planning for facilities in local plan allocations) •
Eight	<ul style="list-style-type: none"> • Single minded on household waste. More consideration of commercial waste production and where the waste needs to be taken • Better waste separation of some for C&I (Commercial & Industrial). And waste minimisation at source

What changes would you propose to the Plan or its implementation to improve waste management provision in Hampshire?

Key Messages:

- Better communication with the waste industry.
- There is a need to more fully review the data.
- More consideration needs to be given to how sites come forward and what type of site is required.
- The Plan needs to be flexible to deal with emerging Government policy and targets.

Table	Comments
One	<ul style="list-style-type: none"> • <i>See response to Question above.</i>
Two	<ul style="list-style-type: none"> • Looking favourably upon adaptation of existing facilities (flexibility) especially for repurposing materials • Do waste management sites need to be allocated? Why not consider any site that comes forward? • Policy 27 – wording to be more open and flexible minus caveats about ancillary • Policy 29 – maybe combine into one policy or make clearer that one is just capacity and one is location
Three	<ul style="list-style-type: none"> • EfW (energy from waste) site for industrial / commercial sector, built by Hampshire County Council • Waste parks • More collaboration with commercial partners instead of only concentrating on domestic • Realistic / practical conditions • More communication with private operators • Set up working group with waste operators
Four	<ul style="list-style-type: none"> • <i>See response to Question above.</i>
Five	<ul style="list-style-type: none"> • <i>See response to Question above.</i>
Six	<ul style="list-style-type: none"> • Deposit protection schemes may be good – how and where will the facilities be implemented? • Food waste required to achieve circular economy

	<ul style="list-style-type: none"> • Any consideration for sites for private companies • Principal/policy is effective at present – is a review necessary introduce specific policies or sites for new facilities handling different aspects of the waste stream? • Locational requirements as opposed to operator or tech requirements
Seven	<ul style="list-style-type: none"> • <i>See response to Question above.</i>
Eight	<ul style="list-style-type: none"> • A one size fits all solution to collection won't work (e.g. terraced housing) • Inclusion of producer pays changes • Needs to be achievable, not just aspirational – some technology isn't available or viable yet • Data based review and decision making • Educating the public and putting it simply, raising awareness (starting in schools), options available (e.g. extension building waste – knowledge of where it goes, does it need to be separated) • Working more with partners • The current plan is unable to address 2025 targets, therefore a review is needed

What are the barriers to suitable sites being put forward for waste uses?

Key Messages:

- Public / Political concerns
- Cost and availability of sites
- Restrictions on site operations.

Table	Comments
One	<ul style="list-style-type: none"> • Cost of sites • Timescales • Use more localised sites
Two	<ul style="list-style-type: none"> • Landowner aspirations • Public perception • Policy needs to be more positive and enabling • EA (Environment Agency) – needs more flexibility
Three	<ul style="list-style-type: none"> • Political • Culture • Better figures of non-municipal waste quantities to show the need for facilities
Four	<ul style="list-style-type: none"> • <i>See response to Question above.</i>
Five	<ul style="list-style-type: none"> • <i>See response to Question above.</i>
Six	<ul style="list-style-type: none"> • Locations may be specified but barriers (public comment/objections etc) are raised after a planning application is formed • Conditions such as hours of work can be restrictive • Minimal response to call for sites from waste operators

	<ul style="list-style-type: none"> • Waste doesn't have the monetary value for landowners (compared to housing or employment sites) • Are our conditions a barrier to new sites coming forward, or increasing capacity on site? • EA permit tiered and often allows for higher capacity than the planning application or LPA (Local Planning Authority)/Waste Authority would permit • Capacity, especially in light of European countries adding tax to waste fuel exports
Seven	<ul style="list-style-type: none"> • <i>See response to Question above.</i>
Eight	<ul style="list-style-type: none"> • Affecting change! • More information on what the requirements are for bringing a site forward (e.g. what do landfills need – size, accessibility etc?) • Technological limitations at present – recycling limits, product separation. Investment needed – the Government needs to lead on this but need sites available to do this • Enabling sustainable change – co location of facilities e.g. lorry park closer to sites instead of protecting a low-quality green belt site for example...)

Appendix 3: National Policy Checklist

National Planning Policy Framework (2019)

	A. NPPF Requirement	B. NPPF Paragraph Reference	C. Record your assessment results
	<i>General Requirements</i>		
1.	Include any relevant material that is set out in a government policy statement(s) for the area for example a national policy statement(s) for major infrastructure and written ministerial statements.	NPPF Para 5, 6	<p>Relevant Government Policy is outlined in the HMWP – Other Plans and Programmes (Para 2.19 – 2.24)</p> <p>However, there have been a number of Policy updates (Post 2013) which are relevant and should be applied [check others]:</p> <ul style="list-style-type: none"> - National Planning Policy for Waste (2014) - Energy Policy: Written statement - HCWS690 (May 2018) - 25 Year Environment Plan (2019) - Waste & Resources Strategy (2019)
2.	Contribute to the achievement of sustainable development.	NPPF Para 8, 9, 16	The need to contribute to achieve of sustainable development is set out in HMWP Policy 1: Sustainable minerals and waste development
3.	Apply the presumption in favour of sustainable development.	NPPF Para 11	Applying the presumption is set out in HWMP Policy 1: Sustainable minerals and waste development
4.	Provide a positive vision for the future; a framework for addressing <u>housing mineral demand and waste management</u> needs and	NPPF Para 15	The HMWP Vision is set out in Para 2.25

	A. NPPF Requirement	B. NPPF Paragraph Reference	C. Record your assessment results
	other economic, social and environmental priorities.		<p><i>'Vision: 'Protecting the environment, maintaining communities and supporting the economy'</i></p> <p>Whilst the Vision outlines the needs to address economic, social and environmental priorities, it does not specially address the mineral and waste needs.</p>
5.	<p>Plans should be:</p> <ul style="list-style-type: none"> a) Aspirational and deliverable b) Contain clear and unambiguous policies c) Accessible through the use of digital tools d) Serve a clear purpose avoiding duplication 	NPPF Para 16	<p>The aspirations of the HMWP are set out in the Introduction (Para 1.1 – 11.5). The Policies Map is available on-line and is interactive.</p> <p>However, since adoption, it has become clear that some of the policies contain areas of ambiguity and some clarification would be of benefit for their implementation.</p>
6.	<i>Plan Content</i>		
7.	Include strategic policies to address priorities for the development and use of land. They should set out an overall strategy for the pattern, scale and quality of development.	NPPF Para 17, 20	<p>The content of the HMWP is set out in Para 1.5</p> <p><i>'The Plan comprises three elements:</i></p> <ul style="list-style-type: none"> - <i>Strategic approach and policies;</i> - <i>Strategic sites allocations considered necessary to deliver the Plan objectives; and</i> - <i>General and site-specific development management policies.'</i>

	A. NPPF Requirement	B. NPPF Paragraph Reference	C. Record your assessment results
			The Spatial Strategy is set out in Paras. 2.26 to 2.46 and this is supported by the Key Diagram (Figure 6).
8.	Outline which policies are 'strategic' policies	NPPF Para 21	Whilst the HMWP outlines that it contains Strategic Policies in Para 1.5, these are not specifically identified.
9.	Strategic policies should look ahead over a minimum 15-year period <u>from adoption</u> .	NPPF Para 22	<p>The overall strategic priority is set out in HMWP Para. 28:</p> <p><i>'The overall priority is that enough minerals and waste development is provided to support the economies of Hampshire, as well as economies in other areas influenced by Hampshire throughout the Plan period, without jeopardising Hampshire's environment and the quality of life of its communities.'</i></p> <p>This priority is then transposed in HMWP <i>Policy 17: Aggregate supply – capacity and source</i> and <i>Policy 27: Capacity for waste management development</i>. Both policies include the Plan period of 2030.</p>
10.	Indicate broad locations for development on a key diagram, and land use designations and allocations on a policies map.	NPPF Para 23	The HMWP Key Diagram is outlined in Figure 6 (Key Diagram) and the allocations are set out in inset maps (Appendix A) and the Policies Map (adopted 2013).

	A. NPPF Requirement	B. NPPF Paragraph Reference	C. Record your assessment results
11.	Strategic policies should provide a clear strategy for bringing sufficient land forward, and at a sufficient rate, to address objectively assessed <u>mineral demand and waste management needs</u> over the plan period.	NPPF Para 23	The HMWP Spatial Strategy is set out in Paras. 2.26 to 2.46.
12.	Include non-strategic policies to set out more detailed policies for specific areas.	NPPF Para 18, 28	Whilst the HMWP outlines that it contains Strategic Policies in Para 1.5, these are not specifically identified. However, the HMWP contains detailed policies for the provision of different minerals and waste streams as well as outlining specific development management policies.
13.	Set out contributions expected from development (<u>where relevant</u>) and demonstrate that expected contributions will not undermine the deliverability of the Plan.	NPPF Para 34, 57	The requirement for planning obligations are set out in HMWP Para 3.9 – 3.13. *Typo in para 3.13, line 5
	<i>Housing</i>		
14.	Be informed by a local housing need assessment, conducted using the standard method in national planning guidance as a starting point.	NPPF Para 60	Not applicable
15.	Identify the size, type and tenure of housing needed for different groups.	NPPF Para 61	Not applicable

	A. NPPF Requirement	B. NPPF Paragraph Reference	C. Record your assessment results
16.	Where a need for affordable housing is identified, specify the type of affordable housing required.	NPPF Para 62	Not applicable
17.	Expect at least 10% of homes to be available for affordable home ownership, unless this would exceed the level of affordable housing required in the area, or significantly prejudice the ability to meet the identified affordable housing needs of specific groups	NPPF Para 64	Not applicable
18.	Set out a housing requirement for designated neighbourhood areas which reflects the overall strategy for the pattern and scale of development and any relevant allocations.	NPPF Para 65	Not applicable
19.	Identify a supply of specific, deliverable sites for years one to five of the plan period, and specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15 of the plan.	NPPF Para 67	Not applicable
20.	Identify land to accommodate at least 10% of the housing requirement on sites no larger than one hectare, unless it can be demonstrated that there are strong reasons why the 10% target cannot be achieved.	NPPF Para 68	Not applicable
21.	Support the development of entry level exception sites, suitable for first time buyers,	NPPF Para 71	Not applicable

	A. NPPF Requirement	B. NPPF Paragraph Reference	C. Record your assessment results
	unless the need for such homes is already being met within the authority's area.		
22.	Include a trajectory illustrating the expected rate of housing delivery over the plan period, and requiring a buffer of 10% where the local planning authority wishes to demonstrate a five year supply of deliverable sites through an annual position statement or recently adopted plan.	NPPF Para 73	Not applicable
23.	Be responsive to local circumstances and support rural housing developments that reflect local needs.	NPPF Para 77	Not applicable
24.	Identify opportunities for villages to grow and thrive, especially where this will support local services.	NPPF Para 78	Not applicable
25.	Avoid the development of isolated homes in the countryside unless specific circumstances are consistent with those set out in the NPPF.	NPPF Para 79	Not applicable
	<i>Economy</i>		
26.	Create conditions in which businesses can invest, expand and adapt.	NPPF Para 80	Not applicable

	A. NPPF Requirement	B. NPPF Paragraph Reference	C. Record your assessment results
27.	Set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth, having regard to Local Industrial Strategies and other local policies for economic development and regeneration.	NPPF Para 81	Not applicable
28.	Set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period.	NPPF Para 81	Not applicable
29.	Seek to address potential barriers to investment, such as inadequate infrastructure, services or housing, or a poor environment.	NPPF Para 81	Not applicable
30.	Be flexible enough to accommodate needs not anticipated in the plan, allow for new and flexible working practices (such as live-work accommodation), and to enable a rapid response to changes in economic circumstances.	NPPF Para 81	Not applicable
31.	Recognise and address the specific locational requirements of different sectors. This includes making provision for clusters or networks of knowledge and data-driven, creative or high technology industries; and for storage and distribution operations at a variety of scales and in suitably accessible locations.	NPPF Para 82	Not applicable

	A. NPPF Requirement	B. NPPF Paragraph Reference	C. Record your assessment results
32.	Enable the sustainable growth and expansion of all types of business in rural areas, both through conversion of existing buildings and well-designed new buildings.	NPPF Para 83	Not applicable
33.	Enable the development and diversification of agricultural and other land-based rural businesses.	NPPF Para 83	Not applicable
34.	Enable sustainable rural tourism and leisure developments which respect the character of the countryside.	NPPF Para 83	Not applicable
35.	Enable the retention and development of accessible local services and community facilities, such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship.	NPPF Para 83	Not applicable
36.	Recognise that sites to meet local business and community needs in rural areas may have to be found adjacent to or beyond existing settlements, and in locations that are not well served by public transport.	NPPF Para 84	Not applicable
37.	<i>Town centres</i>		
38.	Define a network and hierarchy of town centres and promote their long-term vitality and viability.	NPPF Para 85	Not applicable

	A. NPPF Requirement	B. NPPF Paragraph Reference	C. Record your assessment results
39.	Define the extent of town centres and primary shopping areas, and make clear the range of uses permitted in such locations.	NPPF Para 85	Not applicable
40.	Retain and enhance existing markets and, where appropriate, re-introduce or create new ones.	NPPF Para 85	Not applicable
41.	Allocate a range of suitable sites in town centres to meet the scale and type of development likely to be needed, looking at least ten years ahead.	NPPF Para 85	Not applicable
42.	Where suitable and viable town centre sites are not available for main town centre uses, allocate appropriate edge of centre sites that are well connected to the town centre.	NPPF Para 85	Not applicable
43.	Recognise that residential development often plays an important role in ensuring the vitality of centres and encourage residential development on appropriate sites.	NPPF Para 85	Not applicable
44.	<i>Healthy and safe communities</i>		
45.	Achieve healthy, inclusive and safe places which promote social interaction, are safe and accessible, and enable and support healthy lifestyles.	NPPF Para 91	The HWMP has limited scope for contribution to the provision of health and safe communities due to the nature of the development delivered. However, HMWP Policy 9: Restoration of minerals and waste

	A. NPPF Requirement	B. NPPF Paragraph Reference	C. Record your assessment results
46.	Plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments.	NPPF Para 92	developments specifies that restoration of minerals and waste developments should 'contribute to the delivery of local objectives for habitats, biodiversity or community use where these are consistent with the development plan. Para. 4.74 states that restoration should include at least one of the aims including:
47.	Take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community.	NPPF Para 92	<ul style="list-style-type: none"> - Improved public access to the natural environment through the creation of enhanced access as well as leisure and amenity opportunities. - Contribution to local objectives (provision of green infrastructure).
48.	Guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs.	NPPF Para 92	Not applicable
49.	Ensure that established shops, facilities and services are able to develop and modernise, and are retained for the benefit of the community.	NPPF Para 92	Not applicable
50.	Ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.	NPPF Para 92	Not applicable

	A. NPPF Requirement	B. NPPF Paragraph Reference	C. Record your assessment results
51.	Consider the social, economic and environmental benefits of estate regeneration.	NPPF Para 93	Not applicable
52.	Promote public safety and take into account wider security and defence requirements.	NPPF Para 95	The promotion of Public Safety is outlined in HWMP Policy 10: Protecting public health, safety and amenity. However, the HWMP has limited scope for taking into account wider security and defence requirements.
53.	Provide open space, sports and recreational facilities which meets the needs of the local area.	NPPF Para 95	The HWMP has limited scope for provision of open space, sports and recreational facilities due to the nature of the development delivered. However, HMWP Policy 9: Restoration of minerals and waste developments specifies that restoration of minerals and waste developments should 'contribute to the delivery of local objectives for habitats, biodiversity or community use where these are consistent with the development plan.
54.	Protect and enhance public rights of way and access.	NPPF Para 98	Para. 4.74 states that restoration should include at least one of the aims including: <ul style="list-style-type: none"> - Improved public access to the natural environment through the creation of enhanced access as well as leisure and amenity opportunities. Contribution to local objectives (provision of green infrastructure).
55.	<i>Transport</i>		

	A. NPPF Requirement	B. NPPF Paragraph Reference	C. Record your assessment results
56.	Should actively manage patterns of growth in support of objectives in Para 102. Significant development should be focused on locations which are/can be made sustainable. Opportunities to maximise sustainable transport solutions will vary between urban and rural areas - this should be taken into account in plan-making.	NPPF Para 103	Transport issues relating to minerals and waste development are addressed by HWMP Policy 12: Managing traffic. However, the Policy makes reference to 'mitigating' significant adverse effects rather than considering the <i>"environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains"</i> (NPPF, Para. 102 (d)).
57.	Support an appropriate mix of uses across an area, and within larger scale sites, to minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities.	NPPF Para 104	Minerals extraction development can only take place where the geology is present. Therefore, there is limited scope to consider an appropriate mix of uses. However, different waste management activities can occur in varying scales and HMWP Para. 5.36 outlines the suggested scale of development in a waste management network to reduce the transport impacts.
58.	Identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice and realise opportunities for large scale development.	NPPF Para 104	The HWMP only considered minerals and waste transport infrastructure. These are identified and safeguarded though Policy 16: Safeguarding – minerals infrastructure, Policy 19: Aggregate wharves and rail depots and Policy 34: safeguarding potential minerals and waste wharf and rail depot infrastructure.

	A. NPPF Requirement	B. NPPF Paragraph Reference	C. Record your assessment results
59.	Provide for high quality walking and cycling networks and supporting facilities such as cycle parking (drawing on Local Cycling and Walking Infrastructure Plans).	NPPF Para 104	Not applicable.
60.	Provide for any large-scale transport facilities that need to be located in the area and the infrastructure and wider development required to support their operation, expansion and contribution to the wider economy.	NPPF Para 104	The HWMP only considered minerals and waste transport infrastructure. These are identified through Policy 19: Aggregate wharves and rail depots and Policy 34: safeguarding potential minerals and waste wharf and rail depot infrastructure.
61.	Recognise the importance of maintaining a national network of general aviation airfields.	NPPF Para 104	Not applicable.
62.	Provide adequate overnight lorry parking facilities, taking into account any local shortages.	NPPF Para 107	Not applicable.
63.	In assessing sites that may be allocated for development in plans, it should be ensured that: appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location; safe and suitable access to the site can be achieved for all users; and any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.	NPPF Para 108	The assessment of sites for mineral and waste development is set out in HMWP Policy 12: Managing traffic.

	A. NPPF Requirement	B. NPPF Paragraph Reference	C. Record your assessment results
64.	Development should only be prevented on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.	NPPF Para 109	In addition to HWMP Policy 12: Managing traffic, Para. 5.36 makes specific reference to the importance of cross-boundary impacts and cumulative impacts.
65.	<i>Communications</i>		
66.	Support the expansion of electronic communications networks, including next generation mobile technology (such as 5G) and full fibre broadband connections, setting out how high-quality digital infrastructure is expected to be delivered and upgraded over time.	NPPF Para 112	Not applicable.
67.	<i>Making effective use of land</i>		
68.	Promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.	NPPF Para 117	Minerals extraction development can only take place where the geology is present. However, Policy 20: Local land-won aggregates outlines the locations of where provision will be met and specific criteria for proposals for new sites.

	A. NPPF Requirement	B. NPPF Paragraph Reference	C. Record your assessment results
			<p>The provision of waste management development is outlined in Policy 29: Locations and sites for waste management. Part 2 makes specific reference to support development where it “is previously development land or redundant agricultural and forestry buildings, their curtilages and hardstandings or is part of an active quarry or landfill operation”.</p> <p>The HWMP seeks to protect the environment and living conditions through Policy 10: Protecting public health, safety and amenity.</p>
69.	Set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously developed or ‘brownfield’ land.	NPPF Para 117	Not applicable – <i>See NPPW Requirements</i>
70.	Encourage multiple benefits from both urban and rural land, including through mixed use schemes and taking opportunities to achieve net environmental gains.	NPPF Para 118	<p>The HWMP has limited scope for encouraging multiple benefits from both urban and rural land. However, HMWP Policy 9: Restoration of minerals and waste developments specifies that restoration of minerals and waste developments should ‘be restored to beneficial after-uses consistent with the development plan’.</p> <p>Para. 4.74 states that restoration should include at least one of the aims listed.</p> <p>The policies and supporting text do not make specific reference to achieving net environmental gains.</p>

	A. NPPF Requirement	B. NPPF Paragraph Reference	C. Record your assessment results
71.	Recognise that some undeveloped land can perform many functions, such as for wildlife, recreation, flood risk mitigation, cooling/shading, carbon storage or food production.	NPPF Para 118	The important functions or contributions land can make are highlighted in various parts of the HMWP including Para. 4.1. However, there is no specific mention of some of the functions listed in NPPF Para. 118. Neither is there a clear statement giving cause for land to be undeveloped due to the importance of these functions.
72.	Give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land.	NPPF Para 118	Minerals extraction development can only take place where the geology is present. Therefore, the opportunities for use of brownfield land is limited. The provision of waste management development is outlined in Policy 29: Locations and sites for waste management. Part 2 makes specific reference to support development where it “is previously development land or redundant agricultural and forestry buildings, their curtilages and hardstandings or is part of an active quarry or landfill operation; or is within or adjoins sewage treatment works and the development enables the co-treatment of sewage sludge with other wastes”.
73.	Promote and support the development of under-utilised land and buildings.	NPPF Para 118	
74.	Support opportunities to use the airspace above existing residential and commercial premises for new homes.	NPPF Para 118	Not applicable.
75.	Reflect changes in the demand for land.	NPPF Para 120	Allocations and capacity are monitored annually for both minerals and waste development and reported in the Monitoring Report and/or Local Aggregate Assessment. An assessment of the allocations was

	A. NPPF Requirement	B. NPPF Paragraph Reference	C. Record your assessment results
			undertaken as part of the 2018 Review of the HMWP and is being repeated to inform the 2020 Review of the HWMP.
76.	Support development that makes efficient use of land, taking into account the need for different types of housing and other forms of development, local market conditions, the availability and capacity of infrastructure and services, the character and setting of the area, and the importance of securing well-designed, attractive and healthy places.	NPPF Para 122	<p>The HMWP only considers minerals and waste development. The efficient use of land is encouraged through a number of policies including: Policy 15: Safeguarding minerals resources which seeks to encourage prior extraction; Policy 9: Restoration of minerals and waste development which seeks to achieve beneficial after-uses; and Policy 29: Locations and sites for waste management development which recognises the various the locational requirements of different types of waste development.</p> <p>The availability and capacity of infrastructure is considered through: Policy 16: Safeguarding – minerals infrastructure; Policy 17: Aggregate supply – capacity and source; Policy 19: Aggregate wharves and rail depots; Policy 20: Local land-won aggregates; Policy 21: Silica sand development; Policy 22: Brick-making clay; Policy 23: Chalk development; Policy 26: Safeguarding – waste infrastructure; Policy 27: Capacity for waste management development.</p> <p>Securing well-designed development is sought through Policy 13: High-quality design of minerals and waste development.</p>

	A. NPPF Requirement	B. NPPF Paragraph Reference	C. Record your assessment results
77.	Avoid homes being built at low densities where there is an existing or anticipated shortage of identified housing needs, and where appropriate include the use of minimum density standards.	NPPF Para 123	Not applicable.
78.	<i>Design</i>		
79.	Set out a clear design vision and provide maximum clarity about design expectations.	NPPF Para 125 & 126	<p>The requirement for design of minerals and waste developments is set out in HMWP Policy 13: High-quality design of minerals and waste development. This is supported by Para. 5.44 which states design and access statements are required, where appropriate. This is supported further by Para. 5.45. which provides the key designs and operational principles that should be met.</p> <p>The scope for design of minerals development is limited. However, the policy does not seek to encourage the inclusion of local communities in considering the design of waste management facilities only consideration of the impact of the development on communities through the reference to Policy 10: Protecting public health, safety and amenity.</p>
80.	Ensure that developments will function well and add to the overall quality of the area, are visually attractive as a result of good architecture, layout and appropriate and effective landscaping, are sympathetic to local character and history,	NPPF Para 127	The requirement for design of life cycle of minerals and waste developments is set out in HMWP Policy 9: Restoration of minerals and

	A. NPPF Requirement	B. NPPF Paragraph Reference	C. Record your assessment results
	including the surrounding built environment and landscape setting, establish or maintain a strong sense of place, optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development, and create places that are safe, accessible and inclusive.		<p>waste developments and Policy 13: High-quality design of minerals and waste development.</p> <p>This is further supported by the following policies which give specific criteria on the locational requirements of development:</p> <ul style="list-style-type: none"> - Policy 19: Aggregate wharves and rail depots - Policy 20: Local land-won aggregates - Policy 21: Silica sand development - Policy 24: Oil and gas development - Policy 27: Capacity for waste management development - Policy 28: Energy recovery development - Policy 29: Locations and sites for waste management - Policy 31: Liquid waste and waste water management - Policy 32: Non-hazardous waste landfill

81.	<i>Green Belt</i>		
82.	Set out proposals for new Green Belts within strategic policies. This should demonstrate why normal planning and development management policies would not be adequate, any major changes in circumstances, consequences for sustainable development, the need for Green Belt to support adjoining areas, and how new Green Belt would meet other objectives of the Framework.	NPPF Para 135	Not applicable.
83.	Green Belt boundaries should only be altered where exceptional circumstances are fully evidenced and justified, through the preparation or updating of plans. Strategic policies should establish the need for any changes to Green Belt boundaries, having regard to their intended permanence in the long term, so they can endure beyond the plan period. Where a need for changes to Green Belt boundaries has been established through strategic policies, detailed amendments to those boundaries may be made through non-strategic policies, including neighbourhood plans. Even when exceptional circumstances are demonstrated strategically to take land out of the Green Belt, it is still necessary to demonstrate that exceptional circumstances exist at the site level.	NPPF Para 136	The potential impact of minerals and waste development on the Green Belt is set out in HMWP Policy 6: South West Hampshire Green Belt. Whilst the policy outlines that development within the Green Belt with need to demonstrate that it is not inappropriate or that very special circumstances exist, the terminology of the policy and support text does not reflect the NPPF's use of 'exceptional' circumstances or the regard that should be given to the permanence of the development impact on the Green Belt.

84.	Strategic policies should make as much use as possible of suitable brownfield sites and underutilised land and optimise the density of development including promoting an uplift in minimum density standards in town and city centres and locations well served by public transport. Where it has been concluded that it is necessary to release Green Belt land for development, plans should give first consideration to land which has been previously developed and/or is well served by public transport. They should also set out ways in which the impact of removing land from the Green Belt can be offset through compensatory improvements to the environmental quality and accessibility of remaining Green Belt land.	NPPF Para 137 & 138	Not applicable.
85.	When defining Green Belt boundaries, plans should ensure consistency with the development plan's strategy for meeting identified requirements for sustainable development, not include land which it is unnecessary to keep permanently open, identify areas of safeguarded land between the urban area and the Green Belt where necessary, make clear that the safeguarded land is not allocated for development at the present time, be able to demonstrate that Green Belt boundaries will not need to be altered at the end of the plan period, and define boundaries clearly.	NPPF Para 139	Not applicable.

86.	<i>Climate change, flooding and coastal change</i>		
87.	Take a proactive approach to mitigating and adapting to climate change, taking into account the long-term implications for flood risk, coastal change, water supply, biodiversity and landscapes, and the risk of overheating from rising temperature.	NPPF Para 149	The HMWP seeks to address the mitigation and adaptation of climate change through Policy 2: Climate change mitigation and adaptation. Whilst the policy states that minerals and waste development should minimise their impacts, this is not necessarily a 'proactive' approach.
88.	Support appropriate measures to ensure the future resilience of communities and infrastructure to climate change impacts.	NPPF Para 149	The Climate Change Act requires Local Plans to monitor carbon emissions. The Plan does not outline the baseline for carbon emissions or measures to monitor the performance of the Plan on its carbon impact. In June 2019, Hampshire County Council declared a Climate Change Emergency ⁹⁰ . The HMWP is listed in the Climate Change Strategy as being a support for managing Hampshire's emissions and resilience.
89.	Increase the use and supply of renewable and low carbon energy and heat by providing a positive strategy for energy from these sources, identifying suitable areas for renewable and low carbon energy sources, and identifying opportunities for development to draw its energy supply from decentralised, renewable or low carbon energy supply systems and for co-locating potential heat customers and suppliers.	NPPF Para 151	HMWP Policy 2: Climate change mitigation and adaptation and Policy 28: Energy recovery development seek to facilitate low carbon technologies. Policy 28 also requires the design of plants to have the capability to deliver heat in the future, this is not necessarily being delivered on the ground.
90.	Strategic policies should manage flood risk from all sources.	NPPF Para 156	The impact of minerals and waste development on flood risk it set out in HMWP Policy 11: Flood Risk & Prevention. The supporting text

⁹⁰ Portsmouth declared a climate change emergency in March 2019, Southampton in September 2019.

			<p>considers all sources of flooding and the role of the lead local flood authority (LLFA). However, at the time of adoption, the role of the was being defined and this text would benefit from being updated.</p> <p>Reference to the supporting Strategic Flood Risk Assessment is set out in Para. 5.27.</p>
91.	Avoiding inappropriate development in vulnerable areas and not exacerbating the impacts of physical changes to the coast.	NPPF Para 167	<p>Consideration of the impact of development on the coast is outlined in Para. 5.24 and 5.25. However, there is no mention of Coastal Change Management Areas and the need for their consideration where proposals are made on the coast.</p>
92.	<i>Natural environment</i>		
93.	Contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils, recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services.	NPPF Para 170	<p>The HWMP recognises the benefits of ‘ecosystem services’ in Para. 4.1 but does not make reference to natural capital.</p> <p>The contribution to and the enhancement of the natural and local environment it set out in the following policies:</p> <ul style="list-style-type: none"> - Policy 3: Protection of habitats and species - Policy 4: Protection of the designated landscape - Policy 5: Protection of the countryside - Policy 8: Protection of soils - Policy 9: Restoration of minerals and waste developments <p>Protection of soils, water and air is considered through Policy 10: Protecting public health, safety and amenity.</p>

			However, there is no specific reference to protection of the undeveloped coast or the provision of net gains.
94.	Plans should: distinguish between the hierarchy of international, national and locally designated sites, take a strategic approach to maintaining and enhancing networks of habitats and green infrastructure, and plan for the enhancement of natural capital at a catchment or landscape scale across local authority boundaries.	NPPF Para 171	The hierarchy and enhancement of sites, habitats and species is set out in HMWP Policy 3: Protection of habitats and species. Consideration of the enhancement of habitat network and green infrastructure is provided in Policy 9: Restoration of minerals and waste developments. However, there is no reference to natural capacity or the framework for how this can be considered at a catchment or landscape scale.
95.	Conserve the special character and importance of Heritage Coast areas.	NPPF Para 173	Not applicable.
96.	Identify, map and safeguard components of local wildlife-rich habitats and wider ecological networks, promote the conservation, restoration and enhancement of priority habitats, ecological networks and the protection and recovery of priority species, and identify and pursue opportunities for securing measurable net gains for biodiversity.	NPPF Para 174	The consideration of local wildlife-rich habitats and wider ecological network is provided in HMWP Policy 3: Protection of habitats and species and Policy 9: Restoration of minerals and waste developments. The sites are identified and mapped on the Policies Map. However, there is no reference to securing measurable net gains for biodiversity.

97.	Ensure that a site is suitable for its proposed use taking account of ground conditions, any risks arising from land instability and contamination, and the likely effects of pollution on health, living conditions and the natural environment.	NPPF Para 178 & 180	The suitability of site conditions for minerals and waste development is set out in HMWP Policy 10: Protecting health, safety and amenity.
98.	Sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones, and the cumulative impacts from individual sites in local areas.	NPPF Para 181	<p>HMWP Policy 10: Protecting health, safety and amenity considers the potential for release of emissions to the atmosphere but does not make specific reference to air quality. It does consider cumulative impacts.</p> <p>HMWP Policy 12: Managing traffic considers the carbon dioxide emissions of traffic and methods for reducing this but does not make specific reference to Air Quality Management Areas and Clean Air Zones.</p>
99.	Ensure that new development can be integrated effectively with existing businesses and community facilities.	NPPF Para 182	HMWP Policy 13: High quality design of minerals and waste developments seeks to ensure that minerals and waste development maintains and enhances the distinctive character of a landscape and townscape. This is elaborated further in Para. 5.45 in that development should 'be appropriate in scale and character in relation to its location, the surrounding area and any stated objectives for the future of the area. This should include any planned new development or regeneration'.

			<p>Policy 16: safeguarding – minerals infrastructure and Policy 26: Safeguarding – waste infrastructure both seek to protect planned and existing development from encroachment.</p> <p>However, reference is not made to the ‘agent of change’.</p>
100.	<i>Historic Environment</i>		
101.	Set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats.	NPPF Para 185	The conservation of the historic environment is outlined in HMWP Policy 7: Conserving the historic environment. However, the emphasis is on ‘protection’ rather than ‘sustaining’. Whilst the contribution to a ‘sense of place’ and ‘local identity’ is outlined in Para. 4.53, the wider social, cultural, economic and environmental benefits are not considered in the supporting text.
102.	<i>Minerals</i>		
103.	Provide for the extraction of mineral resources of local and national importance.	NPPF Para 204	<p>The extraction of minerals resources of local and national importance is set out in the following policies:</p> <ul style="list-style-type: none"> - Policy 15: Safeguarding – mineral resources - Policy 16: Safeguarding – minerals infrastructure - Policy 17: Aggregate supply – capacity and source - Policy 20: Local land-won aggregates - Policy 21: Silica sand development - Policy 22: Brick-making clay - Policy 23: Chalk development - Policy 24: Oil and gas development

			Whilst the policies seek to make provision, the rates outlined in HMWP Policy 17 are not currently being met.
104.	Take account of the contribution that substitute or secondary and recycled materials and minerals waste would make to the supply of materials, before considering extraction of primary materials.	NPPF Para 204	<p>The contribution of substitute or secondary and recycled materials and minerals waste would make is outlined in Policy 17: Aggregate supply – capacity and source and Policy 18: Recycled and secondary aggregates development. This is further supported through Policy 30: Construction, demolition and excavation waste development.</p> <p>Whilst the policies seek to make provision, the rate of 1mpta outlined in HMWP Policy 17 is not currently being met.</p>
105.	Safeguard mineral resources by defining Mineral Safeguarding Areas.	NPPF Para 204	<p>The safeguarding of minerals resources and the need for prior extraction is outlined in Policy 15: Safeguarding – mineral resources. This is further supported by the Hampshire Minerals & Waste Safeguarding Supplementary Planning Document (SPD)*.</p> <p>*As this was adopted after the HMWP, the Plan would benefit from making reference to the SPD.</p>
106.	Encourage the prior extraction of minerals, where practical and environmentally feasible, if it is necessary for non-mineral development to take place.	NPPF Para 204	
107.	Safeguard existing, planned and potential sites for: the bulk transport, handling and processing of minerals, the manufacture of concrete and concrete products and the handling, processing and distribution of substitute, recycled and secondary aggregate material.	NPPF Para 204	<p>The safeguarding of minerals infrastructure is set out in Policy 16: Safeguarding – minerals infrastructure. The requirement for the safeguarding is set out in Para. 6.22. In addition, Policy 34: Safeguarding potential minerals and waste wharf and rail depots seeks to safeguard sites that may become available in the future. These policies are further supported by the Hampshire Minerals & Waste Safeguarding Supplementary Planning Document* (SPD).</p>

			*As this was adopted after the HMWP, the Plan would benefit from making reference to the SPD.
108.	Set out criteria or requirements to ensure that permitted and proposed operations do not have unacceptable adverse impacts on the natural and historic environment or human health	NPPF Para 204	The criteria and requirements to ensure permitted and proposed operations do not have an unacceptable adverse impact are set out in the Development Management policies (1 - 12) including Policy 10: Protecting public health, safety and amenity which considered the potential for cumulative impacts.
109.	Recognise that some noisy short-term activities, which may otherwise be regarded as unacceptable, are unavoidable to facilitate minerals extraction	NPPF Para 204	The recognition of the impacts of minerals and waste development including noise is outlined in Paras. 5.4 and 5.8. Policy 10: Protecting health, safety and amenity seeks to address any significant adverse impacts such as noise.
110.	Ensure that worked land is reclaimed at the earliest opportunity, taking account of aviation safety, and that high-quality restoration and aftercare of mineral sites takes place.	NPPF Para 204	The need for restoration of worked land is set out in Policy 9: Restoration of minerals and waste developments. The requirement for provision at the earliest opportunity is outlined in Para. 4.70*.

National Planning Policy for Waste (2014)

	A. NPPW Requirement	B. NPPW Paragraph Reference	C. Record your assessment results
	<i>General Requirements</i>		
1.	Positive planning through: - delivery of sustainable development and resource efficiency; - ensuring that waste management is considered alongside other spatial planning concerns;	NPPW Para 1	The delivery of sustainable development is outlined in HMWP Policy 25: Sustainable waste management. Para. 6.128 outlines how the waste policies contained within the Plan seeks to address wider planning concerns.
2.	Providing a framework in which communities and businesses are engaged with and take more responsibility for their own waste; - helping to secure the re-use, recovery or disposal of waste without endangering human health and without harming the environment; and - ensuring the design and layout of new residential and commercial development and other infrastructure (such as safe and reliable transport links) complements sustainable waste management.	NPPW Para 1	Not applicable
3.	Ensure that the planned provision of new capacity and its spatial distribution is based on robust analysis of best available data and information, and an appraisal of options.	NPPW Para 2	Provision is outlined in Policy 25: Sustainable waste management and the detail on how this is to be delivered in capacity terms is set out in Policy 27: Capacity for waste management development.

	A. NPPW Requirement	B. NPPW Paragraph Reference	C. Record your assessment results
			The background to this information is set out in Paras. 6.166 to 6.179 and provided in more detail in the <i>Assessment of Need for Waste Management Facilities in Hampshire: Waste Data Summary Report</i> .
4.	<p>Work jointly and collaboratively with other planning authorities to collect and share data and information on waste arisings, and take account of:</p> <ul style="list-style-type: none"> (i) waste arisings across neighbouring waste planning authority areas; (ii) any waste management requirement identified nationally, including the Government's latest advice on forecasts of waste arisings and the proportion of waste that can be recycled. 	NPPW 2 Para 2	<p>The HMWP was prepared in Partnership which is outlined in Para. 2.23.</p> <p>The information on waste arisings is set out in Table 6.5 which takes into account the guidance on forecasts at the time. This is provided in more detail in the <i>Assessment of Need for Waste Management Facilities in Hampshire: Waste Data Summary Report</i>.</p>
5.	Ensure that the need for waste management facilities is considered alongside other spatial planning concerns, recognising the positive contribution that waste management can bring to the development of sustainable communities.	NPPW Para 2	<p>The delivery of sustainable development is outlined in HMWP Policy 25: Sustainable waste management. Paras. 6.126 to 6.128 outlines how the waste policies seek to meet national planning objectives.</p> <p>However, the Plan could be more explicit in relation to the positive contribution that waste management can bring to communities.</p>
6.	Undertake early and meaningful engagement with local communities so that plans, as far as possible, reflect a collective vision and set of agreed priorities when planning for sustainable waste management, recognising that	NPPW Para 3	Paras 1.6 and 1.7 of the HMWP outlines how and when the local community was engaged in the development of the Plan including the Vision and Plan objectives. The concerns regarding waste management

	A. NPPW Requirement	B. NPPW Paragraph Reference	C. Record your assessment results
	proposals for waste management facilities such as incinerators can be controversial.		development are recognised and outlined in Para. 2.17 as a key issue for the Plan.
7.	Drive waste management up the waste hierarchy, recognising the need for a mix of types and scale of facilities, and that adequate provision must be made for waste disposal.	NPPW Para 3	Application of the waste hierarchy is outlined in Policy 25: Sustainable waste management and the types and scales of the facilities required to delivery is set out in the supporting text to Policy 29: Locations and sites for waste management.
8.	Identify the tonnages and percentages of municipal, and commercial and industrial, waste requiring different types of management in their area over the period of the plan.	NPPW Para 3	<p>The requirement is outlined in Policy 25: Sustainable waste management and the detail on how this is to be delivered in terms of types of infrastructure is set out in Policy 27: Capacity for waste management development.</p> <p>The background to this information is set out in Paras. 6.166 to 6.179 and provided in more detail in the <i>Assessment of Need for Waste Management Facilities in Hampshire: Waste Data Summary Report</i>. This includes minimum capacity targets through the Plan period.</p>
9.	Consider the need for additional waste management capacity of more than local significance and reflect any requirement for waste management facilities identified nationally.	NPPW Para 3	The consideration of capacity for waste management of more than local significance and national requirements which may result in the need for limited facilities are set out in the following policies:
10.	Take account of waste management needs, including for disposal of the residues from treated wastes, arising in more	NPPW Para 3	<ul style="list-style-type: none"> - Policy 28: Energy recovery development - Policy 31: Liquid waste and waste water management - Policy 32: Non-hazardous waste landfill

	A. NPPW Requirement	B. NPPW Paragraph Reference	C. Record your assessment results
	than one waste planning authority area but where only a limited number of facilities would be required.		- Policy 33: Hazardous and Low Level Radioactive Waste Development
11.	Work collaboratively in groups with other waste planning authorities, and in two-tier areas with district authorities, through the statutory duty to cooperate, to provide a suitable network of facilities to deliver sustainable waste management.	NPPW Para 3	<p>The HMWP was prepared in Partnership which is outlined in Para. 2.23 and waste management is currently provided under a partnership of a number of Hampshire local authorities known as Project Integra (Para. 6.160). The Duty to Cooperate during plan-preparation was met (Para. 2.23).</p> <p>The delivery of provision is set out Policy 25: Sustainable waste management and the detail on how this is to be delivered is set out in Policy 27: Capacity for waste management development.</p>
12.	Consider the extent to which the capacity of existing operational facilities would satisfy any identified need.	NPPW Para 3	<p>Existing capacity at the time of the Plan preparation is outlined in Paras. 6.160 to 6.162. This was taken into account to establish the capacity gaps which outlines the additional capacity required during the Plan period as set out in Policy 27: Capacity for waste management development.</p> <p>More detail is provided in the <i>Assessment of Need for Waste Management Facilities in Hampshire: Waste Data Summary Report</i>. This includes minimum capacity targets through the Plan period.</p>

	A. NPPW Requirement	B. NPPW Paragraph Reference	C. Record your assessment results
13.	Identify the broad type or types of waste management facility that would be appropriately located on the allocated site or in the allocated area in line with the waste hierarchy.	NPPW Para 4	<p>The types of facilities and locational requirements are set out in HWMP Policy 29: Locations and sites for waste management. At the time of the plan adoption, there was a suitable network of facilities in place. The only allocations for waste management were for non-hazardous landfill and outlined in Policy 32: Non-hazardous landfill.</p> <p>It was expected that some future provision could be made on industrial estates (Para. 6.203). However, these are not identified within the Plan.</p> <p>Policy 29 also suggests that certain types of waste development would be supported in 'areas of major new or planned development' and these are identified on the Key Diagram.</p> <p>The Plan expects market-led delivery. However, monitoring suggests that there is a disconnect between what is being brought forward by the market and Policy 25 which seeks to drive waste management up the waste hierarchy.</p>
14.	Plan for the disposal of waste and the recovery of mixed municipal waste in line with the proximity principle.	NPPW Para 4	The proximity principle is outlined in part (b) of Policy 25: Sustainable waste management.
15.	Consider opportunities for on-site management of waste where it arises	NPPW Para 4	There is limited scope for on-site management of wastes for minerals and waste developments. However, Policy 30: Construction, demolition

	A. NPPW Requirement	B. NPPW Paragraph Reference	C. Record your assessment results
			and excavation waste development seeks to encourage recycling or recovery of the material which can take place on-site.
16.	Consider a broad range of locations including industrial sites, looking for opportunities to co-locate waste management facilities together and with complementary activities.	NPPW Para 4	Co-location of facilities is addressed in the following HMWP policies: <ul style="list-style-type: none"> - Policy 25: Sustainable waste management - Policy 27: Capacity for waste management development - Policy 29: Locations and sites for waste management - Policy 31: Liquid waste and waste water management
17.	Where a low carbon energy recovery facility is considered as an appropriate type of development, waste planning authorities should consider the suitable siting of such facilities to enable the utilisation of the heat produced as an energy source in close proximity to suitable potential heat customers.	NPPW Para 4	HMWP Policy 28: Energy recovery development states that 'As a minimum requirement the scheme should recover energy through electricity production and the plant should be designed to have the capability to deliver heat in the future' (Part (b)).
18.	Give priority to the re-use of previously-developed land, sites identified for employment uses, and redundant agricultural and forestry buildings and their curtilages.	NPPW Para 4	HMWP Policy 29: Locations and sites for waste management includes support for 'previously-development land or redundant agricultural and forestry buildings; their curtilages and hardstandings' (Part 2 (c)) but is provides a more focused direction on employment sites by referencing 'suitable industrial' estates and land 'allocated for general industry/storage'. This is due to fact that not all employment sites are suitable (e.g. business parks) as outlined in Para. 6.203.

	A. NPPW Requirement	B. NPPW Paragraph Reference	C. Record your assessment results
19.	Physical and environmental constraints on development, including existing and proposed neighbouring land uses.	NPPW Para 5	HMWP Para. 6.196 states that the market-led approach 'recognises the 'spatial' needs of different types of waste facilities, including the demand for certain sites, and the constraints that limit the location of some facility types'.
20.	The capacity of existing and potential transport infrastructure to support the sustainable movement of waste, and products arising from resource recovery, seeking when practicable and beneficial to use modes other than road transport.	NPPW Para 5	The capacity of transport infrastructure to support waste management is outlined in HMWP Policy 12: Managing traffic. Potential wharves and rail depots are referenced in Policy 34: Safeguarding potential minerals and waste wharf and rail depot infrastructure.
21.	The cumulative impact of existing and proposed waste disposal facilities on the well-being of the local community, including any significant adverse impacts on environmental quality, social cohesion and inclusion or economic potential.	NPPW Para 5	The cumulative impact of waste development is considered in Policy 10: Protecting public health, safety and amenity.
22.	Planning authorities should first look for suitable sites and areas outside the Green Belt for waste management facilities that, if located in the Green Belt, would be inappropriate development. Local planning authorities should recognise the particular locational needs of some types of waste management facilities when preparing their Local Plan.	NPPW Para 6	Waste development in the Green Belt is considered in HMWP Policy 6: South West Hampshire Green Belt.

	A. NPPW Requirement	B. NPPW Paragraph Reference	C. Record your assessment results
23.	Local planning authorities should, to the extent appropriate to their responsibilities, monitor and report.	NPPW Para 9	Section 7 of the HMWP outlines the responsibility of the Authorities to monitor and report on the Policies. An Implementation and Monitoring Plan is set out in Appendix C.

DRAFT

HAMPSHIRE COUNTY COUNCIL, NEW FOREST NATIONAL PARK AUTHORITY, PORTSMOUTH CITY COUNCIL, SOUTH DOWNS NATIONAL PARK AUTHORITY & SOUTHAMPTON CITY COUNCIL

Hampshire Minerals & Waste Plan

Development Scheme

December 2020



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1. Introduction

- 1.1 Hampshire County Council is one of five Minerals and Waste Planning Authorities (MWPA) which cover the geographical area of Hampshire and include New Forest National Park Authority, Portsmouth City Council, South Downs National Park Authority and Southampton City Council.
- 1.2 The current Hampshire Minerals and Waste Plan (HMWP) (the Plan) was adopted by the five Hampshire MWPA in October 2013¹. The Plan is based upon the principle of ensuring that the Plan area has the right developments to maintain a reliable and timely supply of minerals and excellent management of waste, whilst protecting the environment and communities. It contains policies to enable minerals and waste decision-making, as well as minerals and waste site allocations (rail depots, land-won sand and gravel quarries, brick-making clay quarries and landfill) which support Hampshire's vision and objectives for minerals and waste development to 2030. The effectiveness of the policies in the HMWP are reviewed through annual Monitoring Reports.

What is a Minerals & Waste Development Scheme?

- 1.3 This Minerals and Waste Development Scheme (HMWDS) provides a timetable for the update to the HMWP and sets out what planning policy documents will be prepared, the subject matter, which geographical areas they relate to and the various stages that each will go through, including opportunities for public participation.
- 1.4 The Planning and Compulsory Purchase Act 2004, as amended by the Localism Act 2011, requires every local plan making authority (LPA) in England to produce a development scheme, which sets out the timetable and details of planning policy documents that each LPA will produce.
- 1.5 This updated HMWDS (2020) came into effect on **to be inserted** and replaces the previously published HMWDS published in 2014. The HMWDS will be subject to review on a regular basis to take account of the implementation and monitoring of the HMWP and the production of any associated documentation. The most up to date version of the HMWDS is published on Hampshire County Council's website at: <https://www.hants.gov.uk/landplanningandenvironment/strategic-planning/hampshire-minerals-waste-plan>.

Why is the Plan being updated?

- 1.6 Planning Regulations² and National Planning Policy³ require that policies in Local Plans should be reviewed to assess whether they require updating at least once every five years and updated, as necessary. As such, the HMWP was reviewed in 2018.

¹ Hampshire Minerals & Waste Plan (2013) -

<https://www.hants.gov.uk/landplanningandenvironment/strategic-planning/hampshire-minerals-waste-plan>

² Regulation 10A of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended)

³ National Planning Policy Framework 2019 (para. 33; p11)

That review concluded that the policies were working effectively to achieve the Vision and there was no requirement at that time to update the HMWP.

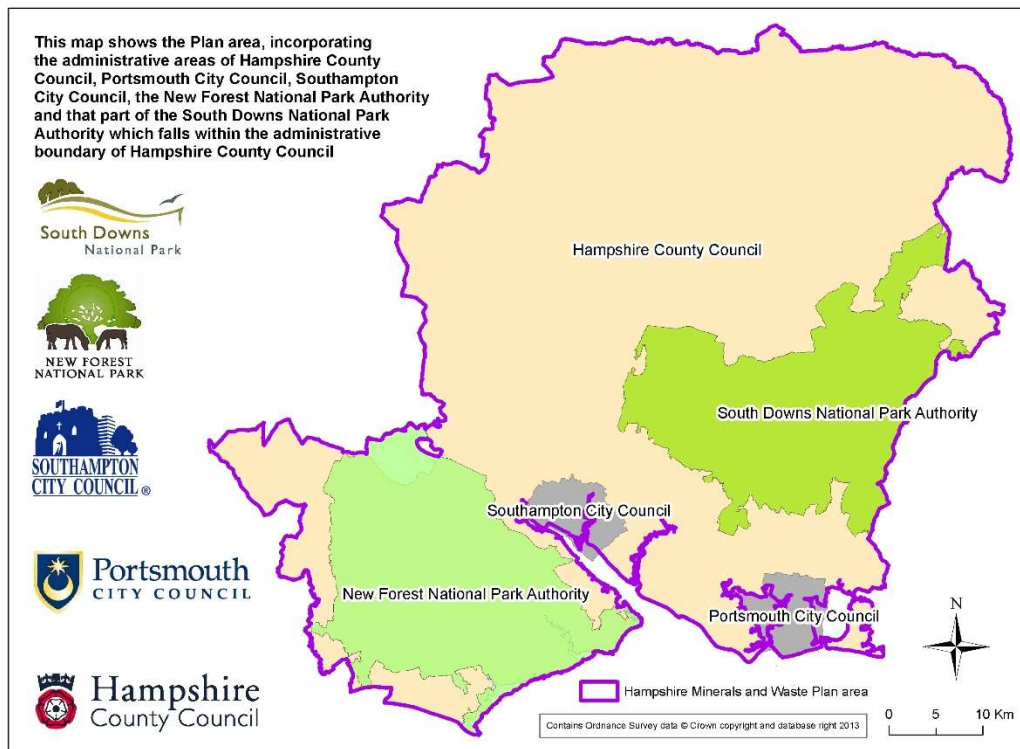
- 1.7 The 2018 Review also concluded, that the HMWP would be reviewed again in two years (2020) to determine the effectiveness of the policies and whether there is a need to amend site allocations. It was recognised that there were limitations to the 2018 review:
- The monitoring indicators and triggers may not have been defined sufficiently;
 - There were a number of uncertainties which would have an impact on future capacity requirements such as Brexit; and
 - The Government's drive to boost the housing market would have an impact on construction aggregates but the timescales and quantities were difficult to define.
- 1.8 A HMWP Review Workshop, attended by a wide range of Stakeholders, was undertaken in September 2019 to investigate the issues raised within the 2018 Review and how trends in minerals supply and sustainable waste management provision are developing.
- 1.9 The 2020 Review of the HWMP has now been undertaken and concludes that the Plan requires some updating. This HWWDS outlines the programme for the partial Plan update including the timetable for production and when public participation is likely to take place.
- 1.10 An updated Plan is important as an out-of-date plan allows less control over-achieving the right developments, in the right locations, at the right time for Hampshire and could lead to more planning applications determined at appeal.
- 1.11 It is important that the project plan for the partial update of the HMWP is realistic, 'fit for purpose', and that the timescales are justified based on the local circumstances (including its available resources). The timetables set out in this document therefore reflect:
- The available resources (see below);
 - The need to build upon previous minerals and waste plans;
 - The Statement of Community Involvement requirements for each Authority;
 - The need to produce a robust and up-to-date evidence base;
 - The need to undertake Sustainability Appraisal and a detailed Habitats Regulations Assessment;
 - New guidance and emerging best practice; and
 - The need to undergo democratic processes at the various plan preparation stages for each of the four authorities involved.
- 1.12 Minerals and waste planning authorities are allowed to work together to prepare minerals and waste development documents⁴. The HMWP will be prepared, submitted, and adopted by the five authorities as a joint document. Each mineral and waste planning authority will 'adopt' the HMWP individually.

⁴ Under section 28 of the Planning and Compulsory Purchase Act 2004

What area is covered by the HMWP?

- 1.13 Minerals and waste planning issues are most appropriately addressed jointly so that strategic issues can be satisfactorily resolved. The updated HMWP will reflect the boundary of the current adopted Plan (2013).
- 1.14 Figure 1 below indicates the administrative areas of each of the Authorities.

Figure 1: HMWP Administrative Areas



What resources are available for plan-making?

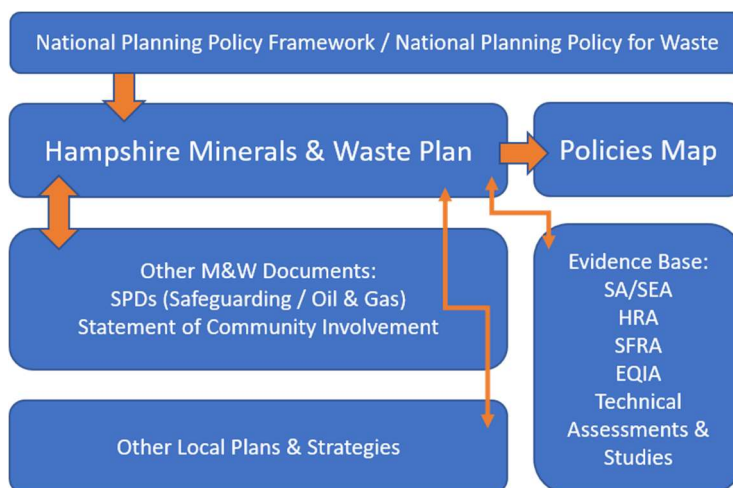
- 1.15 The Plan will be approved by each Authority. Hampshire County Council will lead the technical preparation of the partial HMWP working with the partner Authorities. Hampshire will contribute planning, specialist, and managerial staff resources sufficient to prepare a sound plan.
- 1.16 The partner Authorities have committed significant financial support to the partial update of the HMWP and will also provide support and contribute some staff time where required.

2. Minerals & Waste Planning

What is the Hampshire Minerals & Waste Plan?

- 2.1 The HMWP is a Local Plan, supported by other development documents such as the Statement of Community Involvement for each Authority. The HMWP covers the period up to 2030.
- 2.2 Local Plans undergo an examination conducted by an independent Planning Inspector.
- 2.3 Figure 2 shows the documents that make up the HMWP and the linkages to other strategies.

Figure 2: HMWP Linkages to other Strategies



How does the Plan relate to other Plans and Strategies?

National Planning Policy

- 2.4 HMWP will need to accord with current planning policy and guidance on minerals and waste. The National Planning Policy Framework (NPPF)⁵ was published in 2012 and subsequently updated and revised in 2019. The National Planning Practice Guidance⁶ which sits alongside the NPPF was launched in 2014 and is a live document, updated as necessary by the Government. The Waste Management Plan for England⁷ was published in December 2013, followed by the National Planning Policy for Waste⁸ which was published in October 2014.

⁵ National Planning Policy Framework - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf

⁶ Planning Practice Guidance - <http://planningguidance.communities.gov.uk/>

⁷ Waste Management Plan for England - <https://www.gov.uk/government/publications/waste-management-plan-for-england>

⁸ National Planning Policy for Waste - <https://www.gov.uk/government/publications/national-planning-policy-for-waste>

Regional Planning Policy

- 2.5 The South East Plan was partially revoked on 25 March 2013. Policy NRM6, which deals with the Thames Basin Heaths Special Protection Area, remains in place as a saved policy⁹ and is relevant to the Plan area.

Local Planning Policy

- 2.6 The Hampshire Minerals & Waste Plan (2013) remains the adopted Plan until it is replaced by the updated HMWP.

Other relevant Strategies

- 2.7 A Statement of Community Involvement (SCI) sets out the approach for involving the community in the preparation, alteration and continuing review of all development plan documents (DPD), and in publicising and dealing with planning applications. Each of the Authorities has adopted its own Statement of Community Involvement. These are as follows:
- Hampshire – Statement of Community Involvement (2017)¹⁰
 - Portsmouth – Statement of Community Involvement (2017)¹¹
 - Southampton – Statement of Community Involvement (2019)¹²
 - New Forest – Statement of Community Involvement (2013)¹³
 - South Downs – Statement of Community Involvement (2017)¹⁴

What are the key stages in document preparation?

- 2.8 All Local Plans have to go through prescribed procedures and are subject to wide public consultation and ultimately an independent public examination before they can be adopted. Local Plans are examined to assess their 'soundness' (i.e. whether they are fit for purpose and legally compliant).
- 2.9 The key stages in Local Plan preparation and updating are outlined in Figure 3.

⁹ Natural Resource Management (NRM6) - <http://www.bracknell-forest.gov.uk/south-east-plan-policy-nrm6.pdf>

¹⁰ Hampshire SCI (2017) - <https://www.hants.gov.uk/landplanningandenvironment/strategic-planning/statement-community-involvement>

¹¹ Portsmouth SCI (2017) - <https://www.portsmouth.gov.uk/ext/development-and-planning/planning-policy/statement-of-community-involvement>

¹² Southampton SCI (2019) - [https://www.southampton.gov.uk/images/involving-you-in-planning-\(sci\)_tcm63-424238.pdf](https://www.southampton.gov.uk/images/involving-you-in-planning-(sci)_tcm63-424238.pdf)

¹³ New Forest SCI (2013) - <https://www.newforestnpa.gov.uk/planning/community-involvement/>

¹⁴ South Downs SCI (2017) - <https://www.southdowns.gov.uk/wp-content/uploads/2015/02/Statement-of-Community-Involvement-August-2017.pdf>

Figure 3: Local plan preparation



HMWP Update: Timetable

2.10 The following table outlines the timetable for the partial HMWP update.

HMWP Key Milestones	Timescale	Description
Regulation 18 (Preparation)	March 2021 – September 2021	Call for Sites (Fixed period) Evidence Base <ul style="list-style-type: none"> • Scoping Report (SA/SEA) • Screening (HRA) • Minerals & Waste Background Studies • Minerals & Waste Proposal Studies • Wharves & Rail Depots Needs Assessment • Climate Change Topic Paper • Aggregate Recycling Topic Paper • Restoration Topic Paper • Technical Assessments (Landscape, Transport, Flooding, Heritage)
Regulation 18 (Consultation)	October 2021 – December 2021	Consultation on the Draft Plan Update and Evidence

Regulation 19 (Proposed Submission Document Preparation)	January 2022 – March 2022	Update Evidence Base Revise Plan based on Evidence Base and Consultation
Regulation 19 (Proposed Submission Document Consultation)	April 2022 – June 2022	Consultation on the updated Plan to be submitted to the Secretary of State
Regulation 22 (Preparation)	July 2022 – October 2022	Update Evidence Base Proposed Modifications based on Evidence Base and Consultation
Regulation 22 (Submission to SoS)	Winter 2022	Submitting the Plan to the Secretary of State who appoints a Planning Inspector
Regulation 24 (Public Examination)	Spring 2023	Pre- Examination Hearing Planning Inspector examines the Plan
Regulation 25 (Inspector’s Report)	Summer 2023	Planning Inspector delivers his report on the Plan
Regulation 26 (Adoption)	Autumn 2023	All authorities adopt the Plan, as modified by Planning Inspector

Policies Map

2.11 A Policies Map forms part of the HMWP and will be updated simultaneously with the Plan. The Policies Map illustrates geographically how the policies of the HMWP are to be applied.

Meeting the Duty to Cooperate

- 2.12 In preparing the updated HMWP, the Hampshire Authorities will fulfil their duty to cooperate with:
- Districts and Boroughs and surrounding Minerals & Waste Planning Authorities;
 - Statutory consultees – organisations such as Natural England, Historic England and the Environment Agency that need to be involved in planning for minerals or waste; and
 - Those organisations and communities that have a minerals or waste interest or that may be impacted by the proposals.
- 2.13 A report showing how the requirements to fulfil the duty to cooperate have been met will be prepared as part of the evidence base.
- 2.14 Where relevant, Statements of Common Ground will be prepared to address strategic cross-boundary issues.

Local Aggregate Assessment

- 2.15 The Local Aggregate Assessment (LAA) is prepared annually and is a report that considers the sale and movements of aggregates in the local authority that produces it. The Hampshire Authorities already work together to produce a joint Local Aggregate Assessment¹⁵. This document will continue to be produced annually and will form an important part of the Evidence Base for the HMWP.

Plan Assessment and Appraisal

- 2.16 The policies and proposals in the updated HMWP will be assessed to ensure that they contribute to the aims of sustainable development. This assessment will be through Sustainability Appraisal (which incorporates assessment as required under the Strategic Environmental Assessment (SEA) Directive). To prepare these appraisals, a sustainability 'Scoping Report' will be prepared. This report describes the existing key environmental, social, and economic issues for Hampshire and includes a set of sustainability objectives which will be used to assess the policies in documents.
- 2.17 All minerals and waste development documents are also subject to Habitats Regulations Assessment (HRA)¹⁶ and the updated HMWP will be assessed accordingly.
- 2.18 Local government authorities are subject to the public sector equality duty under the Equality Act 2010¹⁷. An Equalities Impact Assessment will be produced to ensure that the HMWP update meets this duty.

Plan Monitoring

- 2.19 In accordance with the Planning and Compulsory Purchase Act 2004, as amended by The Localism Act 2011, local authorities are required to produce a Monitoring Report, containing:
- information on how the preparation of the minerals and waste DPDs are progressing; and
 - the extent to which the policies set out in the associated documents are being implemented.
- 2.20 Monitoring Reports are produced annually for the Hampshire Authorities¹⁸.

¹⁵ Aggregates Monitoring Report (2019) - <https://www.hants.gov.uk/landplanningandenvironment/strategic-planning/hampshire-minerals-waste-plan>

¹⁶ Under the Conservation of Habitats and Species Regulations 2017 - <https://www.legislation.gov.uk/ukxi/2017/1012/contents/made>

¹⁷ Equality Act 2010 - <http://www.legislation.gov.uk/ukpga/2010/15/contents>

¹⁸ Minerals and Waste Monitoring Reports - <https://www.hants.gov.uk/landplanningandenvironment/strategic-planning/hampshire-minerals-waste-plan>

Potential Risks to the Timetable

2.21 The plan preparation process has a number of risk elements including:

- Staff Resources;
- Funding; and
- Democratic timetables.

2.22 The Hampshire Authorities have a variety of procedures in place to mitigate these risks.

2.23 The key risks and mitigation measures are outlined in the table below.

Risk	Why	Level x likelihood of Impact	Mitigation / minimisation measures
Staffing and resources	Minerals and waste planning require specialist staff, while government spending cuts continue to affect resources across all Councils.	Low	The Hampshire Authorities have resolved to allocate appropriate resources for the production of the updated HWMP. Hampshire County Council will be the lead Authority and will undertake the majority of the work, having appropriate staff skills and resources. Regular updates will be provided to the partners and progress will be closely monitored.
Potential changes in national and local political control/ leadership	There may be future changes to legislation and guidance introduced by a new Government. There may be changes in the political composition and outlook of one or more of the Hampshire Authorities.	Medium	Changes in policy and guidance will be monitored and assessed for their impact on the content of emerging documents. The HWMP update will be based upon the information available at that time. Advice will be sought from the Ministry for Housing, Communities and Local Government (MHCLG) and the Planning Inspectorate, as appropriate. Locally, officers will work closely with Members. The focused update and timetable should reduce the risk of any potential change.

Legal Compliance / Soundness / Legal Challenge	The updated HMWP will be assessed by a Planning Inspector as to whether it has complied with legislation and is sound (a suitable plan for the local circumstances, based on relevant policy and a robust evidence base).	Medium	The Councils will seek to ensure that the Local Plan is legally compliant, "sound", based upon a robust evidence base, and has a well audited consultation process, in order to minimise the risk of legal challenge. The Councils will work closely with the Planning Inspectorate at all stages of the examination to ensure the tests of soundness are met. The Council will take account of other advice available such as from the Planning Advisory Service and tools such as 'toolkits' in respect of the Local Plan process. The Council will also take legal advice on the plan process as appropriate.
Local opposition	Minerals and waste plans can lead to high levels of local interest and/or local opposition to proposals.	Medium	Information and opinions from the public need to be fully considered during plan-making and contribute to the development of a sound plan. In order to maximise the input from local stakeholders to the updated HMWP, early and focused engagement will be essential. Realistic time should be programmed for consultation and subsequent analysis of responses of any controversial documents.
Partnership working	While partnership working will bring benefits in the preparation of the updated HMWP, it can also introduce delays due to differing positions or democratic timetables and processes.	Medium	There is a need to share timetables, as well as engage and maintain good working relationships. The focused update and timetable should reduce the risk of any potential impact on the partnership.
National pandemic	The impact of a national pandemic may impact resources and/or how engagement is carried out with the public and stakeholders.	Medium	Managing resources is outlined above. Statements of Community Involvement will set outline any revised approaches to consulting in a time of a pandemic. Any change in measures will accord with Government advice. If necessary, and where possible, events including the Public Examination will be carried out virtually.

3. HMWP Update: Evidence Base

Preparing a robust evidence base

- 3.1 Planning authorities are urged to ensure that effective programme management techniques are employed in progressing and orchestrating the production of the evidence base for plan work.
- 3.2 It is intended that the main studies should be completed prior to public participation on minerals and waste planning documents, in order to ensure that all the key issues have been identified at the Regulation 18 stage.
- 3.3 It is also important that the evidence base is complete and robust prior to publication of the plans. This will help demonstrate that the proposed plans are the most appropriate considering all the options and based on the available evidence.

Proposed evidence base

- 3.4 Due to the focused nature of the partial HMWP Update, specific studies will need to be undertaken including:
 - Waste Background Study
 - Minerals Background Study
 - Wharves & Depots Needs Assessment
 - Climate Change Topic Paper
 - Aggregate Recycling Topic Paper
 - Restoration Topic Paper
 - Minerals and Waste Proposal Studies
 - Sustainability Appraisal (incorporating Strategic Environmental Assessment)
 - Habitats Regulations Assessment
 - Strategic Flood Risk Assessment
 - Strategic Technical Assessments on issues such as Transport, Landscape and Heritage.
- 3.5 As the evidence base is prepared any completed or draft supporting documents will be available to view on the Hampshire Minerals & Waste Plan website¹⁹.

¹⁹ Hampshire Minerals & Waste Plan webpage - <https://www.hants.gov.uk/landplanningandenvironment/strategic-planning/hampshire-minerals-waste-plan>

Glossary of Terms & Acronyms

Development Plan - Planning law (section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990) requires that decisions on planning applications should be made in accordance with the development plan unless material considerations indicate otherwise. The Development Plan for each of the partner Authorities includes the latest Local Plans for that authority, the Hampshire Minerals and Waste Plan (incorporating South East Plan saved policy NRM6) and any completed Neighbourhood Plans. It is important that all documents comprising the Development Plan are read together.

Equalities Impact Assessment (EqIA) - An equality impact assessment (EqIA) is a process designed to ensure that a policy, project, or scheme does not discriminate against any disadvantaged or vulnerable people.

Habitats Regulation Assessment (HRA) - Statutory requirement for Planning Authorities to assess the potential effects of land-use plans on designated European Sites in Great Britain. The Habitats Regulations Assessment is intended to assess the potential effects of a development plan on one or more European Sites (collectively termed 'Natura 2000' sites). The Natura 2000 sites comprise Special Protection Areas (SPAs) and Special Areas of Conservation (SACs). SPAs are classified under the European Council Directive on the conservation of wild birds (79/409/EEC; Birds Directive) for the protection of wild birds and their habitats (including particularly rare and vulnerable species listed in Annex 1 of the Birds Directive, and migratory species).

Local Plan - Local Plans have statutory development plan status and are subject to rigorous procedures involving community involvement and formal testing through examination by an independent Planning Inspector to assess whether a plan has been prepared in accordance with the Duty to Co-operate, legal and procedural requirements and whether it is sound. Local Plans usually deal with non-minerals or waste matters but references minerals and waste plans.

National Planning Policy for Waste (NPPW) – The NPPW sets out detailed waste planning policies. It should be read in conjunction with the National Planning Policy Framework.

National Planning Policy Framework (NPPF) - The NPPF is a single document that sets out the Government's economic, environmental, and social planning policies for England. Taken together, these policies articulate the Government's vision of sustainable development.

Planning Practice Guidance (PPG) - The PPG (2014 onwards) is an online resource setting out further detail on the Government's national planning policies set out in the NPPF and NPPW.

Stakeholder - Any person or organisation expected to have a concern or interest in a particular minerals and waste development, site, policy, or issue.

Statement of Community Involvement (SCI) - A document which sets out how a Council will engage with communities in reviewing and preparing planning policy documents and consulting on planning applications.

Strategic Environmental Assessment (SEA) - A system of incorporating environmental considerations into policies, plans, programmes, and part of European Union Policy. It is sometimes referred to as strategic environmental impact assessment and is intended to highlight environmental issues during decision-making about strategic documents such as plans, programmes and strategies. The SEA identifies the significant environmental effects that are likely to result from implementing the plan or alternative approaches to the plan. The Sustainability Appraisal often includes the SEA.

Sustainability Appraisal (SA) - Examines the impact of proposed plans and policies on economic, social, and environmental factors, and ensures that these issues are taken into account at every stage so that sustainable development is delivered on the ground. It also appraises the different options that are put forward in the development of policies and the process of allocating sites. The SA often incorporates SEA.

Thames Basin Heaths Special Protection Area (TBHSPA) - A group of heathland sites distributed across Berkshire, Surrey and Hampshire that support important breeding populations of lowland heathland birds (especially the Nightjar, Dartford Warbler and Woodlark). The area is designated for its interest under a European Wildlife Directive (and subject to the assessment procedure set out in the Habitats Directive) in order to protect the important species of birds that live within them.

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Agenda Item 13



Portsmouth
CITY COUNCIL

Title of meeting:	Governance & Audit & Standards Committee
Date of meeting:	Friday, 5 March 2021
Subject:	Appointment of Independent Persons
Report by:	City Solicitor
Wards affected:	Not applicable
Key decision:	No
Full Council decision:	Yes

1. Purpose of report

To outline the requirements for and consider the reappointment of two Independent Persons whose terms are coming to an end and to add an additional Independent Person, pursuant to the provisions of Section 28 of the Localism Act 2011.

2. Recommendations

That Governance and Audit and Standards Committee recommend that;

- 1) The Council increases the number of Independent Persons to up to five (from up to four);**
- 2) The Council reappoint Carole Damper and Diana Turner as Independent Persons for a further three years from 1 May 2021 through to 30 April 2024, and;**
- 3) The Council appoint Chris Rider as an Independent Person for three years from 1 May 2021 through to 30 April 2024 (subject to 1 above being agreed).**

3. Background

3.1 The Localism Act only requires that we appoint one Independent Person however, the Council has locally determined to appoint more than one to both provide resilience and also as at least two Independent Persons are required to consider complaints by a Councillor against another Councillor, as per the policy agreed by Council in October 2016.

3.2 Following consideration by Governance and Audit and Standards Committee and Council in March 2020, the Council agreed to the appointment of two new Independent Persons for a period of 3 years, increasing from two to four Independent Persons.

3.3 The two standing Independent Persons' term of appointment will expire this May 2021, unless reappointed.

3.4 In autumn 2019 an advertisement was placed for applications to be submitted for the role of Independent Person and following interviews on 6 February 2020, two were appointed, with one placed in reserve. Increasing the number of Independent Persons from four to five will enable the Council to formally appoint the reserve.

3.5 Independent Persons do not receive any remuneration for this role but may be reimbursed for travelling expenses, which are covered from within existing budgets.

4. Reasons for recommendations

Independent Persons are required under the Council's Arrangements for Assessment, Investigation and Determination of Complaints made against Councillors. It is considered that the reappointment of two Independent Persons with the additional appointment of an Independent Person who was originally held in reserve, will aid and provide resilience to the complaints process.

5. Integrated impact assessment

An integrated impact assessment is not required as the report does not propose any new or changed services, policies or strategies.

6. Legal implications

The legal implications are within this report.

7. Director of Finance's comments

There are no financial implications arising from the recommendations set out in this report.

.....
Signed by:

Appendices: NIL

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
Nil	

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

.....
Signed by:

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From GOVERNANCE & AUDIT & STANDARDS COMMITTEE held on 5 March 2021

Council Agenda item 13 (G&A&S minute 19 - Appointment of Independent Persons)

RECOMMENDED that;

- 1) The Council increases the number of Independent Persons to up to five (from up to four);**
- 2) The Council reappoint Carole Damper and Diana Turner as Independent Persons for a further three years from 1 May 2021 through to 30 April 2024, and;**
- 3) The Council appoint Chris Rider as an Independent Person for three years from 1 May 2021 through to 30 April 2024 (subject to 1 above being agreed).**

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Agenda Item 14



Title of meeting:	Employment Committee
Date of meeting:	2 nd March 2021
Subject:	Pay Policy Statement 2021/22
Report by:	Rochelle Kneller, Assistant Director for HR
Wards affected:	None
Key decision:	No
Full Council decision:	Yes

1. Purpose of report

The Council is required by section 38(1) of the Localism Act 2011 (openness and accountability in local pay) to prepare a Pay Policy Statement. The Local Government Transparency Code 2014 further clarifies and describes the information and data local authorities are required to publish to increase democratic accountability.

A Pay Policy Statement must articulate the Council's policies towards a range of issues relating to the pay of its workforce, particularly its senior staff, Chief Officers and its lowest paid employees.

A Pay Policy Statement must be prepared for each financial year. It should be approved by Full Council no later than 31st March of each year, prior to the financial year to which it relates and be published on the council's website.

2. Recommendations

The Employment Committee is recommended to:

- 2.1 Approve the Pay Policy Statement attached as **Appendix 1**, to go forward for approval by the Full Council prior to 31 March 2021.

3. Background

- 3.1 Increased transparency about how taxpayers' money is used, including the pay and reward of public sector staff is now a legislative requirement under section 38(1) of the Localism Act 2011. The Department for Communities and Local Government published a revised Local Government Transparency Code on 3rd October 2014. The code enshrines the principles of transparency and asks

relevant authorities to follow these three principles when publishing the data they hold. These are as follows:

- Responding to public demand
- Releasing data in open format available for re-use; and
- Releasing data in a timely way

This includes data on senior salaries and how they relate to the rest of the workforce (pay multiple).

3.2 The Council must have regard to the Secretary of State's guidance "Openness and accountability in local pay: Draft guidance under section 40 of the Localism Act". It is now essential that an authority's approach to pay, as set out in a Pay Policy Statement, is accessible for citizens and enables taxpayers to take an informed view of whether local decisions on all aspects of remuneration are fair and make the best use of public funds.

Approved statements must be published on the authority's website and in any other manner that the authority thinks appropriate, as soon as reasonably practical after they have been approved by Full Council.

3.3 The Act also requires that authorities include in their pay policy statement, their approach to the publication of and access to information relating to the remuneration of chief officers. Remuneration includes salary, expenses, bonuses, performance related pay as well as severance payments.

3.4 The definition of a chief officer as set out in the Act is not limited to Head of Paid Service or statutory chief officers. It also includes those who report directly to them.

3.5 The Portsmouth Pay Policy statement is attached as **Appendix 1**. The pay multiple data used for this report is based on 31 March 2020 and is based on the difference between the highest salary and the median salary which is 6.5.

The Council also considers that the relationship between the base salaries of its highest and lowest paid employees, which is currently a ratio of 1:9.05, represents an appropriate, fair and equitable internal pay relationship.

3.6 Whilst the Pay Policy Statement relates to the year 2021/22, Members' attention is drawn to the changing shape of the council and the environment in which it operates, and the impact this may have in future on its pay structure. In particular:

- The need for officers to operate across organisational boundaries, e.g. with the health sector and other local authorities
- The increased commercialisation of the council and the need to recruit and retain suitably skilled staff (who may expect alternative reward packages)
- The council's role as accountable body for commercial or quasi-commercial bodies

- The increased specialisation of skills in some employment markets, driving pay inflation that the council's pay structure is not well suited to meet

Members approval will be sought for any significant changes to the Council's pay structure resulting from these, or other factors.

4. Reasons for recommendations

The Council is required by the Localism Act 2011, section 38(1) to publish a Pay Policy Statement on a yearly basis which is approved by Full Council.

5. Integrated impact assessment

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

6. Legal implications

- 6.1 The Director of Corporate Services is satisfied the Pay Policy Statement at Appendix 1 meets the legislative requirements under Section 38 Pay Accountability, of the Localism Act 2011 and is in line with the Local Government Transparency Code 2014.
- 6.2 The Council is required to prepare a Pay Policy Statement for the financial year 2021/22 and each subsequent year, which sets out the policies, remuneration and other benefits of its chief officers and lowest paid employees and the relationship between its chief officers and every other officer.
- 6.3 The Pay Policy Statement must be approved by Full Council before 31st March 2021 and can only be amended thereafter by resolution to Full Council.

7. Director of Finance's comments

- 7.1 There are no direct financial implications arising from the recommendation in this report.

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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:

PAY POLICY STATEMENT FOR THE FINANCIAL YEAR 2021/22

INTRODUCTION

This policy statement has been produced in accordance with Sections 38 to 43 of the Localism Act 2011 (the Act), and is compliant with the Local Government Transparency Code 2014.

The Act requires each local authority to produce a Pay Policy Statement (the 'statement') explaining its approach to the pay of its 'chief officers' and its 'lowest paid' employees and the relationship between the two. The statement has to be published and accessible to the public. The statement must be approved annually before 31 March each year prior to the financial year to which it relates.

SECTION 1: REMUNERATION OF STATUTORY AND NON-STATUTORY CHIEF OFFICERS, DEPUTY CHIEF OFFICERS, AND MONITORING OFFICER

1.1 REMUNERATION COVERED IN THIS SECTION OF THE POLICY

This section covers the Council's policies in relation to the remuneration of its senior employees, including:

- Its Chief Executive (who is its Head of Paid Service);
- The Directors, who report to and are directly accountable to the Chief Executive or any Director who acts in the capacity of Deputy Chief Executive. These Directors fulfil the roles of statutory Chief Officers, Section 151 Officer, and non-statutory Chief Officers;
- City Solicitor and Monitoring Officer (Director - lower band)
- The Port Director;
- The managers who report to and are directly accountable to the Port Director.

1.2 OVERALL POLICY ON REMUNERATION FOR SENIOR ROLES

The Council's remuneration policy complies with the Equality Act 2010 and other relevant legislation. The Council's Job Evaluation Support Scheme (JESS) is used when setting pay levels for all posts within the Council. This system is a factor-based analytical job evaluation scheme designed to measure the relative responsibilities of all jobs fairly and accurately.

1.3 THE REMUNERATION OFFERED TO SENIOR EMPLOYEES

At Chief Executive and Director level (and for the Port Director and his direct reports), the Council offers only an annual salary, access to the Local Government Pension Scheme, and the payment of a small number of allowances, details of which are set out below. No other cash benefits or benefits in kind are offered. The Council does not offer performance related payments or bonuses to its senior employees.

All are employed on PAYE taxation arrangements. However in exceptional circumstances e.g. interim appointments, an alternative form of engagement/employment may if appropriate be used.

Annual salaries

Annual salary levels for senior employees are set in accordance with the overall principles set out in section 1.3, above. At Chief Executive and Director level, they consist of a grade range which is determined locally by the Council. This grade range consists of a number of incremental salary points, through which employees may progress until the top of the grade is reached.

The pay ranges based on 1 April 2020 (subject to change once the pay 2021 award is agreed) are:

Chief Executive	£146,896 - £162,359
Port Manager	£110,126 - £119,333
Director* (upper band)	£110,126 - £119,333
Director (mid band)	£94,393 - £104,333
Director (lower band)	£80,909 - £89,427
Senior Managers	£74,415 - £80,733

*This includes any Director (upper band) who also acts in capacity of Deputy Chief Executive as part of their role as Director.

The Council has entered into shared working arrangements with Gosport Borough and Isle of Wight Councils to share senior management and their related statutory functions. All Councils have retained their clear identities as individual councils under this arrangement. Gosport Borough and Isle of Wight Council pay a contribution under this arrangement to Portsmouth City Council. Additional payments are made to these Chief Officers for carrying out the statutory functions under this shared working arrangement. These payments are separate to the level of pay received for performing their duties within Portsmouth City Council - see Section 4 - Honoraria payments.

Other groups of employees are paid in accordance with salaries or salary scales agreed by the relevant national negotiating bodies. These groups include such workers as, NHS workers (statutory transfer from Primary Care Trusts) and those falling within the group of the Soulbury Committee or School Teachers' Pay and Conditions agreements.

Remuneration of senior employees on recruitment

The Council's policy is that any newly appointed senior employee will commence employment at the lowest pay point in the pay range for their job, other than in circumstances where it is necessary to pay at a higher point within the range in order to match the salary of their previous post with another organisation. Any decision to appoint a senior employee on a higher pay point within the relevant pay range would be made by the Members Appointment Committee.

Pay progression

Pay progression is by annual increment, payable from 1st April. Pay progression is based on the period of time the employee has served in that grade. Increments are due on 1 April each year, or 6 months after appointment if less than 6 months in the new grade by 1 April, i.e. an increment is paid after 6 months if the employee is appointed between 1 October and 31 March.

There is no scope for accelerated progression beyond one increment per annum, or for progression beyond the top of the grade's pay range.

Pay awards

The salaries of Directors (mid band and above) will be increased in line with any pay increase agreed nationally in line with the Joint National Councils (JNCs) for Chief Executives and Chief Officers. Directors (lower band) and Senior Managers pay will be increased with any pay increase agreed nationally in line with the National Joint Council (NJC).

Eligibility of Pay awards for TUPE employees will be reviewed on an annual basis as these are not automatically applied in order to preserve the employee's terms and conditions of employment. Employees who TUPE into the Council on existing NJC terms and conditions will continue to receive the NJC pay award applied.

Bonuses

The Council does not pay bonuses to any of its employees.

Other Allowances and Payments

Other payments and allowances that the Chief Officers may be eligible for are detailed in Section 4 – **POLICIES COMMON TO ALL EMPLOYEES**. This includes Market Supplements, Local Government Pension Scheme (LGPS), Payments on Termination of Employment, Allowances.

Election fees

Returning Officer fees will be paid where there is a statutory entitlement available. This is usually available for General and European Elections, but not local elections. Where a Director acts as the Deputy Returning Officer the appropriate fee at that time is paid.

SECTION 2: REMUNERATION OF LOWEST PAID EMPLOYEES

2.1 DEFINITION OF LOWEST PAID EMPLOYEES

The definition of the “lowest-paid employees” adopted by the Council for the purposes of this statement is as follows:

The lowest paid employees* within the Council are those employees who are paid on the minimum salary point of the Council's substantive pay structure, i.e. spinal column point 1, within Band 1 of its salary scales.

With effect from 1st September 2018, the Employment Committee made the commitment to Portsmouth City Council Employees (subject to agreement by governing bodies of schools) to pay the Living Wage rate as set by the independent Living Wage Foundation, subject to review each year. The current annual full-time equivalent value of this pay level, based on a 37-hour standard working week at £9.30 per hour is £17,943.

From 1st April 2021 this will result in employees* from SCP1 to SCP2 receiving a minimum hourly rate of £9.50 per hour, with the full time equivalent value of pay, based on a 37 hour standard working week, being £18,328.

(*The lowest paid does not include Apprentices for whom there are separate pay arrangements).

SECTION 3: PAY RELATIONSHIPS

Under the provisions of the Code of Recommended Practice for Local Authorities on Data Transparency, issued by the Department for Communities and Local Government under Section 2 of the Local Government Planning and Land Act 1980, the Council is expected to publish its “pay multiple”, i.e. the ratio between the highest paid salary and the median salary of the whole of the local authority's workforce based on data as at 31st March 2020. This multiple is 6.5 with a median salary of £24,799.

(The median salary figure is the salary value at which 50% of the salaries which apply to the whole of the local authority's workforce are below that value and 50% are above it. The lowest pay point in the overall salary range which has been used by the Council in calculating the median salary is that which applies to its lowest paid employees, as defined in section 2 of this pay policy statement.)

The Council considers that the current pay multiple, as identified above, represents an appropriate, fair and equitable internal pay relationship between the highest salary and the

pay levels which apply to the rest of the workforce. It will therefore seek to ensure that, as far as possible, the multiple remains at its current level.

The Council also considers that the relationship between the base salaries of its highest and lowest paid employees, which is currently a ratio of 1:9.05, represents an appropriate, fair and equitable internal pay relationship.

SECTION 4: POLICIES COMMON TO ALL EMPLOYEES

The following elements of remuneration are determined by corporate policies or arrangements which apply to all permanent employees of the Council (including its Chief Executive, Directors (including those who act in the capacity as Deputy Chief Executive) and the lowest paid employees as defined above), regardless of their pay level, status or grading within the Council:

Market Supplements

A Market Supplement payment may be made if there is a clear business need, supported by effective market data, where a post is difficult to recruit to or to retain key members of staff, in addition to the normal reward package.

The supplement payment will be made in strict accordance with the Recruitment and Retention Policy and will be reviewed biennially. The full Recruitment and Retention Policy will be provided on request.

Payments on Termination of Employment

Other than payments made under the LGPS, the Council's payments to any employee whose employment is terminated on grounds of redundancy or in the interests of the efficiency of the service will be in accordance with the policy the Council has adopted for all its employees in relation to the Local Government (Early Termination of Employment) (Discretionary Compensation) (England and Wales) Regulations 2006. This policy (Early Termination of Employment Payments) has been published in accordance with the requirements of Regulation 7 of these regulations and is available on request.

Reimbursement of removal/relocation costs on appointment

The Council's relocation scheme is to enable financial assistance (within pre-defined limits) to be given to any employee who is required to relocate to the Portsmouth area to take up an appointment in a post deemed 'hard to fill' by the appropriate Director. Full details of the policy can be provided on request.

Honoraria

The Council pays honoraria to any employee only in accordance with its corporate scheme for such payments. This scheme provides that honoraria payments may be made to any employee who undertakes exceptional additional duties unrelated to those of a higher post, for example a special project. Such payments must be approved by the Director for HR where payments will exceed £1,000 per annum.

Acting-up/additional responsibility payments

Where employees are required to "act-up" into a higher-graded post and take on additional responsibilities beyond those of their substantive post, for a temporary/time-limited period (which must exceed 4 weeks), they may receive an additional payment in accordance with the terms of the Council's policy. The payment will be based on the percentage of the higher duties and responsibilities undertaken and on the salary that would apply were the employee promoted to the higher post. (i.e. the lowest spinal column point of the higher grade).

Standby and call out allowances

Any employee who is required to undertake standby and call-out duties will be paid at the appropriate rate and in accordance with the policy. A full copy of the policy can be provided on request.

Mileage rates

The Council compensates employees who are authorised to use their own car, motorcycle or bicycle on Council business, in accordance with the mileage rates set out by HMRC.

Subsistence allowance

The Council reimburses expenditure on meals and accommodation and any other expenses necessarily incurred by employees who have to be away from home on Council business on the basis of actual expenditure incurred and in accordance with the Travel and Subsistence Policy. These allowance rates are set out by HMRC.

Child care (salary sacrifice scheme)

Childcare vouchers are available to existing users via the HMRC-approved salary sacrifice scheme. New users will be able to access the Government Tax-Free Childcare scheme. There is no direct subsidy towards childcare costs by the Council.

SECTION 5: DECISION MAKING ON PAY

The provisions of this pay policy statement will apply to any determination made by the Council in the relevant financial year in relation to the remuneration, or other terms and conditions, of a Chief Officer of the Authority and of its lowest paid employees, as defined in this statement. The Council will ensure that the provisions of this pay policy statement are properly applied and fully complied with in making any such determination.

Any proposal to offer a new chief officer appointment on terms and conditions which include a total remuneration package of £100,000 or more, which would routinely be payable to the appointee and any benefits in kind to which the officer would be entitled as a result of their employment (but excluding employer's pension contributions), will be referred to the Full Council for approval before any such offer is made to a particular candidate.

Additionally, any severance payments over £100,000 are referred to Full Council for approval.

SECTION 6: AMENDMENTS TO THIS PAY POLICY STATEMENT

The Council may agree any amendments to this pay policy statement after it has been approved, but only by a resolution of the full Council.

The finalised Pay Policy Statement will be agreed by the Council by end of March 2021 for the financial year 2021/22.

SECTION 7: PUBLICATION OF AND ACCESS TO INFORMATION

The Council will publish this pay policy statement on its website as soon as is reasonably practicable after it has been approved by the Council. Any subsequent amendments to this pay policy statement made during the financial year to which it relates will also be similarly published.

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From EMPLOYMENT COMMITTEE held on 2 March 2021

Minute Number 10 - Pay Policy Statement

The Employment Committee

Approved the Pay Policy Statement attached as Appendix 1 to the report to go forward for approval by the Full Council prior to 31 March 2021.

Councillor Ben Dowling
Chair

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Agenda Item 16



Portsmouth CITY COUNCIL

QUESTIONS FOR THE CABINET OR CHAIR UNDER STANDING ORDER NO 17.

ORDINARY CITY COUNCIL MEETING – 16 MARCH 2021

QUESTION NO 1

FROM: COUNCILLOR CAL CORKERY

TO REPLY: THE LEADER OF THE CITY COUNCIL
COUNCILLOR GERALD VERNON-JACKSON

Could the Leader of the Council explain through which transparent and democratically accountable process it was decided that the council owned port would bid to become a Freeport?

QUESTION NO 2

FROM: COUNCILLOR GRAHAM HEANEY

TO REPLY: CABINET MEMBER FOR TRAFFIC AND TRANSPORTATION
COUNCILLOR LYNNE STAGG

Can the Cabinet member please say what progress has been made on the introduction of low traffic neighbourhoods in the city?

QUESTION NO 3

FROM: COUNCILLOR MATTHEW ATKINS

TO REPLY: CABINET MEMBER FOR PLANNING POLICY AND CITY
DEVELOPMENT
COUNCILLOR HUGH MASON

Can the cabinet member confirm how many housing units are likely to be earmarked to be built in the area around Cosham Town Centre under current proposals for the new local plan and the 5 year housing land supply?

QUESTION NO 4

FROM: COUNCILLOR ROBERT NEW

TO REPLY: LEADER OF THE CITY COUNCIL
COUNCILLOR GERALD VERNON-JACKSON

Would the leader of the city council work with ward colleagues to help the residents of both Harbourside and Southsea Leisure Parks who currently are desperate for our help (as the landowner of the respective sites) to address the alleged injustices they report are happening at both sites?

QUESTION NO 5

FROM: COUNCILLOR SIMON BOSHER

TO REPLY: CABINET MEMBER FOR TRAFFIC AND TRANSPORTATION
COUNCILLOR LYNNE STAGG

Can the Cabinet Member give an update on Operation Transmission and the role of partner agencies?

QUESTION NO 6

FROM: COUNCILLOR LUKE STUBBS

TO REPLY: CABINET MEMBER FOR TRAFFIC AND TRANSPORTATION
COUNCILLOR LYNNE STAGG

Will parking meters be installed on Eastern Parade and St Helens Parade?

QUESTION NO 7

FROM: COUNCILLOR JUDITH SMYTH

TO REPLY: LEADER OF THE CITY COUNCIL/
CABINET MEMBER FOR ENVIRONMENT AND CLIMATE
CHANGE
COUNCILLOR DAVE ASHMORE

Given that the Full Council unanimously approved the Climate emergency motion this time two years ago on 19 March 2019 please could the Leader of the council or cabinet spokesperson tell us why we have not made progress on the citizens assembly, the carbon audit and the development of a requirement for all contractors to the city to need to demonstrate their contribution to reducing carbon and air pollution?

QUESTION NO 8

FROM: COUNCILLOR GRAHAM HEANEY

TO REPLY: CABINET MEMBER FOR HEALTH, WELLBEING AND SOCIAL
CARE
COUNCILLOR MATTHEW WINNINGTON

The Covid pandemic has seen increased demand on services for adult social care. The full implications of the pandemic are still to some extent unknown but may further affect demand for residential care. Given this situation will the cabinet member for health and social care be willing to reverse his decision to cut £150,000 from Shearwater care home?

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