



NOTICE OF MEETING

HEALTH AND WELLBEING BOARD

WEDNESDAY, 5 FEBRUARY 2020 AT 10.00 AM

THE EXECUTIVE MEETING ROOM - THIRD FLOOR, THE GUILDHALL

Telephone enquiries to Joanne Wildsmith, Democratic Services Tel: 9283 4057

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If any member of the public wishing to attend the meeting has access requirements, please notify the contact named above.

Health and Wellbeing Board Members

Councillors Matthew Winnington (Joint Chair), Gerald Vernon-Jackson CBE, Luke Stubbs, Rob Wood and Judith Smyth

Innes Richens, Mark Cubbon, Dr Linda Collie (Joint Chair), Ruth Williams, Dianne Sherlock, Sue Harriman, Alison Jeffery, Andy Silvester, Jackie Powell, Steven Labedz, Frances Mullen, Sarah Beattie, Steve Burridge, Barbara Swyer, Sandy Thomson, Roger Batterbury and Professor Gordon Blunn

Dr Linda Collie (Joint Chair)

Plus one other PCCG Executive Member: Dr Elizabeth Fellows and Dr N Moore

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

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

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

A G E N D A

- 1 Welcome and Introductions**
- 2 Apologies for absence**
- 3 Declaration of Members' Interests**

4 Minutes of previous meeting 8 January 2020 and matters arising (Pages 5 - 10)

Matters Arising - Minute 4 (and 25 of 2019) - A letter from the Joint Chairs was sent to NHS England regarding this board's concerns regarding dental tender process (and concerns regarding provision in Portsea and Paulsgrove specifically) on 17th January 2020 and inviting a representative to attend this meeting if possible.

5 Preventing Violent Extremist Strategy (Pages 11 - 14)

Report by Rachel Roberts, Head of Mental Health, Safeguarding and Learning Disability Service.

RECOMMENDED that the Health and Wellbeing Board agree:

(1) to note the contents and provide governance to the Prevent Delivery Board;

(2) That each responsible agency to undertake a Prevent training audit;

(3) That each responsible agency to communicate the referral process for raising concerns of radicalisation (Multi- Agency Safeguarding Hub - MASH).

6 Serious Violence Problem Profile (presentation)

Lisa Wills, PCC Strategy and Partnership Manager, will make a presentation at the meeting in open session. There will be some additional background information sent to members separately which contains some sensitive information which is not in the public domain.

7 Homelessness Strategy 2018-2023 (Pages 15 - 58)

Sharon George, Head of Housing Needs, Advice & Support will attend to present the Director of Housing, Neighbourhood and Building Services' report. She will present the Council's final and approved homelessness strategy for 2018 to 2023, as approved by the Cabinet Member for Housing for the Health and Wellbeing Board to consider how the strategy's action plan will be monitored by the board.

RECOMMENDED

(1) The Head of Housing Needs, Advice and Support updates the Health and Wellbeing Board on progress with the Action Plan on a twice yearly basis.

(2) The HWBB notes the potential for the Homeless Strategy and The Portsmouth City Rough Sleeping Partnership Strategy (2018 - 2020) to be aligned. That will provide the opportunity for the

Rough Sleeping multi-agency Partnership Board) to have oversight of the local authorities and partners work in relation to the statutory homeless duties and non-statutory homeless duties.

8 Special Educational Needs and Disability (SEND) Strategy (Pages 59 - 108)

The purpose of the report by Julia Katharine, Head of Inclusion, is:

- (i) To update the Health & Wellbeing Board on the outcome of the Local Area SEND Inspection in July 2019.
- (ii) To seek endorsement of the SEN Strategy for 2019 to 2022, noting links with wider health and care strategy, particularly around mental health support for 18-25 year olds. .
- (iii) To seek endorsement of Portsmouth's aspiration to become an even more inclusive city.

This is a regular update is provided for the Health & Wellbeing Board. The last update was in February 2019.

9 Energy and Water at Home - Draft Strategy (Pages 109 - 128)

A presentation and information papers by Mark Sage and Andrew Waggott from PCC Housing, Neighbourhood and Building Services.

Please note that you can access the link to the formal consultation site below:

<https://www.portsmouth.gov.uk/ext/housing/safety-and-cost-saving-in-the-home/energy-and-water-at-home-strategy>

10 City Vision (Information report) (Pages 129 - 132)

The report by Charlotte Smith, PCC Assistant Director Corporate Services, on behalf of PCC's Chief Executive is to update the Health and Wellbeing Board on progress with work being undertaken to develop a city vision.

11 Dates of meetings (information item)

To note previously agreed dates Wednesdays at 10am:

17th June, 23rd September and 25th November

Members of the Health and Wellbeing Board are reminded that they are invited to a separate session on priority setting commencing at 1pm on 5th February.

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

Agenda Item 4

HEALTH AND WELLBEING BOARD

MINUTES OF THE MEETING of the Health and Wellbeing Board held on Wednesday, 8 January 2020 at 10.00 am in the Executive Meeting Room, Guildhall, Portsmouth.

Present

Councillor Matthew Winnington (in the Chair)

Councillor Gerald Vernon-Jackson CBE

Councillor Luke Stubbs

Councillor Rob Wood

Councillor Judith Smyth

Innes Richens, CCG/PCC

Alison Jeffery PCC

Frances Mullen, Portsmouth College

Sarah Beattie, Probation

Suptd. Steve Burrridge

Roger Batterbury, Healthwatch Portsmouth

Prof. Gordon Blunn (co-opt)

Claire Currie (Deputy DPH)

Penny Emerit (PHT)

Officers Present

David Williams

Kelly Nash

Matthew Gummerson

1. Chair's welcome and introductions (AI 1)

Councillor Winnington opened the meeting by welcoming everyone, especially new members to the Board, and introductions were made.

2. Apologies for absence (AI 2)

These had been received from Dr Linda Collie (Joint Chair), Sue Harriman (represented by Suzannah Rosenberg), Dianne Sherlock, Mark Cubbon (represented by Penny Emerit), Steve Labeledz and Jackie Powell.

3. Declarations of Interest (AI 3)

There were no declarations of interest.

4. Minutes of Previous Meeting - 25 September 2019 and matters arising (AI 4)

Matters Arising - Minute 25 - Dental Provision

Councillor Vernon-Jackson reported that whilst the discussion at the last board meeting had made clear that Paulsgrove and Portsea should be addressed as areas of high deprivation he had been told that this had not been part of the bid document offered to dentists to reprovide in the city, with 2 general bids, one for the North and one for the South being procured by NHS England. Members also cited the availability of buildings for practices in these precise locations and wished NHS England to be reminded of this request.

It was therefore **AGREED:**

(i) that a letter signed by both Joint Chairs of the Portsmouth Health & Wellbeing Board be sent to reiterate the Board's expectation that dental reprovider is made in both Paulsgrove and Portsea and that this be reflected in the continued procurement exercise, recognising the physical premises available in these 2 areas of high deprivation which had lost access to dentists.

(ii) that an explanation and update by NHS England be brought to the February meeting of HWB.

RESOLVED that the minutes of the Health and Wellbeing Board held on 25 September 2019 be agreed as a correct record.

5. Membership Update - Additional Member of Health and Wellbeing Board - University of Portsmouth (AI 5)

RESOLVED that the Health and Wellbeing Board agree to co-opt Professor Gordon Blunn, representing the University of Portsmouth, as a member of the Board with immediate effect.

Professor Blunn was then invited to join members at the table.

6. Adult Safeguarding Board Annual Report 2018-19 (AI 6)

Andy Biddle, Assistant Director for Adult Social Care, presented the annual report on behalf of the Portsmouth Adult Safeguarding Board (PSAB), and ran through the 7 priorities and actions and multi-agency work being taken associated with these (as detailed in the report). The report also referred to 2 Safeguarding Adult Review referrals, one of which formed the basis of the next report on the agenda, with lessons being learnt from these.

Members welcomed the thorough report and comments included:

- The transitioning process needed to be "improved" rather than "focussed on" for young adults to provide lifelong care and safeguarding for those 19+ - Alison Jeffery reported that there had been 6 instances of trafficking with young adults being vulnerable to being caught up in county lines activities.
- Page 15 of the annual report recorded Hampshire Constabulary statistics and it was asked if other risks should be included (such as

stabblings); the data collected related to those young adults with support needs.

The PSAB annual report was accepted.

7. Update on Safeguarding Reviews - Adult Mr D and Child G Learning Review (information report) (AI 7)

Andy Biddle, Assistant Director for Adult Services, presented the information report of the Portsmouth Safeguarding Adults Board Manager, which had been requested by the Health & Wellbeing Board. Due to the similarities in the cases a joint action plan had been produced and monthly multi-agency meetings had taken place. 2 page executive summaries had been useful for staff training sessions (237 staff). Mr Biddle outlined the 'Family Approach' taken pan Hampshire, work with GP practices to request reviewing their systems, examination of health check processes for those with learning disabilities and looking at supervision. There would need to be additional training when legal changes to mental capacity were implemented in October 2020.

Questions were raised regarding the 'training opportunities' with regular training continuing as well as monthly staff briefings and there is an audit of supervision practice through line management. Alison Jeffery reported that another theme raised in the report was of the need for escalation and a new protocol to ensure effective reporting of concerns. She reported that in December 2019 there had been an inspection of mental health for children; this had found that the protocol needed to be used more often especially when multi-agency work is involved (the final report back on the inspection would be published on 31 January 2020).

The information report was noted.

8. Domestic Violence and Abuse Strategic Review 2019-2023 (AI 8)

A deputation was made by Kirsty Mellor, as a community activist against domestic abuse, who referred to the national and local picture (causing 15 times as many killings as terrorism). Her points included:

- Primary Care staff should spot the signals and make appropriate referrals with staff receiving training
- More joined up work between agencies of health, social care, housing, education and the emergency services
- Pressures on local authority budgets with cuts to funding
- Welcoming this strategy with the need for protection to be in place for victims.

The Chair thanked Kirsty for her deputation before Lisa Wills, PCC Strategy and Partnership Manager and Bruce Marr, Head Harm and Exploitation presented their report. Lisa Wills reported that further crime statistics (as referred to in the PSAB report) would be coming to the next meeting and she outlined the work with colleagues in Hampshire Constabulary and Probation.

Bruce Marr referred to the inconsistent funding streams (paragraph 5.3 of the report) and future funding uncertainty for local authorities should it become a legal requirement for them to provide refuge provision. There had been some success in income generation. It was also noted that different agencies had different funding streams had different governance arrangements. He was concerned by the threat to funding for work with perpetrators.

Questions and comments from members included:

- The availability of updated information on the funding position and if the Police & Crime Commissioner's funding would be renewed?
- The difficulty being experienced in running services when bids/grants were on a yearly basis rather than 3 yearly; it was thought that the P&CC's office made grants on an annual basis for transparency and equality of access. David Williams as PCC Chief Executive had made representations on the subject of fragmented funding and suggested that the HWB make representation via the Joint Chairs to the Home Office and Police & Crime Commissioner to allow the continuity of specialist providers and to ensure efficient spending of public money.
- Public Health supported the Strategy and emphasis on prevention.
- Cllr Stubbs felt that the proportion of male victims needed to be reflected.
- Alison Jeffery emphasised the impact of Domestic Abuse on children's life chances and reported that the City Council had invested in 4 additional workers and preventative work took place through the Early Help Service as there should not just be reliance on the voluntary sector.
- Links to mental health services to assist in prevention.
- Work with Hampshire, Southampton and the Isle of Wight and the possible extension of commissioning on a regional basis and within the STP system.

Bruce Marr responded on the issue of fragmented funding, and the lack of join up between government departments in this respect, with funding streams being accessible by different agencies for different departments. Innes Richens, Chief Operating Officer CCG, also reported that conversations were taking place regarding the referrals from GPs and it was noted the numbers of referrals had dipped. This could be due to pressures on GPs and there was an increase in the cost to support GPs via the IRIS model.

Councillor Smyth suggested that recommendation 2 be expanded to reflect the need to ensure a sustainable funding model to support these services.

Superintendent Steve Burrridge also suggested that an update be brought back to monitor the strategy's implementation and thereafter on a regular basis.

Suzannah Rosenberg referred to the 'Positive Minds' project run by Solent NHS to give increased psychological help to victims which also needed to be well equipped to help with trauma and undertook to further consider commissioned provision ability to identify and respond to disclosures.

Officers confirmed that bids would be submitted to meet the various deadlines. The Chair reported that Councillor Hunt, as Cabinet Member for Community Safety, had hoped to attend due to his interest in this subject but was unwell.

RESOLVED

- (1) the Health and Wellbeing Board approved the updated 3 year Domestic Violence and Abuse Strategy (as set out in Appendix A of the report) and agreed to review and refresh the action plan annually.**
- (2) In considering the sufficiency of local investment to respond to domestic abuse the Board asked that the Joint Chairs make representation to the Home Office, Ministry of Housing, Communities and Local Government and the Police & Crime Commissioner regarding the fragmented nature of the funding arrangements which makes services run by agencies and the voluntary sector hard to run and sustain.**
- (3) Monitoring of the Action Plan be delegated to the Domestic Abuse Steering Group (with membership outlined in Appendix C) to report back annually to the Health & Wellbeing Board.**

9. Health and Wellbeing Strategy - Progress and Future Plans (AI 9)

Matt Gummerson, Strategic Lead for Intelligence for Public Health, presented the joint report and circulated a larger version of the coloured monitoring framework appendix. With the expanded membership of the Health and Wellbeing Board the strategy needed to reflect this in the updated strategy and there was the need to discuss future priorities. The Joint Strategic Needs Assessment (JSNA) also needed refreshing - the slides displayed would be made available to all members which showed areas of key concern. These included male life expectancy, obese and overweight Reception Class children. There were also areas of good progress such as the commended SEND inspection result.

RESOLVED the Health and Wellbeing Board

- (1) Noted the progress against the indicators agreed for the Health and Wellbeing Strategy as set out in the report (Section 4 and Appendix A);**
- (2) Would consider areas where further work is required, with a separate session to take place on the afternoon of 5th February**
- (3) Agreed the outline proposal for future development of the JSNA that will underpin the next Health & Wellbeing Strategy, with a report to be brought back later in the year.**

10. Social, Emotional and Mental Health Strategy (Information report with links to Local Transformation Plan) (AI 10)

Alison Jeffery, Director of Children, Families and Education, presented the information report; this outlined the positive feedback to the strong statistical approach taken in examining settings, and provision of specialist schools. There was however more work needed to give stronger support for 18-25 year olds. Important work was taking place on attachment and relationships, which linked to the Domestic Abuse agenda.

The Chair welcomed the Strategy and positive results which would be set out in full when the Inspector's report was published on 31 January 2020.

The information report was noted.

11. Dates of future meetings (AI 11)

The proposed dates were agreed for Wednesdays at 10am for 2020:

5th February
17th June
23rd September
25th November

At the conclusion of the meeting the Chair announced the need for the press and public to leave to enable him to give information about a confidential sub group to take place later that day requested by Hampshire Constabulary to see if a **Domestic Homicide Review** meeting involving members of HWB was needed; if so terms of reference and appointment of an independent chair would be needed and a report back to HWB within 6 months.

The meeting concluded at 12.20 pm.

Councillor Matthew Winnington
Chair

Title of meeting:	Health and Wellbeing Board
Date of meeting:	5 th February 2020
Subject	Preventing Violent Extremism Strategy
Report by:	Rachel Roberts, Head of Mental Health, Safeguarding and Learning Disability Service
Wards affected:	All
Key decision:	No
Full council decision:	No

1 Purpose of report

- 1.1 Seeks approval for the recommendation outlined below

2 Recommendations

The Health and Wellbeing Board:

- 2.1 For the board to note the contents and provide governance to the Prevent Delivery Board
- 2.2 Each responsible agency to undertake a Prevent training audit
- 2.3 Each responsible agency to communicate the referral process for raising concerns of radicalisation (Multi- Agency Safeguarding Hub - MASH)

3 Legal Duty

- 3.1 The Prevent strategy is one of the four elements of CONTEST, the national counter terrorism strategy, covers all forms of extremism and has three strategic objectives:
- a. Respond to the ideological challenge of terrorism and the threat we face from those who promote it;
 - b. Prevent people from being drawn into terrorism and ensure that they are given appropriate support; and
 - c. Work with sectors and institutions where there are risks of radicalisation that we need to address
- 3.2 Section 26 of the Counter Terrorism and Security Act 2015 placed responsibilities on "specified authorities" in the exercise of their functions to

have "due regard to the need to prevent people from being drawn into terrorism". This became a legal requirement on the 1st July 2015. <https://www.gov.uk/government/publications/prevent-duty-guidance>. Specified authorities include the local authority, criminal justice, including prisons, education sector, health and social care, police

- 3.3 In complying with the duty, all specified authorities' should demonstrate an awareness and understanding of the risk of radicalisation in their area. The guidance identifies sector specific duties with three themes throughout:
- a. Effective leadership - those in leadership positions to have mechanisms to understand the risks, ensure staff have the capabilities to respond to risk, communicate and promote the importance of the duty and implement the duty effectively.
 - b. Working in partnership - demonstrate evidence of productive co-operation, in particular with local Prevent co-ordinators, the police and local authorities, and co-ordination through existing multi-agency forums, for example Community Safety Partnerships
 - c. Appropriate capabilities - ensure frontline staff have the training and skills to be aware of Prevent, how to challenge the extremist ideology and able to respond obtain support for people who may be exploited by radicalising influences.

4. Current Arrangements in Portsmouth

- 4.1 Portsmouth established a Prevent Delivery board in 2015 and has representatives from the specified authorities;

Local Authority (to represent relevant departments)
Youth Offending Team
Health
Education representation (to represent schools, FE & HE)
Regional Prevent FE/HE lead
Portsmouth University
Portsmouth Channel Chair
Probation
Community Rehabilitation Company
Police

- 4.2 A monthly Channel panel is established in Portsmouth and considers individual cases where there are concerns of radicalisation.

5. Our priorities

- a. To raise awareness of violent extremist ideologies.
- b. Encourage reporting where there are concerns of radicalisation.
- c. Encourage reporting of hate crime and ensure that all parts of the community are aware of reporting mechanism and can access them.
- d. Promote integration and tolerance in communications and through local Initiatives.
- e. Promote initiatives that strengthen communities and their place in society, to

re-inforce social ties.

6. Project Orpheus

- 6.1 In January 2019, Portsmouth City Council secured 3 year EU funding to tackle radicalisation in partnership with EU coastal cities. Project Orpheus will work with other coastal cities and universities within France, Belgium and Netherlands to develop online and offline methods to build resilience within young people. The project will consider online safety and will develop an EU prevention model for violent extremism. The project is supported by local charities and schools, in addition to the Home Office and the Foreign and Commonwealth Office.

7. Community Cohesion and Counter Extremism

- 7.1 The Community Coordinator for Countering Extremism has been in post since April 2017. This role is responsible for local delivery of the Government's Counter-Extremism Strategy, which aims to counter extremist ideology; promote partnerships and networks between groups and organisations committed to challenging extremism. There is also a focus on building resilient, cohesive communities and on disrupting extremist-related activity using existing powers.
- 7.2 In Portsmouth this includes tackling social isolation and segregation, raising awareness of hate crime and working with partners to curb its prevalence, working together to address the rising challenge of the far right and other extreme narratives, and promoting awareness of harmful cultural practices such as female genital mutilation and forced marriage.

8. Channel and Safeguarding

The Channel process, including the Channel panel, is part of the Prevent strategy. The Channel process is a multi-agency safeguarding approach to identify and provide support to individuals who are at risk of being drawn into terrorism or violent extremism. Channel focuses on providing support at an early stage to people who are identified as being vulnerable to being drawn into terrorism. Channel works by partners jointly assessing the nature and the extent of the risk and where necessary, providing an appropriate support package tailored to the individual's needs. The three key stages of Channel are:

Identify individuals at risk of being drawn into terrorism or violent extremism.

Assess the nature and extent of risk; and

Develop the most appropriate support plan for the individuals concerned.

Channel addresses all forms of violent extremism. Referrals can come from a wide range of individuals and partners and could include youth offending teams, social services, health, police, education and local communities. If appropriate,

a multi-agency panel is convened to provide appropriate support and intervention.

In Portsmouth the panel is chaired by the Head of Safeguarding Mental Health and Learning Disability. The panel have a schedule of monthly meetings and there is good representation from local partners. There are no cases currently sitting within the Channel Panel in Portsmouth.

9. Counter Terrorism Local Profile (CTLTP)

A Counter Terrorism Local Profile (CTLTP) is an assessment of risk that informs planning and delivery locally. The CTLTP is presented to the Prevent Delivery Board by Counter Terrorism Policing South East (CTP-SE) on an annual basis. A version that is approved for wider circulation is then sent out to partners.

10. Equality Impact Assessment

As this report is an update on current arrangements for the Prevent Strategy an EIA is not required.

11. Finance Comments

There are no direct financial implications arising from the recommendations contained within this report.

12 Legal Comments:

The legal basis for the recommendations are contained and referred to in the report and reflect the direct legislation on the issue. The current arrangements and priorities do not present a risk to the Authority and are a positive attempt to engage with the current primary legislation.



Title of meeting:	Health and Wellbeing Board
Date of meeting:	5 th February 2020
Subject:	Homelessness Strategy 2018-2023
Report by:	James Hill Director of Housing, Neighbourhood and Building Services
Wards affected:	All
Key decision:	No
Full Council decision:	No

1. Purpose of report

- 1.1 To present the Council's final and approved homelessness strategy for 2018 to 2023, as approved by the Cabinet Member for Housing for the Health and Wellbeing Board to consider how the strategy's action plan will be monitored by the board. .

2. Recommendations

- 2.2 The Head of Housing Needs, Advice and Support updates the Health and Wellbeing Board on progress with the Action Plan on a twice yearly basis.
- 2.3 The HWBB notes the potential for the Homeless Strategy and The Portsmouth City Rough Sleeping Partnership Strategy (2018 - 2020) to be aligned. That will provide the opportunity for the Rough Sleeping multi-agency Partnership Board to have oversight of the local authorities and partners work in relation to the statutory homeless duties and non-statutory homeless duties.

3. Background

- 2.2 The Portsmouth City Council Homelessness Strategy 2018-2023 (**Appendix A**) was approved by the Cabinet Member for Housing on 21st October 2020 and is now published
- 2.3 Part three of the strategy confirms that an action plan is to be agreed and developed by the Health and Wellbeing Board in order to progress the strategy's priorities found in part two.
- 2.4 Part three of the strategy proposes a number of actions that would contribute to the successful delivery of the strategy, many of which are already underway. This list of actions can also be found within the Report to Cabinet Member for Housing Decision Making, dated 21st October 2019 (**Appendix B**).

- 2.5 The strategy advocates a multi-agency approach towards its delivery: one that reaches further than the remit of Housing Needs, Advice and Support (HNAS). The direction of travel to align the two strategies provides the opportunity to consider the governance arrangements.

Nonetheless, insofar as the performance of HNAS is concerned, it does provide quarterly performance reports to the Cabinet Member for Housing. Measures within these reports include the number of homeless applications received per quarter, the number of occasions a threat of homelessness is successfully prevented, and the number of occasions an actual incidence of homelessness is relieved.

The GASC reporting against the corporate priorities also includes homelessness which is a corporate priority.

5. Equality impact assessment

- 5.1 A full Equalities Impact Assessment was already produced in conjunction with the already endorsed strategy. It can be found at **Appendix C**.

6. Legal implications

- 6.1 The City Solicitor has already considered the strategy. Their comments are at section 9 **Appendix B**.

7. Director of Finance's comments

- 7.1 The Director of Finance has already considered this report. Their comments are at section 10 of **Appendix B**.

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Signed by:

Appendices:

- Appendix A - Portsmouth City Council Homelessness Strategy 2018-2023, as approved on 21st October 2019
- Appendix B - Report to Cabinet Member for Housing Decision Making, dated 21st October 2019
- Appendix C - Equality Impact Assessment, dated 18th September 2019

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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Agenda item:

Title of meeting: Cabinet Member for Housing Decision Making

Date of meeting: 21st October 2019

Subject: Homelessness Strategy 2018-2023

Report by: James Hill, Director of Housing, Neighbourhood and Building Services

Wards affected: All

Key decision: No

Full Council decision: No

1. Purpose of report

1.1. To present the updated final homelessness strategy which outlines Portsmouth's preventative approach to understanding and responding to customers and residents who face homelessness.

2. Recommendations

2.1. To endorse the council's Homelessness Strategy 2018-2023 and associated action plan.

3. Background

3.1. There is a duty on all local authorities to provide an advice service to all homeless people and those at risk of homelessness. Part VII of the Housing Act 1996 defines homelessness as a person who has no accommodation available for his occupation which they are entitled to occupy, have an expressed or implied licence to occupy, or can occupy by any enactment or rule of law. A person is also homeless if they have accommodation but cannot secure entry to it.

3.2. Homelessness impacts on all Portsmouth residents and those with a local connection to the city who are homeless or threatened with homelessness.

3.3. Between April 2016 and March 2018, 2,382 homeless applications were made to the authority, with almost 50% resulting from a private rented sector tenancy ending.

3.4. A related, but separate issue is rough sleeping, and Portsmouth has seen a significant increase in the number of people sleeping on the city's streets over the last decade. In November 2017, 42 people were identified as rough sleeping during the Annual Rough Sleeping Count. This strategy should be read in conjunction with Portsmouth's Street Homelessness and Rough

Sleeping Strategy 2018 - 2020, which was agreed by councillors on 11th September 2018.

4. Legislative requirements

- 4.1. The Homelessness Act 2002 gave housing authorities the power to carry out a homelessness review for their area and formulate and publish a homelessness strategy. The council's most recent homelessness strategy ran from 2008 - 2013.
- 4.2. An exemption from this requirement was granted for 'excellent authorities', who included Portsmouth, but this was revoked by the Local Audit and Accountability Act (2014) and all housing authorities are now required to publish a homelessness strategy.
- 4.3. Following the implementation of the Homelessness Reduction Act 2017, which introduced additional duties for the housing authority and its partner agencies, the council drafted a new strategy which supports a co-ordinated multi-agency approach to the prevention and relief of homelessness.
- 4.4. To be effective, the homelessness strategy will need to be based upon realistic assumptions and be jointly owned with partners, who share in the responsibility for its delivery.
- 4.5. The strategic vision: "Working Together to Prevent Homelessness" supports the corporate plan to help customers and residents live healthy, safe and independent lives.

5. Consultation

- 5.1. The draft Homelessness Strategy 2018-2013 was agreed by the Cabinet Member for Housing on 29th January 2019 and was then consulted upon. Consultation on this strategy took place between 30th January and 30th April 2019.
- 5.2. The council asked to hear from anyone who has an interest in the issues surrounding homelessness in the city, either in response to this draft strategy, or with other constructive information which could have been used to form the final strategy and action plan.
- 5.3. The council received eight substantive responses by email, of which three came from other functions within the council, and no responses in writing.
- 5.4. A key theme found across the consultation feedback related to the need for closer working relationships between agencies, for example between the local authority and the private sector, between statutory agencies and non-statutory agencies, and between health and learning disability services and homelessness services.
- 5.5. A further, prevalent theme of the consultation responses was an emphasis of the importance of considering the specific needs of certain groups of people,

for example those with autism, learning disabilities, physical and mental health problems, or rough sleepers. Responses highlighted the need to understand how such characteristics could affect people when homeless, and to understand what support people might need in order to effectively sustain accommodation.

5.6. These themes from the feedback has influenced the final strategy. Section 5 of the strategy details how housing assessments and housing plans for those threatened with or experiencing homelessness should be informed by the individual needs of that person, and by the views of any relevant professionals or supporting agencies. They should be holistic, taking into account any specific vulnerabilities or support needs that might relate to such characteristics as learning disabilities, health problems or substance misuse issues

5.7. The action plan underscores the need for closer working between partner agencies (for example actions number 2 and 9), and the need to tailor assistance according to the specific needs of applicants (for example actions number 14 and 15, which were both added following consultation).

6. Strategy

6.1. In line with the corporate vision, and in response to the problems of rough sleeping, the city council has developed a model ('Accommodation First, Not Accommodation Only') and a strategy (the Street Homelessness and Rough Sleeping Partnership Strategy 2018-2020) that informs the approach to supporting anyone facing homelessness in the city. This strategy recognises that people often need more than just a place to live to be able to live healthy, safe and independent lives.

6.2. It is vital to work together to tackle the causes and effects of homelessness. This model captures the commitment evident across the city already to provide help and support through the various agencies and community support available. The city council want to build on this to enhance, support and co-ordinate the city to work together to prevent homelessness.

6.3. To achieve this, five key aims of the strategy have been identified:-

- 6.3.1. Prevent Homelessness
- 6.3.2. Reduce rough sleeping
- 6.3.3. Relieve homelessness
- 6.3.4. Sustain tenancies
- 6.3.5. Direct the strategy

6.4. The city council is committed to working together to prevent and relieve homelessness in Portsmouth wherever possible, and the strategy has identified 15 action points as follows:

Proposed Action	Strategic Priorities	Timescale
1. Reduce the use of B&Bs and hotel as emergency temporary accommodation.	3	Already started. Complete end 2020/21
2. Develop the working relationship between partner agencies to inform and develop practical and effective Personalised Housing Plans (PHPs)	1,5	Ongoing
3. Work with advice services to make sure more residents at risk of homelessness are identified at an early stage, when support could prevent homelessness.	1,2	Ongoing
4. Work closely with welfare benefit teams to be able to work proactively in the prevention of homelessness situations arising.	1	Ongoing
5. Identify and develop collaborative working with statutory services.	4	Ongoing
6. Work with the private rental sector to explore how additional advice, support or guidance could increase availability and affordability for tenants	3,4	Autumn 2019 onwards
7. Explore innovative funding solutions to help people access private rented sector.	3	2020
8. Use our learning from the review of supported housing services to inform the contract and commissioning process of all supported housing services.	4,5	Already started. Complete by summer 2020
9. Develop working relationships between different partner and stakeholder groups, including policies and procedures, to work together to help prevent homelessness or sustain accommodation.	5	Already started, ongoing
10. Explore the potential to extend the Local Authority Housing tenancy management approach to offer similar support in the private rented sector.	1	2020
11. Clearly signpost rent deposit schemes available to those who become homeless.	1,3	Autumn 2019-Spring 2020
12. Understand the role guarantors have in helping people facing homeless to access the private rent sector.	1,3	Autumn 2019-Spring 2020
13. Increase information for landlords and tenants on good tenancy management with the aim of reducing homelessness.	1,4	Ongoing
14. Ensure members of council staff have a good understanding of the particular needs of certain client groups (e.g. people with learning disabilities, autism, mental health problems, and those experiencing domestic abuse) and deliver services accordingly.	3	Ongoing
15. Understand the specific housing related needs of those who are experiencing or have experienced domestic abuse, and shape services accordingly.	3,4	Ongoing

7. Reasons for recommendations

- 7.1. To ensure that the council's homelessness strategy is up to date and meets the needs of the customers and residents of Portsmouth.
- 7.2. To outline the strategic actions that the council, working in partnership with others agencies, community groups and providers, will take to tackle and minimise homelessness, and its impacts, as much as possible.
- 7.3. To ensure the council continues to meet the statutory duties under Housing Act 1996 (as amended) and Homeless Reduction Act 2017 and supports the most vulnerable in society.

8. Equality Impact Assessment (EIA)

- 6.1 Following the feedback from the consultation, a full Equalities Impact Assessment of this strategy has been written and is attached in Appendix 2.

9. City Solicitor's comments

- 9.1. Under the Homelessness Act 2002 all local housing authorities must have in place a homelessness strategy based on a review of all forms of homelessness in their area. The strategy must set out the authority's plans for the prevention of homelessness and for securing that sufficient accommodation and support are or will be available for people who become homeless or who are at risk of becoming so.
- 9.2. The strategy must be kept under review and regard had, when modifying it, the local housing authority must have regard to its current allocation scheme and tenancy strategy.
- 9.3. Before modifying a homelessness strategy, the authority must consult such public or local authorities, voluntary organisations or other persons as they consider appropriate.
- 9.4. Following legislative changes, in particular the introduction of the Homelessness Reduction Act 2017, it is appropriate for the City Council to review, consult on and modify its strategy. Non-statutory guidance in relation to local housing authorities' homelessness duties has recently been updated to reflect these legislative changes and provide an outline of the powers, duties and obligations on housing authorities - "Homelessness Code of Guidance for Local Authorities" 2018.
- 9.5. The Cabinet Member has authority to approve the recommendations set out in this report in order to meet the authority's statutory obligations.

10. Director of Finance comments

- 10.1. There are no direct financial implications as a result of approving this Homelessness Strategy.

- 10.2. The costs of the consultation were met from the existing cash limited budget.

Signed by:

.....
James Hill, Director of Housing, Neighbourhood and Building Services

Appendices:

Appendix 1 - Final Homelessness Strategy 2018-2023

Appendix 2 - Equalities 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
Housing Act 1996	https://www.legislation.gov.uk/ukpga/1996/52/contents
Homelessness Act 2002	https://www.legislation.gov.uk/ukpga/2002/7/contents
Homelessness Reduction Act 2017	http://www.legislation.gov.uk/ukpga/2017/13/contents/enacted
Portsmouth City Council's Street Homeless and Rough Sleepers Partnership Strategy 2018-2020	https://democracy.portsmouth.gov.uk/ieListDocuments.aspx?CId=152&MIId=4062

The recommendation(s) set out above were approved/ approved as amended/

Deferred/ Rejected by on

.....
Signed by:
Councillor Sanders
Cabinet Member for Housing



Portsmouth City Council Homelessness Strategy

2018-2023

"Working together to prevent homelessness"

Executive Summary

Welcome to Portsmouth City Council's Homelessness Strategy for 2018 - 2023.

This strategy maintains the commitment to prevent homelessness in the city and should be read in conjunction with the Street Homelessness and Rough Sleeping Strategy 2018-2020. The council plans to review and combine both strategies on expiry of the Street Homelessness and Rough Sleeping strategy.

With new duties placed on local authorities by the Homelessness Reduction Act (2017), the city council aims to work closely with its partners to be able to prevent homelessness whenever possible. This approach aligns with the city council's corporate priority, which outlines the desire to:

"Make Portsmouth a city that works together, enabling communities to thrive and people to live healthy, safe and independent lives"

In line with the corporate vision, and in response to the problems of rough sleeping, the city council has developed a model ('Accommodation First, Not Accommodation Only') and a strategy (the Street Homelessness and Rough Sleeping Partnership Strategy 2018-2020) that informs the approach to supporting anyone facing homelessness in the city. This strategy recognises that people often need more than just a place to live to be able to live healthy, safe and independent lives.

It is vital to work together to tackle the causes and effects of homelessness. This model captures the commitment evident across the city already to provide help and support through the various agencies and community support available. The city council want to build on this to enhance, support and co-ordinate the city to work together to prevent homelessness.

To achieve this, five key aims of the strategy have been identified:-

1. Prevent Homelessness
2. Reduce rough sleeping
3. Relieve homelessness
4. Sustain tenancies
5. Direct the strategy

The city council is committed to working together to prevent and relieve homelessness in Portsmouth wherever possible.

Consultation

Consultation on this strategy took place between 30th January and 30th April 2019.

The primary channels of communication were as follows.

- Placing a copy of the draft strategy on the city council's website.
- The decision to approve the draft strategy was made at a council meeting which was open to the public and promoted.
- Creating a monitored email address for responses.
- Promoted by the Tackling Poverty steering group which brings together a range of groups to talk about poverty issues within the city.
- Proactive emails to a range of organisations who would be considered to likely have an interest in the strategy.

The city council asked to hear from anyone who has an interest in the issues surrounding homelessness in the city, either in response to this draft strategy, or with other constructive information which could have been used to form the final strategy and action plan.

The main three questions posed to all consultees were as follows:

1. Are the five strategic aims of the strategy, set out in Part Two of this document, correct and fit for purpose? If not, why not and what should they be?
2. Are the actions in the draft action plan correct? What further actions should be considered and why?
3. What oversight and monitoring structures should be in place to ensure that this strategy is delivered? We are interested to hear from organisations who believe that they have a role to play in supporting this function.

The council received eight substantive responses by email, of which three came from other functions within the city council.

The council received no responses in writing.

A key theme found across the consultation feedback related to the need for closer working relationships between agencies, for example between the local authority and the private sector, between statutory agencies and non-statutory agencies, and between health and learning disability services and homelessness services.

A further, prevalent theme of the consultation responses was an emphasis of the importance of considering the specific needs of certain groups of people, for example those with autism, learning disabilities, physical and mental health problems, or rough sleepers. Responses highlighted the need to understand how such characteristics

could affect people when homeless, and to understand what support people might need in order to effectively sustain accommodation.

These themes from the feedback has influenced the final strategy. Section 5 of the strategy details how housing assessments and housing plans for those threatened with or experiencing homelessness should be informed by the individual needs of that person, and by the views of any relevant professionals or supporting agencies. They should be holistic, taking into account any specific vulnerabilities or support needs that might relate to such characteristics as learning disabilities, health problems or substance misuse issues.

The action plan underscores the need for closer working between partner agencies (for example actions number 2 and 9), and the need to tailor assistance according to the specific needs of applicants (for example actions number 14 and 15, which were both added following consultation).

1. Overview

- 1.1. Section 1 of the Homelessness Act 2002 requires housing authorities to publish a homelessness strategy. This strategy develops from and builds on the previous homelessness strategy and its focus on preventing homelessness in Portsmouth. It defines a clear model of intervention and support: 'Accommodation First, not Accommodation Only' (see p.8, Fig 1). This model of approach promotes the need to fully understand the individual circumstances which cause homelessness, and to offer a tailored response to support people to resolve their housing need, and sustain accommodation. The fundamental premise of the model is to ensure that life events do not result in having nowhere to live.
- 1.2. The strategy demonstrates the city council's understanding of, and approach to, responding to the complexity of homelessness. It recognises the causes of homelessness, and the potential impact of its consequences on individuals and their families.
- 1.3. Homelessness has significantly increased across England over the last decade¹. Between 2009 and 2017 local authorities experienced a 48% increase in statutory homelessness, a 60% increase in the provision of temporary accommodation and 169% increase in people sleeping rough across its towns and cities².
- 1.4. A national, cross-party parliamentary enquiry³ into the causes of homelessness concluded that homelessness 'is not caused by any one single issue, and tackling it therefore requires a multi-faceted approach and collaborative leadership'. Causes can be roughly divided into those that are structural/societal and personal/individual.
- 1.5. Events that could lead to homelessness, such as a relationship breakdown or a tenancy coming to an end, are everyday life experiences that anyone could face. However, not everyone has the necessary resources or social support networks available to them to resolve their situation and avoid homelessness. Individuals who do not have the means to immediately respond to these events, or who have additional vulnerabilities and needs that leave them overwhelmed by the experience of facing homelessness find it much more difficult to resolve their own situation.

¹ *Homelessness*, National Audit Office, 2017

² *The Homeless Monitor: England*, Crisis, 2018

³ *Homelessness*, House of Commons CLG Committee, 2016

- 1.6. Prevention continues to be the driving force of the city council's strategy to tackle homelessness, recognising the financial impact of dealing with the consequences of homelessness⁴ and also prevention's ability to create positive outcomes for those affected by homelessness.
- 1.7. The focus on prevention has been further supported by the introduction of the Homelessness Reduction Act 2017, which was implemented in April 2018. The Act asserts the role and responsibility of local authorities to prevent and provide early intervention for anyone facing homelessness. This includes a 'duty to refer' requirement for many statutory partner agencies (for example probation, health services, social care) to ensure that help and support can be offered to anyone facing homelessness at the earliest opportunity.
- 1.8. The success of this strategy will not be without its challenges, particularly in ensuring there is sufficient availability of suitable and affordable accommodation. Provision of and access to accommodation remains a significant strategic component to the city council's ability to achieve its aim of preventing homelessness.

⁴ *Making every contact count*, DCLG, 2012

PART ONE

2. Portsmouth: Homelessness in context - the local picture

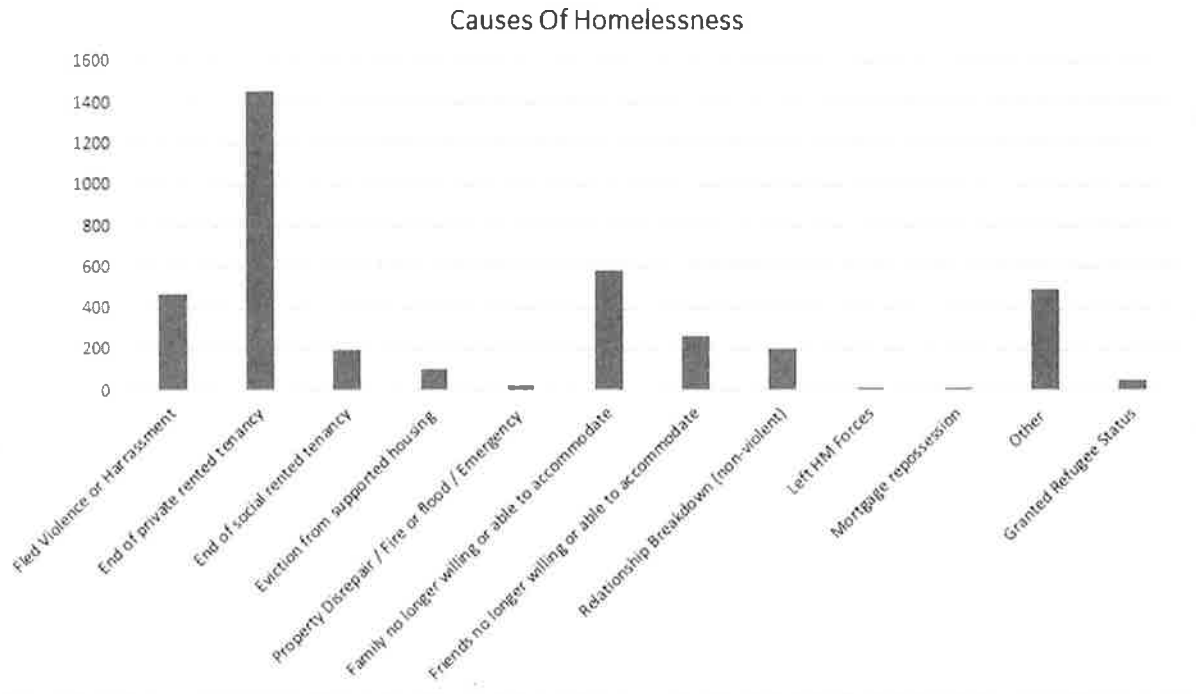
2.1. Between April 2016 and March 2019, the increase in the number of people approaching the city council's Housing Needs, Advice & Support team for help has highlighted the increased challenges faced by residents to meet or respond to changes in their housing circumstances.

2.2. The city council's housing register received 3193 social housing vacancies to let between April 2016 and March 2019, a decrease of 1320 properties from the previous 3 years. It has also seen a rise in the number of people applying for social housing over the last two years. In August 2016, 1677 people were waiting for an offer of a home. At the time of writing this strategy, 2374 applications are waiting, equating to a 41% increase in demand for social housing.

PORTSMOUTH HOUSING REGISTER: SOCIAL HOUSING VACANCIES



2.3. Between April 2016 and March 2019 Portsmouth received 3862 homeless applications from people who were homeless or threatened with homelessness. For a large number of those applications, a privately rented assured shorthold tenancy coming to an end was the cause of homelessness.



2.4. Of these applications:

- **514** households were helped to secure alternative, or their existing, accommodation, meaning that their threat of homelessness was prevented or relieved;
- **1352** households were accepted to be owed a duty to be provided with long term, settled accommodation;
- **1996** either did not qualify for assistance in the form of settled accommodation, disengaged from the process or required advice only.
- **1083** households were provided with emergency accommodation during the assessment process. **112** homeless households were provided with long term self-contained temporary accommodation while settled accommodation was found.

2.5. Further, the annual national Rough Sleeping Count identified **37** individuals sleeping on the city's streets on a single night in **2016**, increasing to **42** individuals in **2017**, and decreasing to **19** in 2018.

2.6. A Homelessness Working Group was established in Portsmouth in April 2017 with the aim of understanding the increase in the numbers of people becoming homeless. This coincided with a period where Portsmouth was experiencing a marked increase in the number of people sleeping rough on its streets. In response, the Group undertook a review of homelessness, with a particular focus on the needs of single adults.

- 2.7. The review incorporated the Safer Portsmouth Partnership's *Complex Needs* work-stream and Housing Needs, Advice & Support's *Review of Supported Housing*. The Complex Needs work and Review of Supported Housing Review informed the Group's review and identified the need to develop a Street Homeless and Rough Sleepers Partnership Strategy, which was endorsed by the city council in September 2018. This strategy seeks to develop a coordinated response across the city, recognising the need for a collaborative approach across statutory and non-statutory services in both understanding the appropriate response to help prevent rough sleeping in Portsmouth.
- 2.8. The Ministry of Housing, Community and Local Government launched its national Rough Sleeping Strategy⁵ in August 2018 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/733421/Rough-Sleeping-Strategy_WEB.pdf) with a commitment to halve the number of people sleeping rough by 2022 and eliminate it by 2027.
- 2.9. The city council was one of 83 local authorities to be awarded additional funding as part of the national strategy's Rough Sleeping Initiative, to support local plans to reduce rough sleeping. The funds will expand the support on offer to people who are sleeping rough or at risk of sleeping rough, in line with the Accommodation First not Accommodation Only model approach to homelessness.
- 2.10 The Street Homeless and Rough Sleepers Partnership Strategy 2018-2020 also outlines the working model 'Accommodation First not Accommodation Only'. This model (Fig 1) has been further developed to underpin the prevention focus of this strategy, ensuring that a cohesive offer of help is available to anyone facing homelessness.
- 2.11 Additional challenges come in the form of the supply and affordability of accommodation for those on welfare benefits or on low incomes. Homelessness as a result of eviction due to rent arrears is often due to the affordability of the accommodation.

⁵ *Tough Sleeping Strategy*, MHCLG, 2018

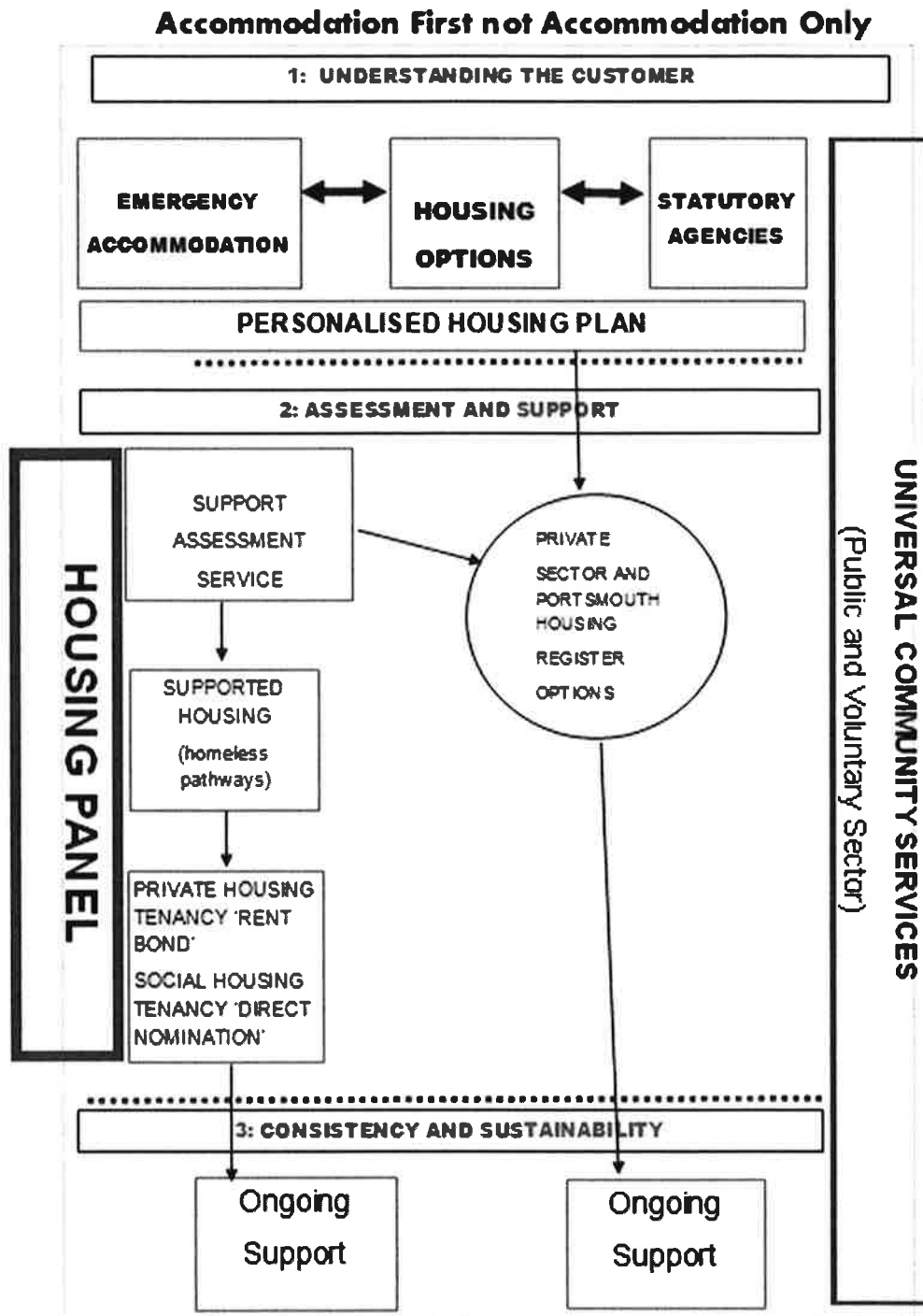


Fig 1 'Accommodation First not Accommodation Only' schematic

Portsmouth's housing market

- 3.1. Portsmouth is the most densely populated city outside of inner London, with around 207,000 residents. Of the 87,000 households in the city, around a fifth live in social rented housing and there is a higher than average proportion of terraced housing. It also has a University which caters for around 23,000 students.
- 3.2. There are approximately 700 empty properties identified in Portsmouth. Of this total approximately 130 properties are identified as those where the city council has any legislative powers to take action and bring them back into the housing market (whether for purchase or rent). Legislation restricts the number of empty property situations where the local authority can take enforcement action. The city council published its Empty Properties Strategy in 2019. This strategy looks to explore ways to enhance the authority's advice and support offer to owners of empty homes to encourage them to take steps to make the property available for occupation. This can be by sale to get it back into use via home ownership, via the private rental market or through leasing the property to the council.
- 3.3. Working in collaboration with its partners, the city council takes a 'Portsmouth First' approach to property investments, as outlined in its corporate priorities. Attention is also given to making sure there are more good quality homes that local people can afford, including council homes.
- 3.4. The city council also seeks to utilise all opportunities to develop further accommodation to increase the availability of housing to meet the needs of the city.
- 3.5 Rents in the private sector have increased and most landlords require a rent deposit, rent in advance and a guarantor. These factors are barriers for many households on welfare benefits or low incomes trying to access the private rent market.

4 Household income and poverty

4.1. The city includes some of the most deprived areas in England. Research⁶ has found that: *"Poverty, particularly in childhood, is by far the most powerful predictor of homelessness in early adulthood. Health and support needs, such as serious drug use, also contribute to the risks, but their statistical explanatory power is less than that of poverty".*

Postal area	Number claiming HB	Of which, how many...		
		are in employment	have a rental liability greater than their HB entitlement	have been awarded DHP to help meet their rental liability
PO1	4195	868	1726	118
PO2	3407	982	1924	128
PO3	985	331	562	32
PO4	2216	648	1377	70
PO5	3088	621	1331	85
PO6	2609	661	1307	87
PO7	268	19	85	3
PO8	428	63	114	5
PO9	2216	340	856	69
TOTAL	19412	4533	9282	597

4.2. The private rented sector now comprises more properties than social housing provision in the city. Affordability of housing has therefore become a significant feature of the options available to people and of the causes of homelessness in Portsmouth, with rents increasing while incomes are at risk from welfare reform. The city council's Tackling Poverty Strategy recognises the significance of financial deprivation for many households across the city. The impact of welfare reforms for Portsmouth residents has significant consequences for low income households in terms of their ability to meet essential costs relating to housing, energy and food⁷. This reinforces that a key consideration for this strategy is the availability of affordable, private rented sector accommodation, and the need to work with landlords to address the shortfall between Local Housing Allowance entitlement and rental charge.

4.3. Four of the priorities of Portsmouth's Tackling Poverty Strategy (2015 -2020) that closely align with the focus of this strategy are:

- Priority One - Improving our children's futures
- Priority Three - Helping residents to be financially resilient.
- Priority Four - Helping people move out of immediate crisis, but also helping them to solve their problems longer term.

⁶ *Homelessness in the UK: Who is at most risk?*, Bramley and Fitzpatrick, 2017

⁷ *The Impact of Welfare Reform in Hampshire*, Bill Sargent Trust, 2013

- Priority Five - Improving residents' lives by recognising the links between poverty and health inequalities.

4.4. Housing plays a significant part in the health and wellbeing of our residents. It remains vital that the strategy to prevent homelessness is aligned with the Health and Wellbeing strategy for the city to help residents resolve health challenges, ensuring the provision of good quality accommodation that promotes and supports wellbeing.

4.5. Portsmouth's Health and Wellbeing Strategy highlights the feature of homelessness alongside a multitude of circumstances for some of the most vulnerable members of our community. Learning from the Complex Needs work concludes that severe and multiple deprivation (SMD) means homelessness co-exists alongside adverse childhood experiences, substance use and mental health needs for a number of people, which makes resolving their housing needs more challenging.

5 Portsmouth: Homelessness advice and support

5.1. Portsmouth's Housing Needs, Advice & Support service is the central point for anyone seeking help and advice in respect of a housing issue or need. The local authority's statutory responsibility to assess the needs of residents who are experiencing homelessness has been further extended, following the introduction of the Homelessness Reduction Act 2017. This offers the opportunity to look at options to prevent and relieve homeless situations at the earliest opportunity, whilst retaining the long standing statutory duty to reach a decision about any other statutory duties the local authority may owe a homeless applicant where prevention or relief options are not achievable.

5.2. The Homelessness Reduction Act has extended the local authority's responsibilities to prevent people becoming homeless. The Act amended Part VII of the Housing Act 1996 to include duties for the prevention and relief of homelessness which emphasises the duty to 'help to secure' accommodation for people who are homeless or threatened with homelessness. This does not mean that the local authority has a duty to directly find and secure accommodation, but rather involves the local authority working with people to agree reasonable steps to be taken by the council and applicant respectively in order to find and secure suitable accommodation.

5.3. Key to the success of this preventative focus is early identification and early help. The Homelessness Reduction Act outlines a 'duty to refer' requirement for some public bodies, including many partner agencies including hospitals, prisons, social care and the Job Centre. The city council is a signatory to a Hampshire-wide duty to refer protocol, recognising the cross boundary use of many of these services and institutions to ensure we are working closely with our partner agencies and neighbouring local authorities to identify and respond to anyone threatened with homelessness at the earliest opportunity.

5.4. The city's Private Registered Providers (PRPs) of social housing are embracing a 'commitment to refer', to mirror the duty to refer requirement of specified public authorities. They have responded to this by developing prevention teams to work closely with the local authority as they seek to support their tenants to avoid eviction action becoming necessary.

5.5. Housing Needs, Advice & Support has made additional funding available to enable officers to work flexibly and creatively with individual circumstances in developing Personalised Housing Plans (PHPs) to prevent homelessness. The PHPs contain agreed steps for the council to take and steps for the person threatened with homelessness to take in order to try and prevent homelessness. Officers are encouraged to consider innovative solutions to prevent incidences of homelessness.

- 5.6. The steps agreed in PHPs should follow a full and comprehensive assessment of what type of accommodation a person needs, and what support they would benefit from in order to sustain accommodation. Assessments will vary from case to case but they should be informed by the specific circumstances of the person threatened with homelessness, and any relevant professionals or supporting agencies who can provide relevant advice.
- 5.7. Assessments (and the resulting PHPs) should be holistic and take full account of any vulnerabilities the person has. The assessments should be tailored to account for any support needs, for example and needs arising from physical or mental health problems, learning disabilities, or substance misuse issues.
- 5.8. To enhance its early help offer, particularly to families and young people, Housing Needs, Advice & Support works collaboratively with the city council's Children's Social Care service to identify, at the earliest opportunity, families and 16/17 year olds who need some additional help beyond accommodation needs. Arrangements are in place to refer households with children to *Early Help* services where preventing homelessness is possible with specific identified support.
- 5.9. The Portsmouth Staying Close Project has been set up by Children's Social Care, with funding support from the Department for Education. The project has been developed from research which shows that young people who have been in care experience far poorer life outcomes than their peers. The purpose of the project is to enhance the development of life skills for young people, better preparing them as they progress on to living independently of support and sustaining accommodation.
- 5.10 The city council is also exploring opportunities to prevent homelessness as a result of inpatient admission or any resulting change in health circumstances affecting suitability of housing.
- 5.11 The Homelessness Reduction Act's duty to refer and PRPs' commitment to refer will further enhance Housing Needs, Advice & Support's ability to respond proactively to situations.
- 5.12 The city council commissions a service (currently with Advice Portsmouth) for its residents to obtain advice and support on a wide range of services, including advice on tenancy management and handling financial difficulties. This offers the opportunity to prevent these difficulties escalating and impacting on housing circumstances. Alongside this commissioned service, there are a number of voluntary agencies, for example Citizens Advice Portsmouth, who
- work proactively in offering advice, guidance and support to people facing difficult circumstances that could result in homelessness.

- Prison release. Portsmouth City Council has developed and maintains a good working relationship with probation and Community Rehabilitation Company services, particularly in working together to support individuals who have served long custodial sentences or are considered high risk offenders. However, there are challenges where prison release planning relates more to lower risk individuals and those on shorter sentences.
- Care leavers. To prevent young people leaving the local authority's care and finding themselves with nowhere to live, the Staying Close Project will provide accommodation to support young people through the transitional period as they leaving care plan progresses.
- Veteran Outreach Support. There is a Veterans Outreach Support provision based in Portsmouth, offering a monthly drop in for people to access advice on a variety of issues, including health, finances and employment. Working closely with this service provides the opportunity for the local authority to identify people who require support to prevent homeless situations from arising or explore options to relieve homelessness.

5.13 Portsmouth has a well-established supported housing provision which consists of three pathways:

- families;
- young people;
- adults.

5.14 A recent review of the adult pathway highlighted the need to develop a different approach to understanding individual circumstances and providing support to promote the long term sustainability of accommodation and break the cycle of repeat homelessness.

5.15 Voluntary sector services in the city have established *Circles of Support*. (<https://theyoutrust.org.uk/service/advice-services/help-through-crisis/>). This offer of support is provided through outreach or via six main foodbanks in the city, and is available to anyone in crisis and facing hardship in relation to circumstances including debt and homelessness.

5.16 Additional services for single people at risk of, or who are, sleeping rough are available through our Homeless Day Service, which is commissioned by the city council as an extension of the Housing Needs, Advice & Support service, with a specific focus on providing advice and support to people with additional and/or complex needs associated with rough sleeping. This service includes outreach

work for individuals who find accessing services difficult. The day service is currently supported with the provision of a Homeless Night Service, which offers upto 49 overnight bed spaces.

5.17 Portsmouth City Council is a signatory to the Armed Forces Covenant. The covenant is a promise to people who serve or have serviced in the British military that they will not be disadvantaged by their service. In 2016, the Solent Armed Forces Partnership Board (SAFPB) was formed to oversee local delivery. In respect of the issue of homelessness, whilst there has been a reduction in the number of street homeless ex-service personnel, the SAFPB highlights that some veterans struggle to secure suitable, affordable housing after service.

5.18 The existing MOD housing offer is scheduled to transform to the Future Accommodation Model (FAM), a model that will offer a broader range of housing opportunities to align the provision with that of the general population in terms of finding accommodation and meeting housing related costs. It is not yet clear how this change in approach could impact on local housing demand or support to prevent homelessness.

5.19 Portsmouth City Council's housing waiting list is the route to being allocated social housing in the city. The eligibility and qualification criteria are set out in the Portsmouth Housing Allocation Scheme. Portsmouth experiences demand that is greater than the supply of social housing, meaning waiting times are often a barrier to this being a realistic option to relieve homelessness.

5.20 Portsmouth City Council works alongside the private rented sector to explore housing opportunities to prevent and relieve homelessness. To develop opportunities to enhance this relationship, Portsmouth has developed 'Rent it Right', a website for landlords and tenants providing information and advice, and the facility for accredited landlords to advertise their properties. The city council is in the process of developing a variety of offers for private sector landlords to help remove some of the current barriers for homeless households trying to access the private sector. This may include a letting agency service, a full property management service, or a rental top-up arrangement for some households on benefits. Rent it Right will be the platform for working in partnership with private sector landlords and for advertising landlord offers.

5.21 As outlined already in the Accommodation First not Accommodation Only model approach, support to sustain accommodation forms a key element to this approach to prevent homelessness from re-occurring, which historically has been a regular pattern of their housing cycle. Portsmouth City Council has well established supported housing pathways in the city for young people, adults and families. The supported housing review of the contract and commissioning

of existing supported housing provision for adults has led to a different approach to the offer of support within this context.

5.22 Using the Rough Sleeping Initiative funding, 'floating support' provision has been enhanced, to reflect the Accommodation First not Accommodation Only ethos for adults who secure accommodation in the private rented sector and need additional support to sustain the tenancy.

5.23 Portsmouth City Council's housing management teams have undergone a process of change over the last decade, evolving the approach to social housing tenancy management to understand what tenants need to help them sustain their tenancy.

6 Current context of homelessness in Portsmouth: A summary

- 6.1. The number of people sleeping rough in the city, along with the increased need to provide emergency accommodation such as B&Bs for people, and the limited availability of permanent housing are all significant issues for the city. They all highlight the need to enhance our work to prevent incidences of homelessness in the first place, as well as the need to make more homes available.
- 6.2. A settled, secure home is the basis from which other support can be achieved and maintained. Alignment with the Tackling Poverty and Health and Wellbeing strategies facilitates the opportunity for residents to have a stable housing situation from which to improve their wellbeing and financial resilience.
- 6.3. It is from gaining a full understanding of the context of homelessness in Portsmouth that the strategic aims and priorities identified in Part Two of this document have been formed.

PART TWO

Strategic Aims:

1. **Prevent** Homelessness
2. **Reduce** Rough Sleeping
3. **Relieve** Homelessness
4. **Sustain** Tenancies
5. **Direct** the strategy

Priority One - Prevent homelessness

Developing meaningful personalised housing plans with people, working flexibly and creatively with individual circumstances.

Working collaboratively with our partners in being able to identify and be responsive to housing need at the earliest opportunity.

Exploring initiatives that can provide responsive joined up arrangements where people are leaving environments such as the armed forces, hospital, prison or care.

Priority Two - Reduce Rough Sleeping

Working together as a city to take an 'Accommodation First Not Accommodation Only' approach to support and safeguard anyone sleeping or at risk of sleeping on the streets of Portsmouth.

Priority Three - Relieve homelessness

Developing meaningful personalised housing plans with people that work flexibly and creatively with individual circumstances to relieve homelessness.

Ensuring that social housing accommodation is utilised as effectively and equitably as possible.

Building on 'Rent It Right' and its collaborative approach between the Local Authority and Private Landlords to develop opportunities to provide good quality, affordable accommodation across the city.

Aligning the Local Plan with this strategy to maximise the contribution to reducing homelessness of all new housing and redevelopment.

Priority Four - Sustain tenancies

Putting our learning into practice to inform how we commission and contract support provision to help people sustain accommodation.

Developing collaborative and multi-agency working relationships that help people build resilience.

Extending the reach of the approach of social housing tenancy management to the private rented sector; understanding what help tenants need to sustain their tenancy.

Priority Five - Direct the strategy

Coordinating a collaborative group to provide direction and oversight for the strategy, to agree the action plan and support those with the political, strategic and operational responsibility for delivery.

Responding to changing needs and issues by reviewing the priorities of the strategy as required.

PART THREE

An action plan will be agreed and developed by the Health and Wellbeing Board to progress the priorities.

This document only proposes a number of actions that currently are, or could in the future, support the delivery of a successful strategy. The Health and Wellbeing Board should identify timescales, decide what success would look like, and how partner organisations could work closely together in order to support its delivery.

Proposed Action	Strategic Priorities	Timescale
1. Reduce the use of B&Bs and hotel as emergency temporary accommodation.	3	Already started. Complete end spring 2021
2. Develop the working relationship between partner agencies to inform and develop practical and effective Personalised Housing Plans (PHPs)	1,5	Ongoing
3. Work with advice services to make sure more residents at risk of homelessness are identified at an early stage, when support could prevent homelessness.	1,2	Ongoing
4. Work closely with welfare benefit teams to be able to work proactively in the prevention of homelessness situations arising.	1	Ongoing
5. Identify and develop collaborative working with statutory services.	4	Ongoing
6. Work with the private rental sector to explore how additional advice, support or guidance could increase availability and affordability for tenants	3,4	Autumn 2019 onwards
7. Explore innovative funding solutions to help people access private rented sector.	3	2020
8. Use our learning from the review of supported housing services to inform the contract and commissioning process of all supported housing services.	4,5	Already started. Complete by summer 2020
9. Develop working relationships between different partner and stakeholder groups, including policies and procedures, to work together to help prevent homelessness or sustain accommodation.	5	Already started, ongoing

10. Explore the potential to extend the Local Authority Housing tenancy management approach to offer similar support in the private rented sector.	1	2020
11. Clearly signpost rent deposit schemes available to those who become homeless.	1,3	Autumn 2019-Spring 2020
12. Understand the role guarantors have in helping people facing homeless to access the private rent sector.	1,3	Autumn 2019-Spring 2020
13. Increase information for landlords and tenants on good tenancy management with the aim of reducing homelessness.	1,4	Ongoing
14. Ensure members of council staff have a good understanding of the particular needs of certain client groups (e.g. people with learning disabilities, autism, mental health problems, and those experiencing domestic abuse) and deliver services accordingly.	3	Ongoing
15. Understand the specific housing related needs of those who are experiencing or have experienced domestic abuse, and shape services accordingly.	3,4	Ongoing

Produced by:
Housing Needs, Advice & Support

Portsmouth City Council

Guildhall Square

Portsmouth

PO1 2AZ

023 9283 4989

www.portsmouth.gov.uk

Equality Impact Assessment

Full assessment form 2018

www.portsmouthccg.nhs.uk

www.portsmouth.gov.uk

Directorate:

Housing, neighbourhood & building services

Service, function:

Housing Options

Title of policy, service, function, project or strategy (new or old):

Portsmouth Homelessness Strategy 2018 - 2023: Working together to prevent homelessness

Type of policy, service, function, project or strategy:

- ☐ Existing
- ☒ New / proposed
- ☐ Changed

Lead officer

Shane Galvin (Housing Policy and Quality Manager)

People involved with completing the EIA:

Teresa O'Toole (Operational Support Manager)
Shane Galvin (Housing Policy and Quality Manager)
Sharon George (Interim Head of Housing Need, Advice and Support)

Introductory information (Optional)

This strategy has been developed in line with the statutory requirement as outlined in the Housing Act 1996. It is a statutory requirement for all Local Authorities to have in place a strategy to address the homelessness needs faced by its residents, and ensure it's Housing Service is meeting its statutory function in making accessible housing advice and help for anyone (eligible for public assistance) in need of this support.

Step 1 - Make sure you have clear aims and objectives

What is the aim of your policy, service, function, project or strategy?

This EIA relates to the development of a Homelessness Strategy for the city of Portsmouth. In developing this strategy, due regard has been given to the aims of the Equality Duty under the Equality Act 2010 s140 and specifically the need to eliminate unlawful discrimination and advance equality of opportunity between people who possess particular protected characteristics and those who do not.

The homelessness strategy incorporates the 'Accommodation First not Accommodation Only model introduced by the Street Homelessness & Rough Sleepers Partnership Strategy 2018-2020. This model seeks to understand the circumstances of each individual/household and offer support, jointly developing a personalised housing plan, tailored to individual need. The guiding principle of Portsmouth's homelessness strategy is ensuring help and support is offered at the earliest opportunity to avoid people losing their home or becoming homeless. The introduction of the Homelessness Reduction Act 2017 reinforces Portsmouth's continued strategic focus on the prevention of homelessness.

Who is the policy, service, function, project or strategy going to benefit or have a detrimental effect on and how?

Homelessness is defined as "having no accommodation available for his occupation" (Housing Act 1996, Part 7)

Portsmouth has seen an increase in demand for its homelessness and housing advice services, with a 41% increase in demand for social housing seen over the last 3 years and 3862 homeless applications made. Portsmouth City Council continues with a strategic focus on the prevention of homelessness, by supporting local people to resolve issues that could result in the loss of their home.

The strategy comprises of five strategic aims:

1. Prevent Homelessness
2. Reduce Rough Sleeping - connected to the Street Homelessness and Rough Sleeping Partnership Strategy 2018 - 2020
3. Relieve Homelessness
4. Sustain Tenancies
5. Direct the strategy

This strategy will benefit anyone (eligible for public assistance) with a 'local connection' (as defined by the Part 7 of the Housing Act 1996) to the city who faces homelessness, or who find themselves in a homeless situation. Its aim is to prevent homelessness wherever possible, or to support people to find a suitable home to relieve homelessness. The extension of the legislative duties in 2017 supports the Local Authority's desire to focus its strategic plan on the prevention and relief of homelessness.

This strategy aligns with Portsmouth's inaugural Street Homelessness & Rough Sleepers Strategy 2018 - 2020, ensuring that services available to support people at risk of or who become homeless offer help and support in a way that understands individual circumstances to meet individual needs.

The Homelessness Reduction Act 2017 requires all housing authorities to extend its legislative duties in its offer of housing advice and support to anyone threatened with or who find themselves in a homeless situation, and who are eligible to access public services, ensuring that they do so at the earliest opportunity. This extension places a 'Duty to Refer' requirement on other public bodies, such as health and social care, to ensure that early identification of possible and existing homeless situations are made and opportunities to help and support people are acted upon. This is achieved by taking an individual approach and developing a Personalised Housing Plan with customers.

This strategy will enable the Local Authority to better meet the needs of the people of Portsmouth, enabling a more flexible offer of help, tailored to meet individual need, for anyone (eligible for public assistance) facing homelessness or who is in a homeless situation.

This strategy will further promote collaborative working with statutory and non-statutory partners to tackle the often complex issues that people facing homelessness experience, as it is often not just about finding somewhere to live.

It is anticipated that this strategy will expand opportunities to prevent and relieve homelessness, reducing the number of people becoming homeless and facing the additional consequences resulting from this experience.

What outcomes do you want to achieve?

Identify households who may be at risk of losing their accommodation at the earliest opportunity
Increase the number of people who access help as early as possible to avoid losing their home
Reduce the number of people who require emergency accommodation provision
Reduce the number of people who experience repeat homelessness

What barriers are there to achieving these outcomes?

Engagement with households at the earliest opportunity to offer support to be able to prevent homelessness
Limited options to that cater to individual circumstances in preventing homelessness
Limited affordable accommodation to meet demand/need

Step 2 - Collecting your information

What existing information / data do you have? (Local or national data) look at population profiles, JSNA data, surveys and patient and customer public engagement activity locally that will inform your project, national studies and public engagement.

JSNA
Housing Needs, Advice and support database
Housing Benefit
H-Click (National database of homelessness demand)

Using your existing data, what does it tell you?

Increasing numbers of people making homeless applications, with over 50% the result of receiving notice to end their private rented sector tenancy

Limited numbers of homelessness prevention

An increase in the number of households where the provision of emergency accommodation is necessary

For single people - increased and consistent use of the emergency 'Night Bed' provision and Day Services. Annual Street Count identified 19 people sleeping rough.

Step 3 - Now you need to consult!

Who have you consulted with?

Statutory partners
Other public sector bodies
PRPs
Voluntary Sector Services
Local Residents

If you haven't consulted yet please list who you are going to consult with

Please give examples of how you have or are going to consult with specific groups or communities e.g. meetings, surveys

'Email mailshot' to all relevant stakeholders, both statutory and voluntary sectors.
Included as an agenda items at multi agency stakeholder meeting forums (eg Tackling Poverty Forum; Health and Wellbeing Board)
Made the draft strategy document available via PCC's website for comments/feedback from the local community

Step 4 - What's the impact?

Is there an impact on some groups in the community? (think about race, gender, disability, age, gender reassignment, religion or belief, sexual orientation, sex, pregnancy and maternity, marriage or civil partnerships and other socially excluded communities or groups)

Generic information that covers all equality strands (Optional)

Anybody can become homeless and experience 'hidden homelessness' (ie sofa surfing) or rough sleeping. The Homelessness Act (2002) introduced the power for Local Authorities to prevent homelessness for those households that do not meet the eligibility criteria for 'priority need' status and where the homelessness is unintentional.

Part 7 on the 1996 Housing Act sets out the powers and duties of housing authorities to provide advice and assistance to anyone (eligible for public assistance) making an application to obtain accommodation resulting from homelessness or a threat of homelessness.

The Homelessness Reduction Act 2017 places a set of duties on Housing Authorities to intervene at earlier stages to prevent homelessness and to take reasonable steps to prevent and relieve homelessness for all eligible applicants, not just those who meet the priority need criteria under the Act.

Ethnicity or race

Portsmouth is an ethnically diverse city with black, asian and minority ethnic (BAME) residents comprising 16% of the total population according to the 2011 Census

Housing Needs, Advice and Support does not collect data on ethnicity or race, and this was not a theme that came out of the consultation activity undertaken

Gender reassignment

No data is held about gender identity

Age

Eligibility to make a homeless application to a Local Housing Authority starts from 16 years old. Anyone aged 16 to 18 would be considered a 'child in need' in the first instance and their homelessness circumstances is assessed in collaboration with Children's Social Care to ensure age appropriate support is provided

Disability

In Portsmouth approximately 20% of the population has a disability that affects their day to day activities.

Under the Equality Act s.149 the Council has a duty to have due regard to the need to eliminate unlawful discrimination and to advance the quality of opportunity and foster good relations between people who share a protected characteristic and those who do not. This includes meeting the needs of people with disabilities and it may need to involve treating people with disabilities more favorably than people who do not have a disability.

People facing a homelessness situation are likely to face multiple disadvantages, including mental and physical health issues, learning disability, drug and alcohol misuse, experiences of violence and abuse

Religion or belief

This data is not currently collected

Sexual orientation

It is estimated that between 5 & 7% of the population identify as lesbian, gay or bi-sexual. However there is no hard data to support this as a national census has not captured this information.

This data is not currently collected locally

Sex

According to the mid-2011 population estimates by the ONS, the gender split is roughly 50:50

Marriage or civil partnerships

Bedsit and studio flats are more affordable for couples accessing Local Housing Allowance/the housing element of Universal Credit however it is often challenging to secure advance rents, deposits and/or guarantor.

Local data highlights that relationship breakdown is a significant feature that results in people facing homelessness or becoming homeless

Pregnancy & maternity

Women who are pregnant would be assessed to determine any housing duties owed by the Local Housing Authority. All other relevant statutory services would be consulted, as appropriate

Other socially excluded groups or communities

The extension of the powers and duties owed by Local Authorities resulting from the Homelessness Reduction Act 2017 ensures that socially excluded groups, for example people sleeping rough, are offered support at the earliest opportunity irrespective of the priority need criteria assessment. The strategy also identifies the need to understand the specific housing related needs faced by people experiencing domestic abuse and ensure that services are shaped to be able to appropriately respond.

Note: Other socially excluded groups, examples includes, Homeless, rough sleeper and unpaid carers. Many forms of exclusion are linked to financial disadvantage. How will this change affect people on low incomes, in financial crisis or living in areas of greater deprivation?

Health Impact

Have you referred to the Joint Needs Assessment (www.jsna.portsmouth.gov.uk) to identify any associated health and well-being needs?

☒ Yes ☐ No

What are the health impacts, positive and / or negative? For example, is there a positive impact on enabling healthier lifestyles or promoting positive mental health? Could it prevent spread of infection or disease? Will it reduce any inequalities in health and well-being experienced by some localities, groups, ages etc? On the other hand, could it restrict opportunities for health and well-being?

This strategy proposes that an individual assessment is undertaken. The purpose of the assessment will be to understand all of the circumstances of the individual/household and jointly develop a personalised housing plan, which will include where relevant engaging support to address any mental or physical health needs in addition to any other support needs the assessment identifies.

Health inequalities are strongly associated with deprivation and income inequalities in the city. Have you referred to Portsmouth's Tackling Poverty Needs Assessment and strategy (available on the JSNA website above), which identifies those groups or geographical areas that are vulnerable to poverty? Does this have a disproportionately negative impact, on any of these groups and if so how? Are there any positive impacts?, if so what are they?

For more help on this element of tackling poverty and needs assessment contact Mark Sage: email:mark.sage@portsmouthcc.gov.uk

The data from the last JSNA 2016 shows a reduction in the numbers of households in areas of deprivation who are not in employment, but there has been a vast increase in the number of people sleeping rough in the city. Eligible homeless not in priority need has risen since 2015. Twenty-two per cent of all dependent children under the age of 20 years are living in poverty, which is above the England average with levels at twice the national average in some areas of the city (Charles Dickens ward). Males in Portsmouth's most deprived areas die 9.5 years earlier than males in Portsmouth's least deprived areas; for females the gap in life expectancy is 6.0 years. In 2009-13, thirty-one per cent of all low birth weight babies were born to mothers from the most deprived twenty per cent of areas.

NHS Digital data for England shows that the number of homeless people admitted to hospitals has more than trebled in six years, increasing from 2,950 in 2012 to 10,295 two years ago. The number of patients dying in hospital after being admitted from the streets is up by three hundred and sixty-five per cent, from 26 deaths in 2011/12 to 95 in 2017/18.

Step 5 - What are the differences?

Are any groups affected in a different way to others as a result of your policy, service, function, project or strategy?

Please summerise any potential impacts this will have on specific protected characteristics

N/A

Does your policy, service, function, project or strategy either directly or indirectly discriminate?

☐ Yes ☒ No

If you are either directly or indirectly discriminating, how are you going to change this or mitigate the negative impact?

N/A

Step 6 - Make a recommendation based on steps 2 - 5

If you are in a position to make a recommendation to change or introduce the policy, service, project or strategy clearly show how it was decided on and how any engagement shapes your recommendations.

The Portsmouth Homelessness Strategy 2018 - 2023 has been consulted on.

What changes or benefits have been highlighted as a result of your consultation?

Strengthened the strategy's approach to supporting people who have a learning disability, or physical or emotional health needs.

Improved recognition of the housing related needs of those who's homelessness results from experiences of domestic abuse.

Identified the Health & Wellbeing Board as the body who will be accountable for this strategy and who will develop and monitor its action plan.

If you are not in a position to go ahead what actions are you going to take?

(Please complete the fields below)

Action

Timescale

Responsible officer

How are you going to review the policy, service, project or strategy, how often and who will be responsible?

Portsmouth Health & Wellbeing Board

Step 7 - Now just publish your results

This EIA has been approved by: Paul Fielding - Assistant Director of Housing

Contact number: 02392834625

Date: 18/09/2019

PCC staff-Please email a copy of your completed EIA to the Equality and diversity team. We will contact you with any comments or queries about your preliminary EIA.
Telephone: 023 9283 4789, Email: equalities@portsmouthcc.gov.uk

CCG staff-Please email a copy of your completed EIA to the Equality lead who will contact you with any comments or queries about your full EIA. Email: sehccg.equalityanddiversity@nhs.net

Agenda Item 8



Portsmouth
CITY COUNCIL

Report to: Health & Wellbeing Board

Subject: Special Educational Needs and Disability (SEND) Strategy

Date of meeting: 5th February 2020

Report from: Alison Jeffery - Director Children, Families and Education

Report by: Julia Katherine, Head of Inclusion

Wards affected: All

Key decision: No

1. Purpose of report

- 1.1 To update the Health & Wellbeing Board on the outcome of the Local Area SEND Inspection in July 2019.
- 1.2 To endorse the SEN Strategy for 2019 to 2022, noting links with wider health and care strategy, particularly around mental health support for 18-25 year olds. .
- 1.3 To seek endorsement of Portsmouth's aspiration to become an even more inclusive city.
- 1.4 A regular update is provided for the Health & Wellbeing Board. The last update was in February 2019.

2. Local Area SEND Inspection

- 2.1 Portsmouth was subject to the Local Area SEND Inspection from 1st to 5th July 2019. This is a joint inspection carried out by Ofsted and the Care Quality Commission. The inspection framework focuses on how well local leaders know the effectiveness of local area SEND services across health and the local authority in identifying special educational needs and disabilities, meeting needs and improving outcomes.
- 2.2 The inspection process focuses on the views and experiences of children and young people (aged 0-25 years) with SEND and their parents and carers about the effectiveness of the services available to meet their needs.
- 2.3 The inspection is broad-ranging, providing feedback on the effectiveness of the overall SEND system, across education, health, care and the voluntary sector. The inspection results in a narrative judgement about the how

effectively the local area has implemented the SEND reforms as set out in the Children and Families Act 2014.

- 2.4 All local areas in the country will be inspected under the current framework. So far around 100 out of 151 areas have been inspected. Of these over half of the inspections have resulted in a Written Statement of Action.
- 2.5 Portsmouth Council and CCG received the inspection report in September 2019. The full report is included as an appendix at the end of this report. The inspection identified the following strengths:

- Strong leadership of SEND across the local area
- Co-production with children, young people and their parents and carers
- Partnership working across services and agencies
- Joint commissioning
- Support for vulnerable groups
- Inclusive practice in schools
- The impact of the Designated Clinical Officer
- Quality and timeliness of Education Health and Care Plans
- Improving information advice and guidance
- Improving educational outcomes

‘Strong leadership in the local area is leading to successful implementation of the SEND reforms . . . Leaders and professionals across education, health and care (EHC) share the same ambitious vision for children with SEND. Leaders’ well constructed plans for further improvement successfully encourage a collaborative approach. One leader summed this up by saying: ‘In Portsmouth, we work together to make things happen.’ As a result, the outcomes for children and young people with SEND are improving.’

- 2.6 A number of services and organisations were highlighted in the report as demonstrating particularly effective practice, including:
- 'Shaping Better Futures Together' (parents coproduction group)
 - Dynamite (young people's coproduction group)
 - School nursing, the specialist health visiting service and ECHO
 - Integrated therapy service
 - CAMHs and CAMHs-LD
 - Emotional Literacy Support Assistants (ELSAs) in schools
 - Integrated adult learning disabilities service
- 2.7 In addition, a number of examples were highlighted in the report of innovative practice, including:
- Coproduction and person-centred annual reviews for Education Health and Care Plans (EHCPs)
 - Use of Ordinarily Available Provision guidance and the Schools Therapy Pack
 - Collaboration via the Portsmouth Education Partnership

- Work to reduce school absence and fixed term exclusions, including use of restorative practice
- Training and professional development e.g. via the SEN Support project and SENCo network
- Portsmouth's promotion of a 'needs-led' approach

'Children and young people in Portsmouth have speedy access to the help and support they need without having to wait for a formal diagnosis. The local area promotes a '**needs-led' approach**, for example by focusing on neurodiversity, rather than a diagnosis of ASD. Professionals are successfully using innovative approaches to support the clear identification of children's needs, so that the right support can be put into place.'

2.8 The report identifies a number of areas for further improvement, including:

Identifying needs:

- Neurodevelopment assessment pathway delays
- CAMHs/CAMHs-LD waiting times
- Post-diagnostic support for Autism
- Integrated assessment of child's developmental progress
- Annual GP health checks
- Health and dental assessments for looked after children

Meeting needs:

- Support for families
- Support for sensory processing needs
- Specialist short breaks provision
- Better communication of changes to services
- The need for aspirations to influence outcomes in EHCPs
- The transition to adult health and care services including the need to meet the statutory requirement for a dedicated clinical officer role within the CCG for young people aged 18-25
- Re-referrals to CAMHs
- Access to Information, Advice and Guidance

Improving outcomes:

- Educational outcomes for those on SEND Support
- Opportunities for supported employment and the range of employment opportunities for young people with SEND
- Information about the proportion of young people with SEND in independent or supported living
- Transition between paediatric and adult health services

All of the identified areas for further development have been incorporated into the refreshed SEND Strategy for 2019 to 2022.

3. SEND Strategy 2019 - 2022

- 3.1 The SEND Strategy continues to be a priority within the Children's Trust Plan. Progress is monitored by the SEND Board, which meets quarterly. An annual report is provided to the Health and Wellbeing Board.
- 3.2 The aim of the SEND strategy remains to promote inclusion and improve the outcomes for Portsmouth children and young people aged 0-25 years with SEND and their families. The full document is included as an appendix at the end of this report.
- 3.3 The strategy states that:
 - 3.3.1 *'In order to improve outcomes, we aim to ensure that there are in place a continuum of high quality support services that contribute to removing the barriers to achievement for all Portsmouth children and young people, in particular those with special educational needs and disabilities. This includes enabling children and young people to lead healthy lives and achieve wellbeing; to benefit from education or training, with support, if necessary, to ensure that they can make progress in their learning; to build and maintain positive social and family relationships; to develop emotional resilience and make successful transitions to employment, higher education and independent living.'*

It is our ambition in Portsmouth that children and young people's special educational needs will be identified early so that a high quality and co-ordinated offer of support can be put in place that meets the child's needs and enables them to achieve positive outcomes as they prepare for adulthood.

*In order to achieve this, we will work in partnership jointly to offer a comprehensive continuum of support for children and young people across education, health and care. This offer of support will be published as the Portsmouth 'local offer' at www.portsmouthlocaloffer.org/
We aim to work in coproduction with young people and their parents and carers to co-design this 'local offer' of support, and keep it under review to ensure that it continues to meet local needs and makes best use of the resources available' (SEND Strategy 2019, page 5)*

- 3.4 The SEND Strategy has been refreshed and updated to include all of the areas for development identified in the Local Area SEND inspection report. The priority workstreams within the refreshed strategy are summarised below:

3.4.1 Inclusion

We want Portsmouth to become an even more inclusive city, where inclusive schools are recognised and celebrated.

We want children receiving SEN Support to make good progress.

We want to increase school attendance and reduce exclusions from school.

3.4.2 Social emotional and mental health (SEMH)

We want children with SEMH needs to receive the right support at the right time to enable them to develop resilience and achieve the best possible outcomes. Services and support for 18-25 year olds will be strengthened in line with funded national expectations.

3.4.3 Preparing for Adulthood

We want young people to develop independence, achieve good health, make and maintain positive relationships, be included in their local community and receive support, where necessary to successfully prepare for employment.

3.4.4 Autism and Neurodevelopment

We want children and young people with autism and neurodiversity have their needs identified early so that the right support can be put in place to enable them to achieve the best possible outcomes

3.4.5 SEND 0-25 Joint Commissioning

The Council and Clinical Commissioning group will work in partnership with families to identify what services and support should be available in the city: our 'local offer', to monitor the effectiveness of services in meeting needs and improving outcomes. A statutory dedicated clinical officer role for the 18-25 age group will be created.

3.4.6 Co-production and Communication

We will ensure that parent/carers and young people have access to the information, advice and guidance they need to make informed decisions about their support.

We will embed coproduction with parents/carers and young people as the way that we work in the city.

3.4.7 Workforce and Practice

We will ensure that professionals have the knowledge and skills they need to work effectively to meet the needs of children and young people with SEND and their families.

3.5 The governance of the SEND Strategy is by the Health and Wellbeing Board.

4. Portsmouth's aspiration to become and even more inclusive city

4.1 The Local Area SEND Inspection report highlighted inclusive practice as a strength in the city:

*'Professionals across EHC work well in a joined-up way to promote **inclusive practice**. Schools make effective use of the helpful ordinarily available provision documentation that described clearly what schools and settings should provide for all their children and young people with SEND. Many professionals explained how they use this material to plan support and hold each other to account. As a result, provision for children and young people with SEND is becoming more consistent.'*

4.2 Our strategic direction remains a commitment to inclusion, as set out in the SEND Strategy. The SEND Strategy states that we aim to ensure a continuum of high quality educational provision is in place so that children and young people with SEND can attend a local mainstream nursery, school or college wherever possible.

4.3 This means that we need to ensure mainstream providers have the resources, skills and competence to meet the needs of a wide range of children and young people with SEND. In addition, we want to commission high quality specialist provision so that children and young people can be successfully educated within the city.

4.4 We are continuing to see increasing need and demand for specialist SEND provision in Portsmouth, as highlighted by the SEND Strategic Review carried out in 2017-18, which predicted that:

'the number of EHCPs will increase, at a minimum, in line with population increases and increases in prevalence, but potentially also as a result of increased expectations and demand. This increase is expected to be most significant in the numbers of children with severe learning difficulties and complex needs which has already put pressure on special school places.'

'The need and demand for Special School places is predicted to increase year on year due to increasing numbers of children and young people with severe and complex needs and autism and the increase in age of statutory protection' (SEND Strategic Review, page 96).

4.5 One of the responses to this increase in need and demand is for Portsmouth to become and even more inclusive city, with special school places being prioritised for those with the most complex needs, the admissions criteria for Inclusion Centres being changed to focus on those with more complex

needs, and support being provided (e.g. by an enhanced Outreach offer) to enable the inclusive practice of all mainstream schools to match that of the most successfully inclusive.

- 4.6 This paper seeks the endorsement of the Health and Wellbeing Board to this vision of a more inclusive city in order to ensure that we can meet the need and demand within the resources available and achieve the best outcomes for all children.

5. Equality impact assessment (EIA)

- 5.1 Not required, report is for information only

6. Legal implications

- 6.1 Not required, report is for information only.

7. Director of Finance Comments

- 7.1 Not required, report is for information only.

Signed by: Alison Jeffery, Director of Children, Families and Education

Appendices:

- I. Local Area SEND Inspection report
- II. SEND Strategy 2019-2022

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10 September 2019

Ms Alison Jeffery
Director of Children, Families and Education Services
Portsmouth City Council LA
Guildhall Square
Portsmouth
PO1 2AL

Mr Innes Richens, Chief Operating Officer, NHS Portsmouth Clinical Commissioning Group
Dr Julia Katherine, Local Area Nominated Officer, Portsmouth City Council

Dear Ms Jeffery and Mr Richens

Joint local area SEND inspection in Portsmouth

Between 1 July 2019 and 5 July 2019, Ofsted and the Care Quality Commission (CQC), conducted a joint inspection of the local area of Portsmouth to judge the effectiveness of the area in implementing the disability and special educational needs reforms as set out in the Children and Families Act 2014.

The inspection was led by one of Her Majesty's Inspectors from Ofsted, with a team of inspectors including an Ofsted Inspector and a Children's Services Inspector from the CQC.

Inspectors spoke with children and young people with special educational needs and/or disabilities (SEND), parents and carers, and local authority and National Health Service (NHS) officers. They visited a range of providers and spoke to leaders, staff and governors about how they are implementing the SEND reforms. Inspectors looked at a range of information about the performance of the local area, including the local area's self-evaluation. Inspectors met with leaders from the local area for health, care and education. They reviewed performance data and evidence about the local offer and joint commissioning.

This letter outlines our findings from the inspection, including some areas of strength and areas for further improvement.

Main Findings

- Strong leadership in the local area is leading to the successful implementation of the SEND reforms. Leaders' evaluation of the local area's effectiveness is honest

and accurate. Leaders and professionals across education, health and care (EHC) share the same ambitious vision for children and young people with SEND. Leaders' well-constructed plans for further improvement successfully encourage a collaborative approach. One leader summed this up by saying: 'In Portsmouth, we work together to make things happen.' As a result, the outcomes for children and young people with SEND are improving.

- Co-production (a way of working where children and young people, families and those that provide services work together to make a decision or create a service which works for them all) is being developed well in the local area. There are many examples of co-production informing both strategic and operational developments. The 'shaping better futures together' co-production group is well organised and has a secure understanding of what it wants to achieve. Co-production with young people is successfully promoted through the young people's 'Dynamite' group.
- Services across EHC work effectively together to identify children's needs in the early years. The 'early years panel' provides a helpful mechanism to coordinate assessments and support for children. A strong partnership approach with shared training enables practitioners to meet the needs of young children successfully. There is a well-understood strategy to become a 'needs-led city', providing appropriate support at the right time without the requirement for a diagnosis.
- Joint commissioning is effective in Portsmouth. The use of section 75 agreements, aligned funding and shared management arrangements successfully influences the delivery of services to meet the needs of children, young people and their families. Data is used intelligently to forecast future needs, and leaders use innovative approaches to meet current needs. Leaders know the strengths and tensions in the system, and inspectors found no areas for development in the inspection that leaders are not aware of and planning to improve. Leaders are realistic in their approach and are judiciously working to achieve service improvement within budgetary constraints.
- Children and young people with SEND and their parents and carers, particularly those whose individual circumstances make them additionally vulnerable, receive helpful support from services in the local area. For example, there are groups supporting parents who speak English as an additional language and one for military families. Practitioners work proactively to provide families with useful help and advice.
- Professionals across EHC work well in a joined-up way to promote inclusive practice. Schools make effective use of the helpful ordinarily available provision documentation that describes clearly what schools and settings should provide for all their children and young people with SEND. Many professionals explained how they use this material to plan support and hold each other to account. As a result, provision for children and young people with SEND is becoming more consistent. However, some parents told us that the quality of support their children receive is

still variable and too dependent on the goodwill of individual practitioners and services.

- The Designated Clinical Officer (DCO) is effective. The DCO has developed an innovative approach to coordinating the health contribution to EHC needs assessments. As a result, health practitioners provide their advice for the EHC needs assessment in a single cohesive document that informs planning effectively. However, the DCO only has strategic oversight for the health provision for children and young people aged 0 to 18. There is no similar health leadership for young people aged 19 to 25.
- EHC plans are completed in a timely manner and usually include the views of parents, carers and young people. Early help assessments are carefully integrated into the EHC needs assessment processes. Most of the time, helpful advice from professionals is used successfully to develop specific and measurable outcomes in EHC plans. However, the views and aspirations of the child and young person are not reliably influencing the outcomes and provision in EHC plans.
- Parents, carers and young people sometimes find it difficult to get the right information, help and advice. The local offer is being re-designed in co-production with parents and young people to make it easier to navigate. Young people are helping leaders to make it more straightforward. Currently, the information in the local offer is not accessible to everyone, because it relies too heavily on print. Furthermore, information provided for parents and young people about changes or developments to services and provision lacks sufficient clarity. As a result, parents and young people are sometimes confused or worried, because they do not know how to find things out or understand why changes are being made.
- Leaders can provide a comprehensive overview of educational outcomes for children and young people with SEND. Leaders' and professionals' shared priority is to improve educational outcomes for children and young people receiving SEND support. The impact of this clear strategy can be seen in the improvement in educational outcomes, especially for children with SEND in the early years. However, leaders do not have a complete overview of the outcomes children and young people with SEND aged 0 to 25 achieve across education, health and care. Consequently, the priorities and strategies for improving health and care outcomes for children and young people aged 0 to 25 are not as well developed as they are for educational outcomes.

The effectiveness of the local area in identifying children and young people's special educational needs and/or disabilities

Strengths

- In the early years, children's needs are identified well. Health visitors support the early identification of children's needs by offering the full 'healthy child

programme' to all families. The early years panel provides a helpful mechanism to support the early identification of needs and the coordination of support to children with SEND in the early years.

- Leaders ensure that young children have access to the support they need to get a good start in life. The enhanced health visiting offer (ECHO) and specialist health visiting service provide efficient and highly valued support to vulnerable families. The ECHO programme is linked with early help processes effectively. Parents receiving this service told inspectors about the difference it has made and how the lead professional is skilfully coordinating their care.
- In response to an increase in the identification of children's social communication needs, leaders ensure that practitioners receive helpful training and support. Well-planned training sessions are helping to increase practitioners' awareness across the local area. Recent sessions have included a diverse range of practitioners from across the workforce, such as from the youth offending service, adult social care and the local authority 'Clean and Green Team'. As a result, a wide range of people have an increased awareness of social communication difficulties and autistic spectrum disorder (ASD).
- Children and young people with SEND have speedy access to the help and support they need without having to wait for a formal diagnosis. The local area promotes a 'needs-led' approach, for example by focusing on neurodiversity rather than a diagnosis of ASD. Professionals are successfully using innovative approaches to support the clear identification of children's needs, so that the right support can be put in place.
- School nurses carry out a wide range of screening assessments when children begin their statutory education. All children are offered hearing and vision checks as well as the national child measurement programme screening in Reception and Year 6. The school nursing service works effectively to support children, young people and their families through the early help offer. Popular and well-attended drop-in clinics are offered at all primary and secondary schools across Portsmouth. Close working between health professionals assists the skilful identification of children who need extra help. As a result, health visitors and school nurses are providing families with a range of helpful support, including help with sleep training, bereavement and continence.
- Home-educated children and young people have access to the school nursing service. Effective joint working in the local area enables notification to the school nursing service on an opt-in basis. This facilitates the early identification of need in this potentially vulnerable cohort of children.
- School leaders value the work of the Portsmouth education partnership (PEP) in supporting the effective early identification of SEND support needs through the SEN support project. Training, guidance and clear documentation are helping to ensure greater consistency in the identification of children and young people's needs in schools.

- The inclusion of speech and language therapy (SALT) in the youth offending service is leading to the identification of unmet needs in this vulnerable group. Therapists provide useful training to practitioners in the service to support the identification of young people's communication needs, as well as working directly with children and young people in a therapeutic way.

Areas for development

- Despite the positive work to provide children and young people with help without the need for a diagnosis, the neurodevelopmental assessment pathway does not work effectively for all families. Consequently, some children and young people experience delays in the assessment process and have to wait to get the support they need.
- Some children who need support from the specialist child and adolescent mental health service (CAMHS) are waiting too long to have their needs identified and assessed. For example, some children wait up to 34 weeks for an extended appointment. Children over six years old who are waiting for an ASD assessment can wait up to 48 weeks before they are seen by a specialist. Waiting times for an assessment by the CAMHS learning disability service are too long and can be up to 24 weeks. Additionally, children and young people who obtain a diagnosis of ASD do not receive any post-diagnostic support from CAMHS, despite the National Institute for Health and Care Excellence guidance.
- A wholly integrated assessment of a child's developmental progress, using the combined knowledge and understanding of early years and health visiting professionals, is not fully in place across Portsmouth.
- The uptake of the annual health checks for young people with a learning disability carried out by general practitioners (GPs) is too variable. Some GP practices are working effectively and have carried out health checks for over 90% of eligible young people, while other practices in the city have yet to carry out any health checks. As a result, some young people's health needs are not understood well enough, as they begin their transition into adult health services
- Not enough children are having their health and dental assessments completed on time when they come into the care of the local authority. In May 2019, only 67.8% had been completed appropriately. The local area is aware that lower performance is found in the case of older young people coming into care, particularly some unaccompanied asylum seekers.

The effectiveness of the local area in meeting the needs of children and young people with special educational needs and/or disabilities

Strengths

- Overall, most children and young people receive effective SEND support in school. Schools generally seek professional advice and support in a timely and appropriate manner. Professional advice is well presented, and clear recommendations are made. Consequently, individual support plans typically describe helpful strategies to meet pupils' needs.
- Special educational needs coordinators (SENCOs) are supported well in the local area. The work of the PEP and SENCO networks helps SENCOs to share good practice and keep up to date with the latest developments in the city. For example, SENCOs are making successful use of the schools' therapy pack to develop children's speech, language and communication. As a result, children and young people are receiving timely help, because SENCOs are well trained and have easy access to professional advice.
- EHC plans are co-produced with families and professionals, and the vast majority are completed within the statutory timeframes. The quality of EHC plans is improving over time, because leaders across EHC audit plans and annual reviews regularly. Learning from the audit process helps to improve the quality of the EHC needs assessment process as well as the EHC plan. For example, the integration of early help into the EHC needs assessment process is a result of previous audits identifying a gap in the consideration of children and young people's care needs. Overall, parents are positive about the quality of their children's EHC plans. A parent explained: 'I know everything, I am fully involved' and another added: 'It's not just a piece of paper, it really works.'
- Co-production and person-centred approaches are central to the annual review process. Annual review documentation reflects a consistent approach across the city to reviewing children and young people's EHC plans. Parents and professionals talked positively to inspectors about the annual review process. A parent summed up the views of several, saying: 'The annual review is the highlight of the year.' Most parents value the positive celebration of children's achievements and the involvement of children and young people in the process. An increasing number of annual reviews are being successfully informed by input from therapists.
- Young people's views are important to leaders and professionals in the local area. Through the local 'Dynamite' group, young people are working in co-production to help shape improvements in services across the city. For example, 'young inspectors' visit local settings and services and make suggestions for improvements, which are then implemented. Improved arrangements for the way that disability bus passes are used are a direct result of the work of the

'Dynamite' group. The group is helping to develop valuable skills in its young members, who are improving outcomes for themselves and others.

- Overall, the local area's short-breaks offer is comprehensive, with a clear graduated approach. Pre-paid cards support a flexible and personalised approach.
- Close working between hospital and community physiotherapists is leading to a coordinated and consistent approach to care. For example, children who need hydrotherapy are now able to access the pool at the Queen Alexandra Hospital. Occupational therapists from the local authority and the community therapy service work as an integrated service. In response to increased demand for the service, additional therapy assistants have been recruited. Children and young people have straightforward access to a wide range of aids and equipment from a central store. Furthermore, there is suitable access to minor adaptations in schools and homes through the contracted provider.
- Military families living in Portsmouth have easy access to health care. The local area is part of the Armed Forces Covenant. As a result, referrals into therapy services are accepted directly, without the usual conditions. Services across Portsmouth work together to ensure that military families are not disadvantaged by moving into and out of the area.
- Children and young people receive helpful support in school for their emotional well-being. The 'controlling worries' course delivered by school nurses has had a positive impact on the lives of children and their families. Emotional literacy support assistants provide adept support to individual children and promote emotional health. Children over 11 and young people up to 25 years have access to counselling. Over 85% of children and young people who attend report an improvement in their emotional health. Basic social, emotional and mental health (SEMH) training will be available to all schools online from the autumn term 2019.
- Children and young people who need additional support for their emotional or mental health have access to various commissioned services across Portsmouth. CAMHS works flexibly to offer training, supervision and consultation to professionals across health and social care to support the local area 'team around the worker' approach. This helps professionals to resolve children and young people's emotional health concerns at the earliest opportunity. Children from the age of 13 can attend a CAMHS drop-in clinic at a city centre location without an appointment. This service is popular and well used.
- In the past, CAMHS learning disability provision has only been available through special schools. However, work is underway to expand the model of support into mainstream education, so that families can have a wider choice of provision.
- Recently, mental health nurses who work as part of the NHS 111 service have been trained to respond to children who are exhibiting mental ill health. Children and young people contacting the service now receive advice from the mental

health nurse and a swift referral to CAMHS, if needed, so that a full assessment can be carried out, sometimes within the next day.

- In response to growing need, the local area is ensuring that staff receive useful training to meet children and young people's SEMH needs. As a result, practitioners across the local area are skilled in using restorative practice techniques. Leaders and professionals told inspectors of the many benefits they have seen in using this approach. Consequently, children and young people experience consistent support, regardless of the school setting they attend.

Areas for development

- Although early help is effectively integrated within the EHC needs assessment process, some parents told us that they do not always get the family support they need. Some are worried about asking for help, because they fear that their parenting skills will be judged.
- The local area does not provide a commissioned service for children with sensory processing needs. Occupational therapy will accept referrals for children where there is evidence of a motor skill that impacts on their daily living skills where there are associated sensory processing needs. However, the service is not commissioned to support children and families where the referral is for behaviour which is linked only to a child's sensory needs.
- Families assessed for specialist short-breaks provision do not always receive the help they need. Limited provision leaves some families without the necessary support. Leaders are working to remedy the shortfall by joining another local area's provider framework. Additionally, some parents told inspectors that the short-breaks offer is not easy to understand, and some have not found the pre-paid card as flexible as it is intended to be. A few parents also expressed concern about access to the short-breaks respite provision, fearing it adheres too rigidly to a set of eligibility criteria.
- Recent changes to the SALT service have not been explained well enough to parents and other professionals. Carefully planned changes to the service to meet increased demand are not widely understood. For example, many parents and professionals are not certain why changes have been made or how this has altered the way referrals are triaged. Delays are attributed to staff shortages rather than to children's clinical needs. As a result, many told us that they are worried that children are waiting too long to be seen or have been discharged without receiving the right support.
- Although, overall, the quality of EHC plans is improving, sometimes the outcomes defined in a plan are not specific enough. Generally, the quality of EHC plans for young people is weaker than those for younger children. The aspirations that are often clearly described in the first section of the plan are not being used effectively to influence other sections of the plan. As a result, young people's

plans are not reliably identifying the provision they need to achieve their longer-term aspirations.

- Parents of young people told inspectors they worry about the transition to adult health and care services. Parents are concerned that the provision their young people receive up to the age of 18 will not continue when they enter adult services. Some parents fear for the future and describe this transition as feeling like a 'cliff edge'.
- Parents of children and young people who have been discharged from CAMHS sometimes find it difficult to access further support from this service if their child's condition worsens. Young people needing to be re-referred find that they must go through the referral process again from the beginning and wait several months for an appointment. As a result, some parents are reluctant to accept discharge.
- Many parents told inspectors that they find it hard to access the information, support and advice that they need. Several parents have not heard of the local offer, others who have tried to use it have not found the website easy to navigate. Some parents of young people over the age of 18 have found it particularly difficult to find information about health services and employment opportunities, including supported internships and apprenticeships.

The effectiveness of the local area in improving outcomes for children and young people with special educational needs and/or disabilities

Strengths

- Leaders and practitioners work together effectively to improve outcomes for children with SEND in the early years. The impact of this work can be seen in the improving outcomes for children with SEND at the end of the early years foundation stage. The proportion of children with SEND achieving a good level of development is now above that seen nationally.
- Overall, educational outcomes for children and young people receiving SEND support and those with EHC plans in key stages 1 and 2 are improving over time. The curriculum for young people in key stage 4 has also broadened. There is evidence that the local area's work to improve educational outcomes for children and young people with SEND is having a positive impact.
- Children and young people with SEND are starting to attend school more regularly. Absence and persistent absence rates for children receiving SEND support are reducing over time, although they remain above those seen nationally. Absence for children and young people with EHC plans is broadly equal to national figures. The unique nature of the provision at one specialist provider in the city (registered as a special school but delivers the functions of a pupil referral unit and a special school) means that comparison between the local area's special school data and other special schools nationally is misleading.

- An effective school nursing 'health-related absence project' is working well in selected schools for those children and young people who are absent because of continued and persistent ill health. This project is proving successful in reducing absences relating to a child's health.
- The local area is working effectively to reduce fixed-term exclusions for children and young people with SEND. Leaders carefully use local intelligence and data to inform strategic developments and priorities. School leaders are getting better at challenging each other and holding one another to account regarding exclusions. As a result, some schools have seen a significant reduction in the proportion of children and young people with SEND receiving fixed-term exclusions. Despite this positive work, leaders know that too many children and young people receiving SEND support are given fixed-term exclusions in some schools and are working to bring about further improvements.
- Overall, young people with EHC plans have a positive transition from school to college. Young people attending mainstream and specialist education settings told inspectors they are confident that the right help will continue to be available to them as they move on to college.
- Young people with SEND benefit from an integrated adult learning disabilities service, where there is a strong focus on monitoring and promoting positive outcomes. Day-care opportunities in adult services are person-centred and focus on building personal skills.
- Children and young people who access SALT, occupational therapy and physiotherapy services have significantly improved outcomes. Recent performance information shows that approximately 80% of children and young people who participated in therapy reported an improvement from their original presentation.
- The local area has responded positively to the concerns expressed by parents and practitioners about delays in assessment for and provision of wheelchairs for children and young people. There is ongoing work to further improve timeliness from the assessment of the child to them receiving the fully specified chair. Work is also taking place to improve decision-making for those infants under 2 years of age who need specialist wheelchairs, so that they do not need to rely on charitable funding.

Areas for improvement

- The proportion of children and young people receiving SEND support who achieve well by the end of key stages 2 and 4 is below that seen nationally. Children and young people's literacy skills are typically weaker than those seen nationally. Although improvements have been seen in both outcomes and progress for children and young people receiving SEND support at the end of key stage 2, this is not reliably the case in key stage 4.

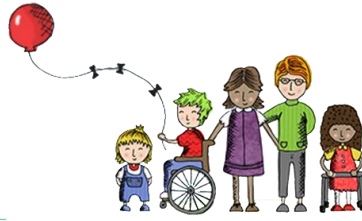
- Opportunities for supported employment for young people with SEND are low, particularly for young people aged 19 to 25. Most young people with SEND stay on in education, and this can be seen in the high participation rates. The local area has a small number of supported internship programmes, but the range of employment opportunities for young people with SEND is very limited.
- Information about the proportion of young people with SEND aged 19 to 25 who move into independent or supported living is not available. As a result, the local area does not have a full picture of the wider and long-term outcomes achieved by young people with SEND.
- Transition arrangements between paediatric and adult health services are too variable. Effective transition often relies too heavily on individual negotiation between practitioners rather than being supported by a formal strategy. The information technology system in health is not used effectively to share information, using a 'tell it once' approach. Health passports are not routinely available, which means that health transition arrangements are not reliably accessible in one document. As a result, children and young people experience inconsistent transition arrangements as they move from paediatric to adult health services.

Yours sincerely

Claire Prince
Her Majesty's Inspector

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Department of Health
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Special Educational Needs and Disability (SEND) Strategy:

A strategy to promote inclusion and improve outcomes for children and young people with SEND and their families

2019 to 2022

Lead Partnership Board:	SEND Board
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Special Educational Needs and Disability (SEND) Strategy: A strategy to promote inclusion and improve outcomes for children and young people with SEND and their families

September 2019 to September 2022

INTRODUCTION

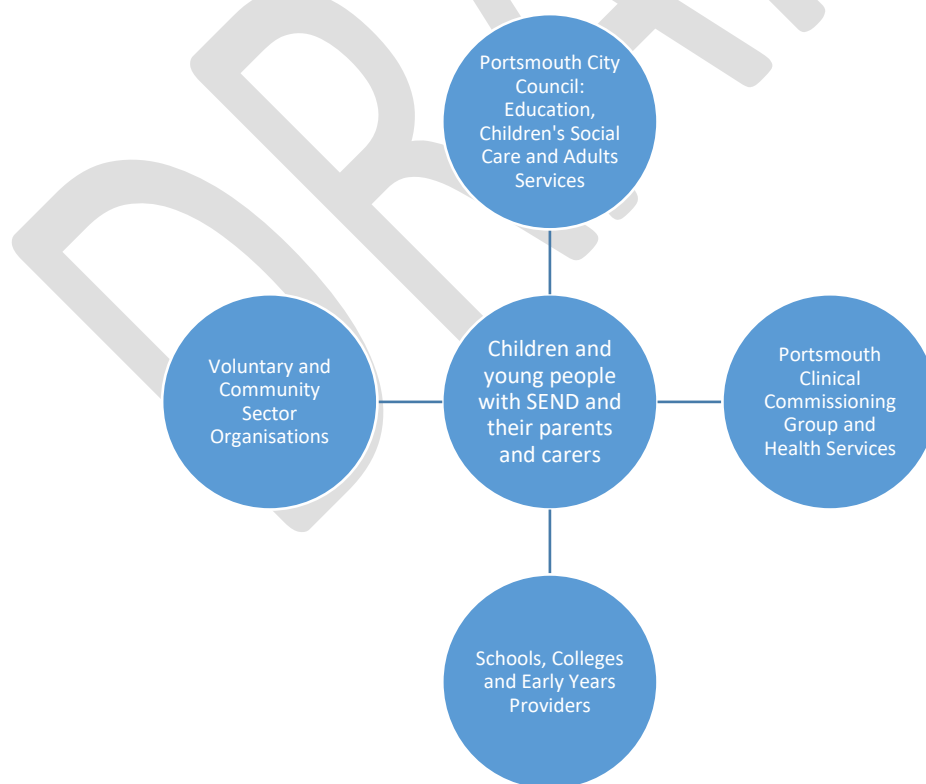
Portsmouth Children's Trust - under the governance of the Health and Wellbeing Board - has had a dedicated SEND Strategy in place since 2006.

Significant progress has been made in improving outcomes for children with SEND in the city. We have now taken the opportunity to refresh the Strategy and the Governance arrangements to ensure we make the next step change in improving outcomes for children with SEND children in Portsmouth.

This revision has been informed by the SEND Local Area Inspection in July 2019 and incorporates the areas for development that were identified in the Ofsted/CQC inspection report.

This document sets out Portsmouth's revised strategy for children and young people aged 0-25 with Special Educational Needs and Disabilities (SEND).

The strategy is owned by and covers the Portsmouth Local Area, as depicted below



Accountability is to the Health and Wellbeing Board.

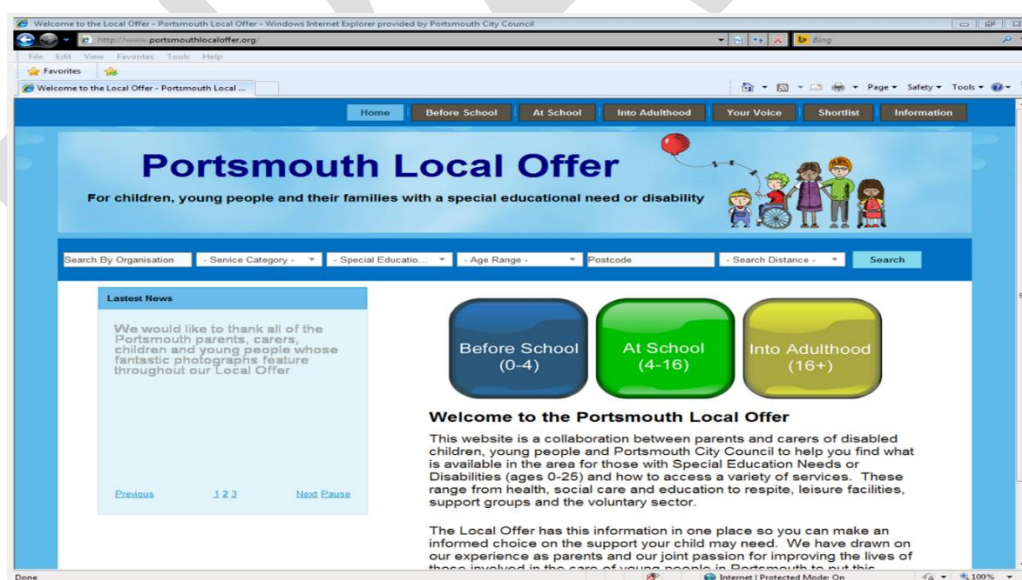
VISION

The aim of the special educational needs and disability (SEND) strategy is to promote inclusion and improve the outcomes for Portsmouth children and young people aged 0-25 years with SEND and their families.

In order to improve outcomes, we aim to ensure that there are in place a continuum of high quality support services that contribute to removing the barriers to achievement for all Portsmouth children and young people, in particular those with special educational needs and disabilities. This includes enabling children and young people to lead healthy lives and achieve wellbeing; to benefit from education or training, with support, if necessary, to ensure that they can make progress in their learning; to build and maintain positive social and family relationships; to develop emotional resilience and make successful transitions to employment, higher education and independent living.

It is our ambition in Portsmouth that children and young people's special educational needs will be identified early so that a high quality and co-ordinated offer of support can be put in place that meets the child's needs and enables them to achieve positive outcomes as they prepare for adulthood.

In order to achieve this, we will work in partnership to jointly a comprehensive continuum of support for children and young people across education, health and care. This offer of support will be published as the Portsmouth 'local offer' at www.portsmouthlocaloffer.org/



We aim to work in coproduction with young people and their parents and carers to co-design this 'local offer' of support, and keep it under review to ensure that it continues to meet local needs and makes best use of the resources available.

INCLUSION

We have worked in co-production with young people, parents/carers and professionals to agree what Inclusion means to people in

PORTSMOUTH EDUCATION PARTNERSHIP

Portsmouth CITY COUNCIL

We've worked closely with young people, parents, carers and professionals in Portsmouth to agree what inclusion means to people in our city.

Inclusion means that every child or young person will:

- Achieve their potential from education or training**
- Build and maintain positive social and family relationships**
- Make a successful move to employment, higher education and independent living**

We want all children and young people in Portsmouth to...

- Feel included and part of their community
- Go to nursery, school or college locally
- Be valued and not discriminated against
- Have equal opportunities
- Have positive social and family relationships
- Make successful transitions to employment, higher education and independent living
- Develop emotional resilience and positive self esteem
- Aspire to live independently and participate in school and society
- Achieve their potential
- Be physically, emotionally and mentally healthy
- Be safe in a positive environment
- Be heard, for their views to be taken seriously and influence change

Our aim is for every child to excel in a local school.

We want all families in Portsmouth to...

- Feel their child or young person is included and feels a part of the local community
- Know their child's needs are understood and acted upon by those who support them to ensure consistency
- Feel welcome and included wherever they go
- Have a positive relationship with their child's school
- Have their voices heard
- Know where to go for advice and support when needed
- Be actively involved in the planning and delivery of their support plan or network
- Be at the centre of everything we do in the spirit of co-production

In order to achieve this we will...

- Aim for children and young people to attend a local mainstream nursery, school or college wherever possible
- Create an environment that is welcoming to all
- Support children and young people to develop skills and resilience to overcome barriers
- Work together across services
- Respect and value children and young people as individuals
- Develop the skills, knowledge and competence of the workforce
- Work together across whole organisations to challenge bullying and discrimination and have a plan that helps resolve bullying for the benefit of everyone involved

You can get this information in large print, Braille, audio or in another language by calling 023 9284 1717

Designed by: marketing@portsmouthcc.gov.uk • Published: January 2019 • Ref: 1.214

www.portsmouth.gov.uk

Principles underpinning the Portsmouth SEND strategy:

- Inclusion of children and young people with SEND, with needs met locally wherever possible
- Co-production with children and young people and their parents and carers
- Joined-up multi-agency working across the local area
- Personalisation and person-centred approaches
- Early identification and support
- Restorative approaches
- Holistic, multi-agency, co-ordinated outcomes-focused assessment and planning
- Key working and family-centred systems
- A skilled and confident multi-agency workforce
- Informed and empowered parents and young people
- More choice and control about the services received
- Joint planning for transitions, including a smooth transition to adult services
- Improved care pathways and clear lines of responsibility
- Equal access to services for children and young people with SEND
- High aspirations for children and young people with SEND to achieve the best possible outcomes

Legislation which underpins this strategy

The delivery of support for children and young people with SEND and their families is underpinned by a number of key pieces of legislation, including:

- Children and Families Act 2014 and the SEN code of practice
- Children Act 1989 and 2004
- Care Act 2014
- Working Together to Safeguard Children 2018
- Children and Young Persons Act 2008
- Care Planning, Placement and Case Review (England) Regulations 2010
- Care Leavers (England) Regulations 2010
- Chronically Sick and Disabled Persons Act 1970
- Mental Capacity Act 2005
- National Health Service Act 2006
- Mental Health Act 2007
- Equality Act 2010
- NHS Mandate
- Public Health Outcomes Framework

SEND Reforms

The Children and Families Act 2014, introduced significant changes to the ways services are provided for children and young people aged 0 to 25 with SEND, and their families. Key changes include:

- Joint commissioning of services required across education, health and social care to meet the needs of children and young people with SEND.
- Publication of a 'local offer' of services available, as a 'one stop shop' for accessing information, as well as feeding into the commissioning cycle.
- Implementation of a multi-agency co-ordinated statutory assessment process to identify the education, health and care (EHC) needs of children and young people aged 0 to 25 and the provision required to meet those needs.
- For the identified needs and provision to be set out in a statutory EHC Plan, with a new duty on health to deliver the health element of the EHC Plan.
- For all those with an EHC Plan, to have the option to request a 'Personal Budget' for delivery of identified aspects of the provision.
- Statutory protections previously available only to school-age children with SEND, through a statement, are extended from 0 to 25 years, where additional resources are required to enable access to education or training.
- Independent information, advice and guidance for parent/carers and young people about the services available to them and how to access support.

These duties apply to all education providers, schools, academies, colleges etc.

Implementation in Portsmouth

In Portsmouth, we have been working hard to successfully implement and begin to embed the reforms in compliance with the new SEN Code of Practice and in the spirit of the reforms, including transferring all SEN statements to EHC Plans by 31st March 2018.

Alongside the introduction of a new system for the delivery of SEND services across education, health and care, there are existing pressures on special educational provision within the city, including pressure on the specialist school places available to meet some areas of need, as well as pressure on the budget available to resource such provision.

Key outcomes to be achieved

This strategy aims to achieve increased percentages of children and young people with SEND who are able to:

1. Be included within their local community,
2. Lead healthy lives and achieve wellbeing,
3. Learn and make progress,
4. Make and maintain positive relationships within their family and community
5. Participate in education and training post-16 and prepare for employment

Self-evaluation

Our local self-evaluation, which is refreshed each year, has outlined a number of areas of good and effective practice. These include:

- a) Strong partnership working
- b) Engagement, participation and co-production
- c) Quality and timeliness of EHCPs
- d) Quality of specialist provision

We have also identified six areas for improvement:

- a) Increasing school attendance and reducing exclusions
- b) Improving educational outcomes for those on SEN Support
- c) Ensuring smooth and successful transitions between phases
- d) Improving services and support for children and young people with Autism
- e) Using data to capture, monitor and report on outcomes at an individual level
- f) Workforce development

Strategic Objectives 2019 - 2022

The current intention - subject to engagement with parents and young people and the SEND Board - is that the new SEND Strategy is split into two parts:

- A. Priority Improvement Areas (linked to the SEF) - what needs to improve for children with SEND and their families
- B. Enabling Work - the crosscutting areas of work that will help us deliver the Priority Improvement Areas

The diagram overleaf outlines the Strategy in a single page.

DRAFT

Portsmouth SEND Strategy - Plan on a Page

A. Priority Improvement Areas (linked to the SEF) - what needs to improve for children with SEND and their families

A1. Inclusion:
Enabling more children with SEND to be educated in mainstream settings

A2. SEN Support -
Improving education, health and care outcomes for children requiring SEN Support

A3. Reducing exclusions and school absence for children with SEND

A4. Meeting the Social emotional and mental health (SEMH) needs of children and young people in education and community settings

A5. Preparing for Adulthood - ensuring effective support up to the age of 25

A6. Meeting the needs of children with neuro-diversity

B. Enabling Work - the crosscutting areas of work that will help us deliver the Priority Improvement Areas

B1. High quality needs assessment, data and intelligence to manage performance and inform commissioning

B2. Effective Joint Commissioning across health, education and care - service and micro-commissioning

B3. Effective involvement, participation and co-production with parents and carers

B4. Effective involvement, participation and co-production with children, young people

B5. Accessible and comprehensive information, advice and guidance

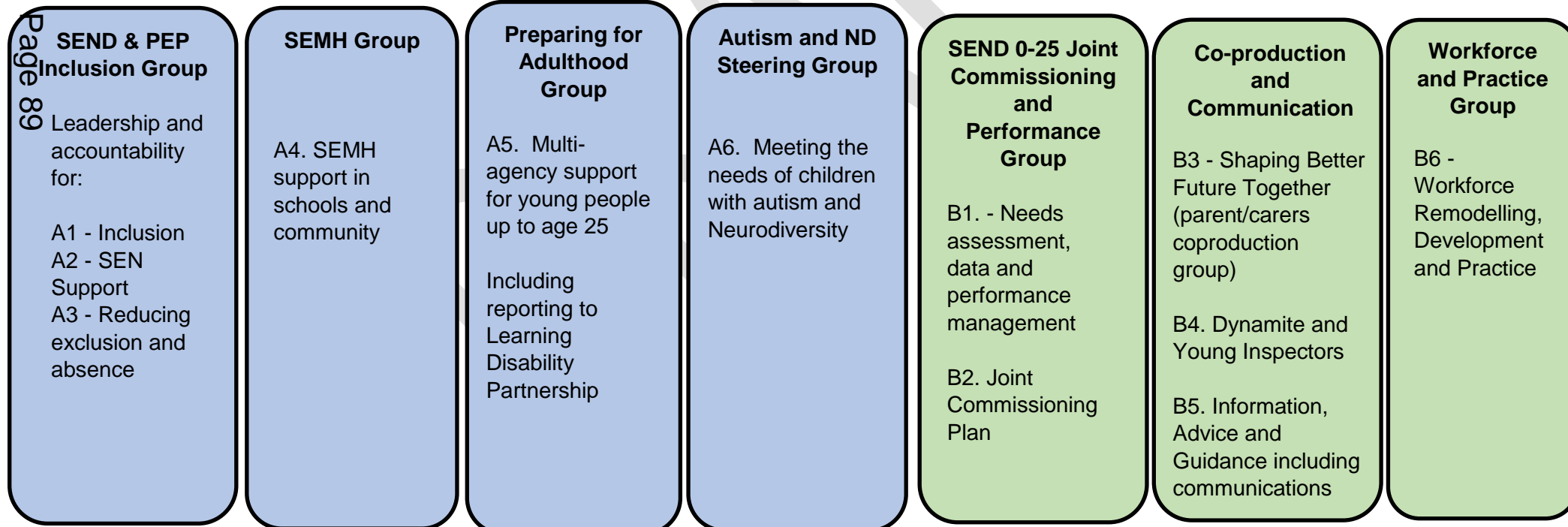
B6. Workforce remodelling, workforce development and practice improvement

SEND Governance and Delivery Structure

The SEND Strategy will be effectively governed and delivered through the following multi-agency structure,

Portsmouth Health & Wellbeing Board
(Incorporating the governance of the Children's Trust)

SEND Board



Response to the SEND Inspection

The 2019 SEND Inspection highlighted a wide range of good and effective practice and validated the SEND Self-evaluation. Inspectors' feedback noted 18 areas for further improvement. In addition, there are a further 3 areas for development which are noted in the inspection report and which were already underway.

Each of the areas for improvement has been allocated to one or more of the groups under the SEND Governance and Delivery structure and will appear in the refreshed strategy and in the delivery plans for the relevant workstreams, as set out below:

IDA = Inspection Development Area

ADD = Additional Area for Development

SEND & PEP Inclusion Group (Chair: Nys Hardingham)

IDA 15. Educational outcomes for those on SEND Support (A2 & A3 & Portsmouth Education Partnership School Improvement Board)

SEMH Group (Chair: Hayden Ginns)

IDA 2. CAMHs/CAMHs-LD waiting times (A4)

IDA 13. Re-referral to CAMHs (A4)

Preparing for Adulthood Group (Chair: Andy Biddle)

IDA 12. Transition to adult health and care services (A5)

IDA 16. Opportunities for supported employment and the range of employment opportunities for young people with SEND (A5)

IDA 17. Information about the proportion of young people with SEND in independent or supported living (A5)

IDA 18. Transition between paediatric and adult health services (A5)

Autism and ND Steering Group (Chair: Liz Robinson)

IDA 1. ND assessment pathway delays (A6)

IDA 3. Post-diagnostic support for ASD (A6)

SEND Joint Commissioning and Performance Group (Chair: Hayden Ginns)

IDA 1. ND assessment pathway delays (A6)

IDA 2. CAMHs/CAMHs-LD waiting times (A4)

IDA 3. Post-diagnostic support for ASD (A6)

IDA 5. Annual GP health checks (B2)

IDA 6. Health and dental assessments for looked after children (B2)

IDA 7. Support for families (B2)
IDA 8. Support for sensory processing needs (B2)
IDA 9. Specialist short breaks provision (B2)
IDA 13. Re-referral to CAMHs (A4)
IDA 15. Educational outcomes for those on SEND Support (A2)
ADD 19. Wheelchairs delays (B2)
ADD 20. DCO required for 19 - 25 age group (B2)

IAG and Communications Group (Chair: Julia Katherine)

IDA 10. Communicating changes to services (B3, B4, B5)
IDA 14. Improving access to IAG for young people (B5)
ADD 21. Recommissioning Local Offer website to increase accessibility (B5)

Workforce and Practice Group (Chair: Julia Katherine)

IDA 4. Integrated assessment of child's developmental progress (B1)
IDA 11. Aspirations influencing outcomes in EHCPs (B1)

Post-inspection Action Plan

IDA	Area for development identified in the SEND inspection	Accountability to	Lead
Identifying needs			
1.	ND assessment pathway delays	Joint Commissioning and Performance Group & Autism and ND Development Group	HG
2.	CAMHs/CAMHs-LD waiting times	Joint Commissioning and Performance Group & SEMH Group	HG
3.	Post-diagnostic support for ASD	Joint Commissioning and Performance Group & Autism and ND Development Group	HG
4.	Integrated assessment of child's developmental progress	Workforce and Practice group	JK
5.	Annual GP health checks	Joint Commissioning and Performance Group	HG
6.	Health and dental assessments for looked after children	Joint Commissioning and Performance Group	HG
Meeting needs			
7.	Support for families	Joint Commissioning and Performance Group	HG
8.	Support for sensory processing needs	Joint Commissioning and Performance Group	HG
9.	Specialist short breaks provision	Joint Commissioning and Performance Group	HG
10.	Communicating changes to services	IAG and Communications group and Coproduction Groups	JK
11.	Aspirations influencing outcomes in EHCPs	Workforce and Practice Group	JK
12.	Transition to adult health and care services	Preparing for Adulthood Group	AB
13.	Re-referral to CAMHs	Joint Commissioning and Performance Group & SEMH Group	HG
14.	Access to IAG	IAG and Communications group	JK
Improving outcomes			
15.	Educational outcomes for those on SEND Support	Joint Commissioning and Performance Group & Portsmouth Education Partnership School Improvement Board	HG
16.	Opportunities for supported employment and the range of employment opportunities for young people with SEND	Preparing for Adulthood Group	AB
17.	Information about the proportion of young people with SEND in independent or supported living	Preparing for Adulthood Group	AB
18.	Transition between paediatric and adult health services	Preparing for Adulthood Group	AB

WORKSTREAMS

The high level objectives for each of the subgroups of the SEND Board are set out below. There is a separate, detailed delivery plan for each of the SEND Strategy workstreams. Delivery plans are refreshed annually.

INCLUSION

The Long-Term Plan
For Portsmouth to be a leading example of good, inclusive practice, with the vast majority of children and young people with SEND able to have their needs identified early and met within what is 'ordinarily available' (universal and targeted services) across education, health and care. Staff are confident to meet the needs of the majority of children with SEND. Where additional support is required, this is accessed in a timely way and is of a high quality so that needs are met and outcomes improve.
Priorities for this strand of work
A1. Removing barriers to inclusion A2. SEN Support A3. Reducing exclusion and absence
What we achieved in 2015-16
<ul style="list-style-type: none">Established an annual conference to share and celebrate good practiceRevised the service level agreement for the provision of outreach servicesDeveloped an 'Ordinarily Available Provision' document for school SENCos
What we achieved in 2016-17
<ul style="list-style-type: none">Developed the Ordinarily Available Provision suite of documentsDeveloped a shared understanding of how we monitor 'good progress' for those on SEN SupportDeveloped an offer of school SEN support to promote good inclusive practiceMonitored the impact of the outreach service in building capacity within mainstream schoolsDelivered the annual Inclusion ConferenceDeveloped the well-being and resilience strategy
What we achieved in 2017-18
<ul style="list-style-type: none">Launched the SEN Support project to improve outcomes for pupils on SEN Support

- Developed and published the Ordinarily Available Provision guidance
- Successfully bid for grant funding to enhance our Alternative Provision offer and increase reintegration to mainstream school

What we achieved in 2018-19

- Piloted the Inclusion Quality Mark/Portsmouth Inclusion Pathway
- Delivered the first Emotional Health and Wellbeing Conference in March
- Published a comprehensive joint training offer for SEMH

What we will achieve in 2019-20

- Roll out the Inclusion Quality Mark/Portsmouth Inclusion Pathway to all schools
- Deliver the Turnaround project to facilitate effective reintegration from Alternative Provision
- Launch the new integrated outreach offer to schools
- Identify further support for schools to address SEN Support variability
- Identify further support for schools to address Key Stage 4 literacy
- Renew the focus on addressing school absence for children with SEND

Monitored via: SEND Inclusion Group

Chair: Nys Hardingham, Head Teacher, ALNS

Removing Barriers and Turnaround Project Subgroup

Chair: Neil Stevenson, Admissions, Attendance, Exclusions and Integration Service Manager, Inclusion Service, PCC

Emotional Health and Wellbeing in Schools Subgroup

Chair: Sarah Christopher, Portsmouth Education Partnership and Inclusion Manager, Inclusion Service, PCC

SOCIAL EMOTIONAL AND MENTAL HEALTH

The Long-Term Plan
To ensure there is in place a continuum of multi-agency support for children and young people with social emotional and mental health needs and that families are aware of the support that is available and how to access it.
Priorities for this strand of work
A2. To meet the social emotional and mental health (SEMH) needs of children and young people in education and community settings
What we achieved in 2018-19
This is a new subgroup of the SEND Board
What we will achieve in 2019-20
<ul style="list-style-type: none">• Ensure that there is early identification of SEMH needs and a comprehensive multi-agency continuum of support available in response to identified needs, as part of the local offer• Reduce CAMHS waiting times• Increase parental confidence and experience of waiting to access CAMHS• Introduce Mental Health Support Teams in schools
Monitored via: SEMH Group
Chair: Hayden Ginns, Children's Transformation Manager, PCC

PREPARING FOR ADULthood

The Long-Term Plan

For all young people with SEND to have a clear plan in place that identified outcomes and resources to enable a smooth transition to adulthood, able to access the support they need in order to achieve their identified outcomes.

Priorities for this strand of work

To ensure that each young person has a co-produced plan in place which they 'own' and which identifies clear outcomes and actions relating to each of the PfA outcomes i.e.

- Health
- Independent Living
- Positive relationships/community
- Employment

To commission a range of services and support that will help young people achieve these outcomes

A5. To have a clear multi-agency pathway of support in place for 14 to 25 year olds with SEND.

This group will also report to the Learning Disability Partnership.

What we achieved in 2015-16

- Rolled out person-centred approaches to all young people with SEND
- Worked with colleges to develop supported internship programmes

What we have achieved in 2016-17

- Extended the provision of supported internships
- Ensured that clear transition pathways are in place so that young people do not 'fall through the net' when they reach 18.
- Developed tools and guidance to ensure that PfA reviews are focused and effective
- Carry out pilot of 'Ready Steady Go' health transition programme with schools

What we achieved in 2017-18

- Developed an EHCP template that focuses on the 4 Preparing for Adulthood Outcomes, to be used from age 14 onwards.
- Produce tools to support the PfA outcomes to be published on the local offer website.

- Ensured there are pathways for assessment and support for young people in transition
- Improve processes to enable effective transition for people into and following on from college
- Publication of a transition protocol

What we achieved in 2018-19

- Ensured that the Education, Health and Care Planning process identifies and works towards the realisation of PfA outcomes for those in transition
- Maximised Social Care and Health Contribution to the EHC planning process
- Reviewed and further developed the information on the local offer website to ensure that it provides the information and tools required for young people and their families to plan effectively
- To ensure that there are clear pathways for assessment and support for people with including people with autism, working in partnership with the Autism Board
- To finalise and publish the overarching Transition policy
- To develop a range of supported employability options for young people
- Establish a SEND Employability Forum
- Deliver 2 good practice events and training to partners on employability

What we will achieve in 2019-20

- To agree a formal strategy for health services transition needed, including making greater use of System One)
- To put in place procedures to avoid young adults having to re-tell their stories
- To increase the uptake of LD Health Checks and achieve greater consistency across GP Practices
- To improve transition arrangements for young adults when they reach the age of 18, especially for those that require support from Adult Mental Health services
- To increase the offer of supported employment

Monitored via: Preparing for Adulthood Group

Chair: Andy Biddle, Assistant Director, Adult Social Care, PCC

AUTISM AND NEURODEVELOPMENT

The Long-Term Plan

To ensure there is in place a continuum up multi-agency support for children and young people with autism and neurodiversity and that families are aware of the support that is available and how to access it.

Priorities for this strand of work

A6. To ensure there is a continuum of multi-agency support in place to meet the needs of children and young people with Autism and neurodiversity

What we achieved in 2018-19

This is a new subgroup of the SEND Board

What we will achieve in 2019-20

- To reduce ND assessment waiting times
- To increase the confidence of families in the support offer available with or without a diagnosis
- To ensure there is a comprehensive training offer available for staff working with children and young adults with autism and ND

Monitored via: Autism and ND Steering Group

Chair: Liz Robinson, Education Support Service Manager, Inclusion Service, PCC

SEND 0-25 JOINT COMMISSIONING AND PERFORMANCE

The Long-Term Plan

Education, health and care work together to carry out an annual joint strategic needs assessment of the needs of children and young people aged 0-25 with SEND and their families as part of the Joint Strategic Needs Assessment. This data is used to identify gaps in provision and to agree priorities for commissioning with service users. The joint commissioning plan is co-produced with children and young people with SEND and their parents and carers.

Priorities for this strand of work

B1. Needs, data and performance management

B2. Joint Commissioning Plan

What we achieved in 2015-16

An initial joint strategic needs assessment for 0-25s with SEND was carried out.

Reviews were carried out in each of the 4 areas of need and action plans were developed based on the recommendations of each:

- Sensory and Physical
- Cognition and Learning
- Communication and Interaction
- Social Emotional and Mental Health

What we have achieved in 2016-17

- SEND Needs Assessment has been completed
- Joint Commissioning Plan has been agreed across the CCG, local authority, Schools, Solent and Portsmouth Parent Voice.

Specific achievements include:

Sensory and Physical

- Reviewed the wheelchair service - following feedback re: waiting times

Cognition and learning

- Re-designated Cliffdale and Redwood Park as special schools for children with complex needs and autism
- Began phased remodelling of the accommodation at Cliffdale and Redwood Park in order to enable these schools to provide effectively for children with more complex needs and autism

Communication and interaction

- Established a new Inclusion Centre for secondary aged pupils with communication and interaction needs (including autism) at Trafalgar school

<ul style="list-style-type: none"> Established new Inclusion Centres for primary pupils with communication and interaction needs (including speech and language difficulties and autism) at Devonshire Infants and Portsdown Primary schools. <p>Social emotional and mental health difficulties</p> <ul style="list-style-type: none"> Re-defined the AP and SEN pathways for children with SEMH Developed new SLAs with The Harbour School and Flying Bull for the provision of SEMH support to children and young people within the city Included Future in Mind developments within joint commissioning plan
<p>What we achieved in 2017-18</p> <ul style="list-style-type: none"> SEND needs assessment was refreshed as part of the SEND Strategic Review SEND Strategic Review was carried out to inform future commissioning, all 49 recommendations have been incorporated into the Joint Commissioning Plan Children and young people's Autism strategy has been developed
<p>What we delivered in 2018-19</p> <p>The Joint Commissioning Plan for 2018-2020 outlined nine commissioning ambitions agreed following the SEN Review and significant engagement with professionals, parents and young people.</p> <p>Across the nine ambitions there has been a wide range of commissioning and service development activities to better meet the needs of children and young people with SEND. Headlines include:</p> <ul style="list-style-type: none"> Reshaping key parts of the workforce to enable us to provide named Lead Professionals for children and young people with complex SEND Delivery of the new SEND Place Strategy to ensure we have sufficient special school and resourced provision placements over the next five years Delivery of a comprehensive new SEMH strategy including a revised offer to schools to support inclusion of children with SEMH and address exclusions and absence Reshaping services to drive mainstream school inclusion Further improved joint commissioning of out of city placements A revised neuro-diversity profiling pathway
<p>What we will achieve in 2019-20</p> <ul style="list-style-type: none"> To ensure there is a comprehensive overview of data and performance 0 - 25 across education, health and care To improve the availability of data on moving into employment To ensure there is a Designated Clinical Officer in place for 18-25 year olds To ensure the specialist short breaks offer is flexible enough to meet needs

- To ensure there is follow up support available when cases are closed to SALT.
- To ensure SALT is available to those that need it in the secondary phase of their education
- To ensure CAMHS LD is available to children who meet the criteria but who are educated in mainstream schools
- To ensure timely access to wheelchair services

Monitored via: SEND 0-25 Joint Commissioning Steering Group

Chair: Hayden Ginns, Children's Transformation Manager, PCC

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CO-PRODUCTION AND COMMUNICATION

The Long-Term Plan
For participation and co-production with children and young people with SEND and their parents and carers to become embedded as a way of working both at the strategic level and at an individual case work level.
Priorities for this strand of work
<p>B3. Participation and co-production with parents and carers</p> <p>B4. Participation and co-production with children and young people with SEND</p> <p>B5. Information Advice and Guidance for young people with SEND and parent/carers</p>
What we achieved in 2015-16
<p>A Parents and Carers Co-production group is established and has completed key tasks including designing the Local Offer website.</p> <p>There is a parent/carer co-chair of the SEND Board and parent/carer reps on all subgroups of the SEND Strategy</p> <p>A Young people's Co-production group is established 'Dynamite' and has completed tasks including a young people's survey 'The Big Bang'.</p>
What we achieved in 2016-17
<ul style="list-style-type: none">• Dynamite coproduced 2nd annual survey which reached over 100 young people• Established of a Young Inspectors programme - 12 trained Young Inspectors are regularly visiting a range of services and submitting reports• Training delivered by young people to 25 professionals across agencies• Widened parent/carer engagement activity to include parents of children on SEN Support and recruited 13 SEN Champions in mainstream schools• Appreciation awards have been presented to around 30 professionals• Recruited and trained new parent/carer reps on the Inclusion Support Panel
What we achieved in 2017-18
<ul style="list-style-type: none">• Incorporated ECAF into the SEND Strategy governance and accountability structure, alongside the parent/carer co-production group and Dynamite (young people's co-production group)

- Re-purposed the terms of reference of the parent/carer co-production group (renamed Shaping Better Futures Together) to take on a more strategic role
- Embedded coproduction across the city e.g. via coproduction self-evaluation
- Continued to develop the Social Emotional and Mental Health (SEMH)/Future in Mind (FiM) work in partnership with the FiM Co-production group
- Continued to deliver the Young Inspectors programme
- Co-produced information for Parents/Carers and Young People including:
 - Transition guide for parents/carers
 - Parenting Offer

What we delivered in 2018-19

- Continued to facilitate strategic coproduction with young people through the work of Dynamite
- Carried out the Dynamite 'Big Bang' annual survey
- Further developed the Local Offer website to take account of feedback from young people
- Continued to deliver the Young Inspectors programme
- Continued to facilitate strategic coproduction with parents/carers through the Shaping Better Futures Together parents coproduction group
- Worked in partnership with parents/carers on the recommendations arising from the SEND Strategic review including the SEND Hub and SEN Place Planning strategy
- Continued to review the local offer website and make recommendations as to the further development of the website to ensure it continues to meet parents/carers' needs
- Co-produced information and guidance for parents/carers in partnership with professionals from PCC and the CCG.

What we will deliver in 2019-20

- Actively promote IAG for young people and ensure it is accessible to young people
- Continue to deliver the Young Inspectors programme
- Work with PCC to carry out the annual survey in conjunction with the survey for parents/carers
- Work with services in coproduction to ensure that changes to service delivery are effectively communicated to families
- Work in coproduction with PCC to recommission the local offer website
- Work in coproduction with PCC/CCG and Solent to co-design the new ND pathway
- Work in coproduction with services on identified priority areas (see action plan)

Monitored via:

Shaping Better Futures Together (Parent/Carers co-production group)

Chair: Kara Jewell, Parent Engagement Officer, Portsmouth Parent Voice

Dynamite Core Group (Young people's co-production group)

Facilitator: Joe McLeish, Young People's Participation Officer, Portsmouth Disability Forum

Local Offer and Information Advice and Support Steering Group

Chair: Julia Katherine, Head of Inclusion, Inclusion Service, PCC

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WORKFORCE REMODELLING, DEVELOPMENT AND PRACTICE

The Long-Term Plan

For Portsmouth to have successfully implemented the SEND reforms, as outlined in part 3 of the Children and Families Act 2014 (often described as a 10 year whole system change programme). Ultimately this will be independently tested via the Ofsted/CQC SEND inspections process.

The SEND Strategy (alongside its sister strategy 'Stronger Futures') makes up the children's element of the Portsmouth 'Blueprint' for health and care in the city, which sets the ambition to more strongly integrate public service spending across the local public service system.

Priorities for this strand of work

- B1. Local Offer
- B2. SEN Support
- B3. EHC assessments and plans
- B4. Personal budgets, short breaks and home to school travel assistance
- B5. Independent advice and support and engagement

What we achieved in 2015-16

Good progress has been made in implementing the SEND Reforms to date. Portsmouth are compliant with all new statutory duties.

A self-assessment has been undertaken and an implementation plan is in place.

What we achieved in 2016/17

- Further developed the Local Offer
- Maintained the high quality of our EHCPs
- Improved the % of EHCPs completed within statutory timescales to 98%
- Increased the number of Personal Budgets included within EHCPs
- Published the revised Short Breaks statement and eligibility criteria
- Increased the number of direct payments in place
- Commissioned Portsmouth IASS
- Continued parent and young people's engagement work, including coffee mornings and pizza evenings delivered by PPV and Dynamite

What we achieved in 2017-18

- Maintained and further improved the quality and timeliness of EHCPs
- Continued to monitor and further develop the Local Offer in response to feedback from young people
- Recommissioned the targeted short break offer
- Increased the number of personal budgets and direct payments included within EHCPs
- Continued to co-produce all EHCPs with children, young people and parents/.carers
- Enabled children and young people with SEND and their parents/carers to contribute to strategic decision-making about local provision
- Maintained strong leadership and lines of accountability for the SEND Strategy
- Joint planned and commissioned provision for children and young people with the most complex needs who require jointly funded packages of support
- Continued to improve services by learning from complaints and tribunal cases

This group has taken on the role of monitoring the performance indicators across the whole SEND Strategy, prior to quarterly performance being reported to the SEND Board.

What we delivered in 2018-19

- Put in place a comprehensive quarterly performance report
- Monitored outcomes for children and young people with SEND from vulnerable groups across the year with targeted data dashboards
- Reviewed and recommissioned the Local Offer website to ensure that it is meeting parent/carer and young people's needs
- Developed and delivered training for professionals involved in the EHCP process and decision making panels

What we will deliver in 2019-20

- Further develop and strengthen EHCP audits to ensure continued improvement, including ensuring that the voice and aspirations of the child are consistently informing outcomes and provision in EHCPs
- Further embed the consideration of Early Help Assessments within the EHC needs assessment process
- Roll out programme of professional development for SENCos, including person centred practice training
- Develop SEND induction e-learning module for the whole of the children's workforce
- Deliver training for evidence-writers to improve the advice provided as part of the EHC Process, particularly for 14-25 year olds.
- Roll out programme of professionals development to strengthen the Lead Professional role for children and young people with SEND

- Develop the independent travel training offer so that all young people are supported to develop their ability to travel independently before they leave school
- Embed involvement, participation and co-production as a way of working across the children's workforce.

Monitored via: Workforce development and practice group

Chair: Julia Katherine, Head of Inclusion, Inclusion Service, PCC

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Agenda Item 9

Energy and water at home: a strategy for efficiency and affordability for every household in Portsmouth (2019-2025)

One page summary

The challenge

- Climate emergency, 2030 zero carbon target
- Fuel poverty
- Health impact of cold homes
- Rising gas and electricity prices
- Areas of deprivation
- Housing conditions
- Nitrate pollution levels in the Solent

Our vision

To ensure all homes in Portsmouth use energy and water as efficiently as possible for an appropriate level of comfort, safety, health and dignity, so that no Portsmouth household has to worry whether they can afford their energy and water bills.

How the vision will be delivered

- The council will lead the way in helping our community make homes more energy and water efficient.
- Residents will be empowered to reduce their energy and water bills and increase their household income, ensuring home energy costs are affordable.
- Support will be offered as widely as possible, while targeting those most at risk from cold homes.
- The council will develop national partnerships to attract investment, supporting the creation of skilled green jobs locally and driving innovation in clean energy generation.

Strategic objectives

- Ensure residents can take action to reduce energy and water costs and wastage.
- Ensure all homes meet a minimum EPC rating of D by 2025 where practicable.
- Lead the way in using new housing developments and refurbishments to minimise carbon emissions.
- Develop clean energy generation to reduce fuel poverty and reduce harmful emissions.
- Reduce carbon emissions and improve air quality.
- Maximise household incomes to exceed a minimum reasonable standard of living.
- Clearly communicate a comprehensive offer of assistance for residents.

Our ways of working

- ✓ Working in partnership
- ✓ Maximising investment in the city
- ✓ Measuring our impact
- ✓ Focussing on the most vulnerable
- ✓ Excellence through innovation

The workstreams

1. Improving home energy & water efficiency
2. Cutting energy and water bills
3. Maximising household income

Short term milestones - to be achieved by April 2021

- £2.5 million of external funding for measures delivered to vulnerable households in Portsmouth.
- 2,000 households living in properties with the lowest EPC rated homes to be contacted with specific support and 500 of these homes improved.
- A range of communication channels to engage every Portsmouth household with information and advice on saving energy and water.
- 1,500 referrals into person-centred individual support, resulting in over £2,000,000 of lifetime savings and additional income.
- Household carbon emissions reduced by an additional 500 tonnes each year.
- 1,500 individual water saving measures for vulnerable households.

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Portsmouth
CITY COUNCIL

Energy and water at home

A strategy for efficiency and affordability
for every household in Portsmouth

2019 - 2025

Contents

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Our vision

To ensure all homes in Portsmouth use energy and water as efficiently as possible for an appropriate level of comfort, safety, health and dignity, so that no Portsmouth household has to worry whether they can afford their energy and water bills.

How the vision will be delivered

- ✓ The council will lead the way in helping our community to make Portsmouth's homes more energy and water efficient and low-carbon.
- ✓ Residents will be empowered to reduce their energy and water bills and increase their household income, ensuring that their home energy costs are affordable.
- ✓ Support will be offered as widely as possible, to maximise the number of people who benefit, while targeting those most at risk from cold homes, to maximise the impact.
- ✓ The council will develop national partnerships to attract investment in energy and water efficiency into the city, supporting the creation of skilled green jobs locally and driving innovation in clean energy generation to ensure the city's energy and water needs are affordable, sustainable and secure.

Working together with our residents and stakeholders in the area we will ensure that everyone understands the help that is available and can meet their energy and water needs, to make Portsmouth a fairer, healthier and more prosperous city.

2

Strategic objectives

This strategy will contribute to the council's shared aim, to 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.

It focuses on our five corporate priorities:

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

To ensure that all households in Portsmouth have access to affordable and sustainable energy we will strive to:

Priority One

- Ensure our residents are informed, active and engaged consumers who take action to reduce energy and water costs and wastage.

Priority Two

- Ensure all homes in Portsmouth meet a minimum Energy Performance Certificate rating of D by 2025 where practicable.
- Lead the way in using new housing developments and refurbishments to reach the highest possible levels of energy and water efficiency, and reduce carbon emissions.

Priority Three

- Develop clean energy generation that contributes to reducing fuel poverty, reducing carbon dioxide and other harmful emissions.
- Reduce carbon emissions and improve air quality.

Priority Four

- Maximise household incomes to ensure every resident exceeds a minimum reasonable standard of living.

Priority Five

- Clearly communicate a comprehensive offer of assistance for residents.

This strategy will contribute to the council's action plan to achieve net zero carbon emissions in Portsmouth by 2030.

The challenge

The council has declared a climate emergency to highlight the need for urgent action to reduce greenhouse gas emissions¹. We have pledged to achieve net zero carbon emissions in Portsmouth by 2030, considering both the production and consumption of emissions.

Emissions caused by the use of energy in the home comprise 31% of total emissions in the Solent region², and therefore this strategy has a role to play in achieving net zero carbon emissions. While working to increase energy efficiency and sustainability and improve indoor and outdoor air quality, we also want to achieve fairer access to energy for all.

Fuel poverty is estimated to affect 10.9% of households in England and 12.1% in Portsmouth, which equates to over 11,000 households³ (see map on page 7). This is based on the Low Income High Costs indicator⁴, which considers a household to be fuel poor if:

- they have required fuel costs that are above average (the national median level), and
- were they to spend that amount, they would be left with a residual income below the official poverty line.

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This measure of fuel poverty is based on the amount of energy the household should use, to achieve a reasonable standard of comfort and dignity. In reality, these households face a 'choice' between adequately heating and lighting their home or spending money on other essential outgoings. Many decide to use less energy than they need, and live in cold homes. This disproportionately affects the elderly, families with young children and those living with long-term sickness or disability.

Being unable to afford to adequately heat the home or use energy for other essential activities, such as cooking and cleaning, contributes to social isolation, poor health outcomes, an increase in hazards in the home, and impedes child development.

Every year there are around 125 more deaths in Portsmouth during the coldest four months of the year compared to the average of the rest of the year⁵. An estimated 30% of these deaths are attributable to the avoidable circumstances of living in cold homes⁶.

Cold homes are dwellings which are energy inefficient and difficult to heat; resulting in high energy bills and unnecessary carbon emissions. These properties can be

¹ <https://democracy.portsmouth.gov.uk/documents/s22583/Draft%20Council%20Mins%20March%202019.pdf>

² <https://solentlep.org.uk/media/2669/solent-lep-heat-and-power-strategy-and-action-plan-final-docx.pdf>

³ <https://www.gov.uk/government/statistics/sub-regional-fuel-poverty-data-2019>

⁴ <https://www.gov.uk/government/publications/fuel-poverty-statistics-methodology-handbook>

⁵ <https://fingertips.phe.org.uk/public-health-outcomes-framework#page/3/gid/1000044/pat/6/par/E12000008/ati/102/are/E06000044/iid/90641/age/1/sex/4>

⁶ <https://www.nea.org.uk/wp-content/uploads/2018/02/E3G-NEA-Cold-homes-and-excess-winter-deaths.pdf>

broadly identified as those with an Energy Performance Certificate (EPC) rating of E, F or G. In Portsmouth there are 13,500 homes rated E, F or G (around 21% of all homes with an EPC rating), with the private sector accounting for the lowest average EPC ratings. Assuming similar levels in homes without an EPC, the total number of cold homes in the city would be over 18,000.

Average annual home electricity bills rose by 5.6% in 2017, 9.1% in 2018, and are predicted to rise further, taking up an increasing proportion of household income. While home gas prices have reduced from a peak in 2014, in real terms gas prices have increased over the last 10 years⁷. The 10.3% increase in the energy price cap from April 2019 underlines why the price cap policy will not be enough to bring home energy bills down to an affordable level.

Despite high costs, many households are paying more than they need to, with 54% of consumers on a standard variable tariff (not including prepayment meter tariffs), which are usually the highest. Although regulation has driven huge improvements in the experience of consumers switching energy suppliers, only 19% of British consumers switched supplier between July 2017 and June 2018, and 61% have never switched supplier, or have only switched once⁸.

Under the English Indices of Multiple Deprivation 2019, Portsmouth was ranked 59th most deprived out of 317 local authority areas⁹. A fifth of children living in the city are growing up in poverty, but in Charles Dickens ward this rises to over two fifths of children¹⁰. About 7,100 Portsmouth residents aged over 60 live in income deprivation.

Where schemes are available to improve efficiency and make energy affordable, take-up is often low. Our residents who are most in need may be socially and digitally excluded. A history of mis-selling in the energy supplier market also appears to have contributed to a reluctance among some residents to ask for or accept support.

Although a fuel poverty strategy for England was published in 2015, there have been a number of legislative, policy and funding changes since then. This requires local authorities to be informed and flexible, with a clear local vision for sustainable business streams that are resilient to changes in the national context. The council has responded to the government's recent consultation on a new fuel poverty strategy for England.

⁷ <https://www.gov.uk/government/statistical-data-sets/annual-domestic-energy-price-statistics>

⁸ <https://www.ofgem.gov.uk/publications-and-updates/state-energy-market-2018>

⁹ <https://www.gov.uk/government/statistics/english-indices-of-deprivation-2019>

¹⁰ <https://www.gov.uk/government/statistics/personal-tax-credits-children-in-low-income-families-local-measure-2016-snapshot-as-at-31-august-2016>

Figure 1 shows the areas of Portsmouth with the highest proportion of fuel poor households, based on the Low Income, High Costs indicator (see definition page 4).

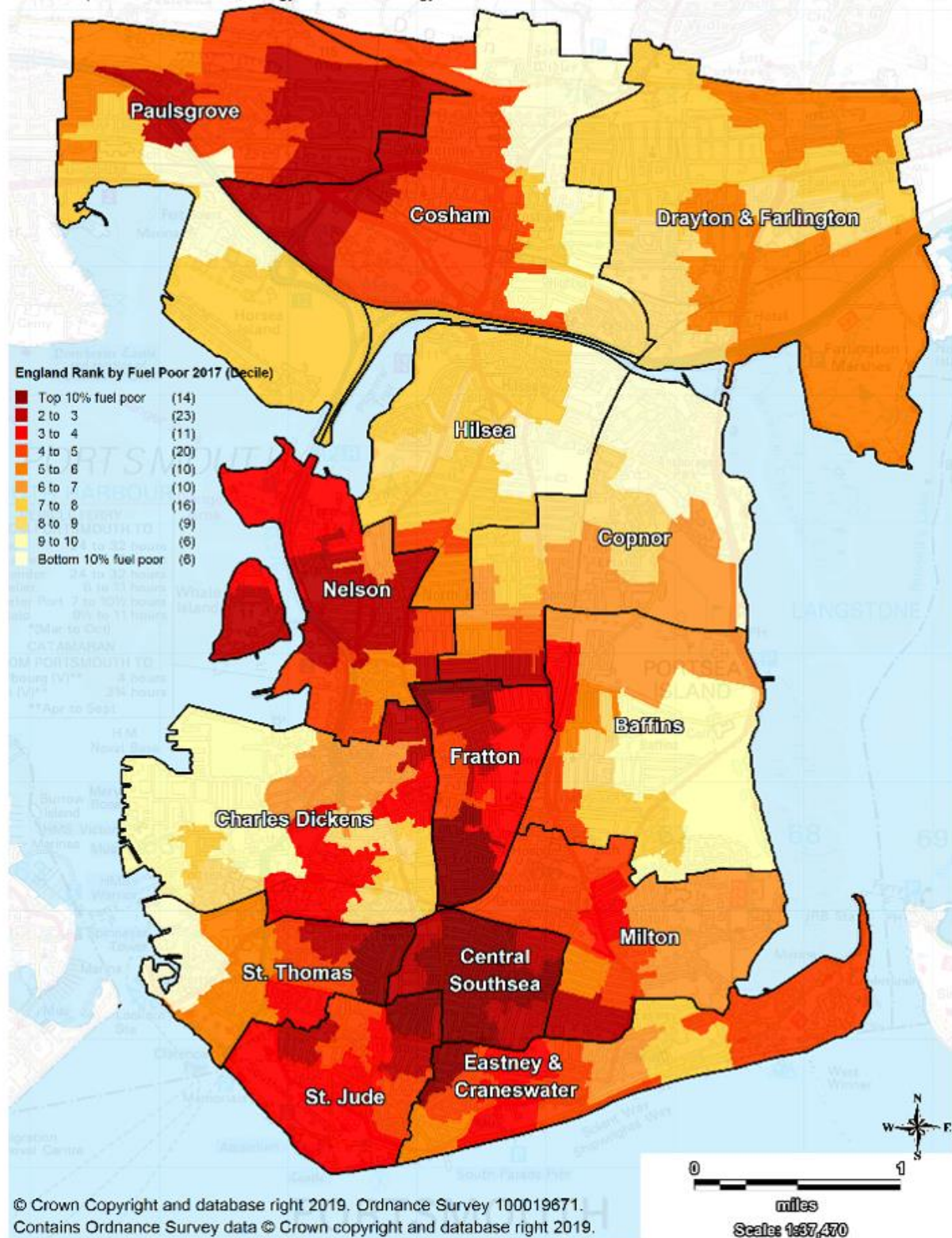
Whereas a map of the Indices of Multiple Deprivation¹¹ would show the highest concentrations of deprivation on Portsea Island around the council estate areas in Charles Dickens, Nelson and St Thomas wards, the highest prevalence of fuel poverty is in Central Southsea. This is driven by the concentration of relatively older homes in this area that are less energy efficient and may not have been maintained to the standard of many homes owned by the local authority.

¹¹ <https://www.gov.uk/government/statistics/english-indices-of-deprivation-2019>

Figure 1 - A map of fuel poverty in Portsmouth

% of households fuel poor (low income, high costs). Portsmouth lower super outputs areas (LSOA) ranked relative to England in deciles, 2019 (2017 data). Electoral wards overlaid.

Source: Department for Business, Energy & Industrial Strategy



Saving water

This strategy will also consider domestic water efficiency. Like electricity, gas and other fuel types; water is a natural resource consumed within homes which impacts on quality of life, household bills and carbon emissions. As with energy, measures can be taken to reduce water consumption, and tariffs can reduce household bills. Any reduction in the use of hot water will also be a reduction in energy use within the household. As hot water constitutes around 20% of a typical domestic heating bill these savings can be substantial¹². Water has an embedded carbon factor and wastewater contains nitrates; therefore any reduction in water demand contributes to lowering carbon emissions and mitigating nitrate levels in the Solent.

In homes with a water meter, water efficiency measures can be employed to reduce the water bill. Small measures include cistern retrofits and bags, and low-flow tap fittings and shower heads. Larger measures include installing new cisterns and replacing baths with showers.

As well as technical interventions, and as with energy, changing behaviour can save water. Encouraging residents to reduce toilet flushes, shower length and consumption from other household processes can be built into some of the energy outreach work done by schemes such as LEAP, as well as during other touch points with residents.

Water suppliers offer assistance with bills for vulnerable households. Portsmouth Water offers a social tariff to cap bills at £81 and Southern Water cap wastewater bills at £282 per annum. For a 3 bedroom household, this represents a saving of around £213 per year.

¹² Energy Savings Trust <https://www.energysavingtrust.org.uk/home-energy-efficiency/saving-water>

Our ways of working

Working in partnership

The council's energy services team coordinates a city-wide fuel poverty working group, bringing together partners working in housing, health, social care and the voluntary and community sector. We are the lead partner in a consortium of nine local authorities delivering the Warmer Homes scheme across the UK. We seek new opportunities to share our expertise and resources with partners to ensure we can make every contact count and achieve the best outcomes for our community.

Focussing on the most vulnerable

Working with our thriving community to help as many of our residents as we can, we put those in greatest need at the heart of what we do. We provide information, training and support to partners who can help us to reach the most vulnerable.

Maximising investment in the city

We seek new opportunities to attract funding to tackle fuel poverty. We multiply the value of investment and generate income to support our activities through clean energy generation, and drive the development of projects that provide the resources to reduce home energy costs for residents. We aim to create sustainable business models that are resilient to changes in national policy and available resources.

Excellence through innovation

Understanding the national legislative and strategic direction, and working with partners to monitor the latest developments in fuel poverty reduction, we aim to be a leader in delivering improvements for our community, innovating and adapting to quickly respond to new learning and opportunities.

Measuring our impact

By monitoring and evaluating action on fuel poverty from our customer's point of view, we learn what works for people in Portsmouth, and use this learning to ensure we do what matters. Our approach will contribute to research in this field and help to inform local and national policy.

Leadership and participation in the strategy

The council is in a unique position to lead this strategy, but the vision can only be achieved in partnership; identifying who can contribute and providing opportunities and support to enable their participation for effective collaborative working.

Residents, stakeholders and partner organisations all have a vital role to play.

What the council can offer	What partners can offer
Trusted civic leadership	Trusted local groups and organisations
Contact points for residents	Contact with residents who are not engaged with the council
Communication channels	Amplifying the message
Role as landlord	Links to residents who are not council tenants
Housing development	Private sector and social housing development
Improving private sector housing standards	Identifying residents living in poor conditions
Attracting external funding for projects	Delivering projects in partnership
Statutory and regulatory expertise	Experts by experience and community insight
Informing, coordinating and supporting action in the city	Sharing learning and providing scrutiny of the council's impact

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The workstreams

Access to energy and water at home is not fair or sustainable when people use more energy or water than they need to, pay too much for their utilities, and don't have enough income to meet their needs. Ensuring affordable and efficient energy for all requires action across three workstreams:

- **Improving home energy and water efficiency**

The fuel type, heating system, construction and age of a dwelling, along with the efficiency of the lighting and appliances used in it, all influence the energy and water needs of the occupants.

- **Cutting energy and water bills**

Bills are determined by the amount of energy used in a home, and the unit cost and standing charge of the tariff charged to that customer by their supplier.

- **Maximising household income**

Increasing the amount of money coming in to a household, and reducing unnecessary expenditure, can maximise the income available for essential costs such as energy and water.

How we are taking action now

Improving home energy and water efficiency

- The council currently offers to eligible households:
 - Free small measures such as draft-proofing, low energy lightbulbs and low-flow shower heads, provided through our Local Energy Advice Partnership home visits¹³
 - Warmer Homes project - free gas central heating systems¹⁴
 - Free broken gas boiler replacements during the winter period for owner occupiers¹⁵
 - ECO funding for larger energy saving measures such as loft and cavity wall insulation
 - Home improvement grants and loans
- Requiring new homes to exceed national planning policy standards
- Insulating council homes to a higher standard than current building regulations

Cutting energy and water bills

- Switch Portsmouth¹⁶ launched in 2017
- Energy saving and switching advice provided through our Local Energy Advice Partnership home visits
- Promoting social tariffs for water
- Energy efficiency advice service run by the energy services team
- Debt advice to reduce energy and water debt repayments to an affordable level
- Installation of solar PV systems to reduce our tenants' electricity bills

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Maximising household income

- Portsmouth's Tackling Poverty Strategy 2015-20¹⁷ outlines the priorities for action to reduce poverty in the city
- Money advice provided by Advice Portsmouth, our area housing office teams and other partners helps residents by:
 - Ensuring they receive all the benefits and other income they are entitled to
 - Prioritising expenditure and reducing unnecessary costs
 - Finding solutions for unmanageable debt
- Telephone advice to help people maximise their income offered with our Local Energy Advice Partnership home visits
- Funding from Portsmouth Switch and Portsmouth City Community Fund providing small grants to help people in acute fuel poverty
- Helping residents to increase their functional skills and soft skills, to increase their employability and opportunities for pay progression

¹³ www.applyforleap.org.uk

¹⁴ www.warmerhomes.org.uk

¹⁵ <https://www.portsmouth.gov.uk/ext/news/portsmouth-residents-can-now-benefit-from-free-emergency-boiler-initiative>

¹⁶ <https://www.ukpower.co.uk/wl/portsmouth>

¹⁷ <https://www.portsmouth.gov.uk/ext/documents-external/cou-tackling-poverty-strategy.pdf>

The way forward

Risks

- The national legislative and policy framework does not currently support local authorities to take radical and sustained action to address domestic energy issues.
- External funding streams are often short term and complex.
- The council has limited powers to improve privately rented and owner occupied homes, where energy efficiency is often lowest.
- There are barriers to reaching and engaging with the most vulnerable residents in the city, and in supporting them to make changes to their energy and water needs and usage.

Opportunities

We have identified a number of areas where there are opportunities to increase access to affordable and sustainable energy and water for everyone. This strategy provides the basis for a robust action plan with multiple workstreams and activities. The section below outlines some of the activities to be included within this action plan.

Opportunities that can be achieved by April 2021 are identified as short term, while longer term measures should be achieved by December 2025. The evolving policy and funding landscape will continue to create potential opportunities; this strategy will ensure that the council can work in partnership to utilise future opportunities for the benefit of our residents.

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Improving home energy and water efficiency

Short term

- Seek access to Innovation funding for smart technologies to improve home energy efficiency
- Target households most in need of improvements using the database of Energy Performance Certificates, innovative data mapping tools and property data on the most energy inefficient homes in the city including systems-built and park homes
- Increase referrals into the existing energy efficiency schemes
- Give a renewed purpose and increased scope to fuel poverty working group to ensure that every potential opportunity is fully utilised
- Trial innovative technologies, for example to reduce carbon emissions, improve heating controllability and reduce damp and mould issues in social housing
- Develop a programme of water saving measures and behavioural advice for vulnerable residents
- Report carbon savings from home energy efficiency interventions into the Portsmouth Climate Change Board and ensure both programmes are aligned
- Utilise academic research support to measure and validate interventions

Longer term

- Use the Minimum Energy Efficiency Standards regulations to drive support and enforcement to improve efficiency of private rented sector homes
- Develop strategies for engaging owner occupiers to make energy and water efficiency improvements to their homes; seeking delivery of works through external grants where available
- Develop partnerships with healthcare providers in order to deliver home improvements to people who are vulnerable due to health conditions
- Develop domestic solar PV and battery storage models in housing and explore other decentralised energy generation
- Develop business models to support the delivery of low carbon, low cost energy for domestic properties
- Develop near zero carbon and highly water efficient new housing within the city
- Trial near zero carbon retrofit projects within the PCC housing portfolio

Cutting energy and water bills

Short term

- Increase the participation, scope and scale of work undertaken with partners in the multi-agency fuel poverty working group
- Increase the level of engagement with frontline services within the city to enable them to make best use of home energy efficiency services
- Understand what matters to residents to continue to shape the offer available for households within the city
- Monitor schemes to understand when and why people choose not to take up some of the help available, and whether other support is needed; shape schemes to offer a greater level of support to a wider audience
- Improve and extend communication and engagement with residents to help them cut their energy bills
- Encourage the uptake of social water tariffs by vulnerable households and provide water saving advice to residents
- Create a website to act as a centralised online platform through which advice and support can be given, and referrals made

Longer term

- Monitor changes in the energy market and regulatory framework to identify opportunities to reduce energy bills
- Ensure all residents have access to smart meters and other technology to increase energy awareness and reduce wasted energy
- Explore options to provide sustainable low cost energy to Portsmouth residents
- Take advantage of time-of-use tariffs and storage technologies to protect residents from increasing electricity costs

Maximising household income

Short term

- Improve communication and engagement with residents to help them maximise their income
- Improve budgeting support provision for people claiming Universal Credit
- Encourage people to access money advice at an earlier stage to avoid missing out on income
- Improve uptake of income maximisation support following each LEAP home visit
- Ensure partner agencies and residents in the city understand where help is available to maximise income and reduce barriers to access

Longer term

- Help adults to develop their skills, maximising the potential of apprenticeships, to increase residents' earning potential
- Ensure that the council's regeneration and economic development agenda encourages employability and pay progression at all levels
- Support the creation of green energy jobs for local residents
- Ensure all services working with residents at risk of poverty can help people to engage with employability support to find work or better paid work
- Continue to provide advice and support via foodbanks and other services working with people in financial crisis to address the underlying causes

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Milestones

In order to measure the success of this strategy, a detailed action plan will be developed, that will be led by the council but will focus on working in partnership to deliver the short term and longer term opportunities identified in the strategy. The plan will include measures to assess progress and drive improvement in achieving our strategic objectives.

The action plan will outline in detail what we want to achieve and over what period of time, but the following milestones have already been identified in developing this strategy:

Short term - by April 2021

£2.5 million of external funding to be secured for measures delivered to vulnerable households in Portsmouth.

2,000 households living in properties with the lowest EPC rated homes to be contacted with specific support and **500** of these homes improved through funding enabled by this strategy.

A range of communication channels employed to engage every Portsmouth household with information and advice on saving energy and water.

1,500 referrals to be made into person-centred individual support, resulting in at least **£2,000,000** of lifetime savings and additional income.

Household carbon emissions reduced by an additional **500 tonnes** each year as a result of home energy efficiency improvements.

1,500 individual water saving measures to be installed for vulnerable households.

Longer term - by December 2025

The longer term metrics against which the success of this strategy can be assessed include:

- An improvement in EPC ratings for all tenure types to at least D rating where practicable.
- A reduction in household expenditure and emissions through the development of a domestic solar PV and storage programme.
- Data and learning achieved from trials of innovative technologies to improve home energy efficiency.
- Access to new funding streams likely to become available on the termination of the Energy Company Obligation.
- Greater energy awareness and engagement among Portsmouth's residents.

Strategic fit

The aims of this strategy and the action that will be taken to deliver it are aligned with other strategic priorities for the city:

- The council's pledge to achieve net zero carbon emissions by 2030
- Economic development and regeneration strategy 2019-36
- The Portsmouth plan
- Tackling poverty strategy 2015-20
- Health and wellbeing strategy 2018-21
- Air quality strategy 2017-27
- Portsmouth air quality local plan
- Nitrate neutrality mitigation measures

Consultation, monitoring and review

Consultation on this draft strategy will seek input from the community, our partners and other stakeholders, to ensure our vision, strategic objectives and ways of working deliver what matters to the people we serve, and that the way forward provides clear direction to reach our vision.

An action plan will be developed in partnership, which will include key performance indicators in order to measure the success of delivery.

Progress against the strategy will be monitored by Portsmouth's fuel poverty working group, led by the council's energy services team, who will review the actions underway and identify future priorities to meet our objectives.

We will continue to work with universities, strategic partners and government agencies to ensure that activity and outcomes are externally reviewed and validated.

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Agenda Item 10

THIS ITEM IS FOR INFORMATION ONLY

(Please note that "Information Only" reports do not require Equality Impact Assessments, Legal or Finance Comments as no decision is being taken)



Portsmouth
CITY COUNCIL

Title of meeting: Health and Wellbeing Board

Subject: City Vision

Date of meeting: 5th February 2020

Report by: Chief Executive, Portsmouth City Council

Wards affected: All

1. Requested by

David Williams, Chief Executive, Portsmouth City Council

2. Purpose

- 2.1. To update the Health and Wellbeing Board on progress with work being undertaken to develop a city vision.

3. Background

- 3.1. At the last meeting of the Health and Wellbeing Board, members were provided with some initial information about planned work to develop a city vision for Portsmouth.
- 3.2. The last city vision was launched in 2008 by the Local Strategic Partnership, and ran until 2018. It therefore felt like the right time to review and refresh our collective vision for the future of Portsmouth, and the council began the process of creating a collaborative project.
- 3.3. The city vision is important because it provides a guide for organisations, groups and individuals working in the city, and supports everyone to work together in shaping the kind of city we all want Portsmouth to be in the future.

4. The Imagine Portsmouth project

- 4.1. The Imagine Portsmouth project is being facilitated by the city council. It is a collaborative piece of work, which started with workshops for partner organisations, held at The Guildhall in October 2019. More than 70 participants from sixty organisations took part in the workshops (see appendix A).
- 4.2. The workshops sought collaboration with partner organisations at the very start of the journey. Through the sessions, a methodology for capturing people's visions for the future was tested, and feedback was sought from partners on the approach. The methodology was then adapted for the subsequent market research phase of the project.
- 4.3. The market research phase began in December and will run until the end of March.
- 4.4. The market research started with a series of 20 focus groups, involving participants from a wide range of audiences, communities and interests, including business and economy, health and care, children and families, culture, creative and destination, transport, environment, and the voluntary and community sector. By the end of January, 13 of the focus groups will have happened, attended by more than 170 participants, including secondary school, college and university students. The focus groups will be completed by the end of February.
- 4.5. The focus group participants first discuss what they think are the underlying pillars of a successful city, encouraging them to think about the city as a system. The participants then consider what they think makes Portsmouth unique, and what their aspirations are for the city in the future.
- 4.6. The research will enable some clear statements of aspiration for the future of the city to be articulated. These statements will then be tested at a citizens' conference.

5. Imagine Portsmouth Citizens' Conference

- 5.1. The Imagine Portsmouth citizens' conference will bring a broadly demographically representative group of residents together to consider and prioritise the insight from the focus group research. The conference is planned for Saturday 14 March 2020, and will be held at the Pyramids Centre.
- 5.2. Participants are currently being recruited, and will be selected to take part using a stratified sampling approach that considers some key demographic

characteristics, including where in the city they live, as well as their age and sex, and factors such as ethnicity and disability.

- 5.3. The conference will follow a 'learn, deliberate, decide' format. The learn aspect will involve a series of short videos being created in advance of a range of experts talking about challenges and opportunities that relate to the city vision work, with a focus on encouraging people to think about things from different perspectives. Key partner organisations will be asked to suggest content for the 'learn' videos, which will be posted to a YouTube channel so they can be viewed in advance of the event.
- 5.4. The conference will start with a short summary film. Participants will then be facilitated in small groups to consider the learning and to think, like the focus groups, about what makes a successful city. The conference will then consider the vision statements from the focus groups and will be asked to prioritise them, and identify any gaps.
- 5.5. The outcome from the conference will be a refined set of clear statements of aspiration for the future of the city. This will be developed into a city wide consultation.

6. Imagine Portsmouth city wide consultation

- 6.1. A city wide consultation exercise will be run in May/June 2020. The aim is to enable everyone to have a chance to get involved and consider the aspirations, and to say to what extent they agree that the articulated vision is the right one.
- 6.2. The details of the public consultation approach will be developed in spring 2020.

7. Imagine Portsmouth partner board

- 7.1. Imagine Portsmouth is a collaborative project. To ensure appropriate governance, an Imagine Portsmouth partner board is being established. The board will include representation from major organisations and communities in the city, will provide direction and oversight at key points in the project timeline, and will ensure the vision is adopted.
- 7.2. The membership of the board is currently being finalised.

THIS ITEM IS FOR INFORMATION ONLY
(Please note that "Information Only" reports do not require Equality Impact Assessments, Legal or Finance Comments as no decision is being taken)

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Signed by David Williams, Chief Executive, Portsmouth City Council

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