



# NOTICE OF MEETING

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## CABINET

**TUESDAY, 27 SEPTEMBER 2022 AT 12.00 PM**

**COUNCIL CHAMBER - THE GUILDHALL, PORTSMOUTH**

Telephone enquiries to Karen Martin, tel: 023 9284 1704

Email: [Democratic@portsmouthcc.gov.uk](mailto:Democratic@portsmouthcc.gov.uk)

### **Public health guidance for staff and the public due to Winter coughs, colds and viruses, including Covid-19**

- Following the government announcement 'Living with Covid-19' made on 21 February and the end of universal free testing from 1<sup>st</sup> April, attendees are no longer required to undertake any asymptomatic/ lateral flow test within 48 hours of the meeting; however, we still encourage attendees to follow the public health precautions we have followed over the last two years to protect themselves and others including vaccination and taking a lateral flow test should they wish.
- We strongly recommend that attendees should be double vaccinated and have received any boosters they are eligible for.
- If unwell we encourage you not to attend the meeting but to stay at home. Updated government guidance from 1 April advises people with a respiratory infection, a high temperature and who feel unwell, to stay at home and avoid contact with other people, until they feel well enough to resume normal activities and they no longer have a high temperature. From 1 April, anyone with a positive Covid-19 test result is still being advised to follow this guidance for five days, which is the period when you are most infectious.
- We encourage all attendees to wear a face covering while moving around crowded areas of the Guildhall.
- Although not a legal requirement, attendees are strongly encouraged to keep a social distance and take opportunities to prevent the spread of infection by following the 'hands, face, space' and 'catch it, kill it, bin it' advice that protects us from coughs, colds and winter viruses, including Covid-19.
- Hand sanitiser is provided at the entrance and throughout the Guildhall. All attendees are encouraged to make use of hand sanitiser on entry to the Guildhall.
- Those not participating in the meeting and wish to view proceedings are encouraged to do so remotely via the livestream link.

***Please note that whilst we recognise and are sensitive to the fact that this agenda has been published during a period of national mourning it relates to a meeting which will be held after the official period of national mourning has ended.***

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## Membership

Councillor Gerald Vernon-Jackson CBE (Chair)

Councillor Suzy Horton (Vice-Chair)

Councillor Chris Attwell

Councillor Kimberly Barrett

Councillor Darren Sanders

Councillor Lynne Stagg

Councillor Jason Fazackarley

Councillor Lee Hunt

Councillor Steve Pitt

Councillor Matthew Winnington

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(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](http://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.**

## AGENDA

### **Risk assessment: Council Chamber**

**1 Apologies for Absence**

**2 Declarations of Interests**

**3 Record of Previous Decision Meetings - 26 July 2022 and 8 September 2022 (Pages 11 - 22)**

A copy of the record of the previous decisions taken at Cabinet on 26 July 2022 and 8 September 2022 are attached.

**4 Climate Change Strategy (Pages 23 - 44)**

Purpose

The purpose of this report is to describe the contents of the revised Climate Change Strategy for Portsmouth City Council.

**RECOMMENDED that the Cabinet approves and adopts the Climate Change Strategy for Portsmouth City Council.**

**5 PCC Support for the National Migration Programme (Pages 45 - 58)**

Purpose

To provide an overview of the different schemes the Council is involved with that support asylum seekers and people resettling into the UK via government

schemes. The report will also show how the different directorates of the Council are working together to support people coming to the UK and working with colleagues in the third sector to provide this support.

**RECOMMENDED that Cabinet:**

- 1) **Notes the contents of this report.**
- 2) **Places on record a note of thanks to all those involved in setting up and supporting the schemes referenced in this report. The early schemes required the local authority, and its partners, to set up schemes quickly often using existing resources and in the context of the additional demands arising from the pandemic. As the funding for the schemes has become certain, an officer team has been formed to work alongside mainstream services to administer and support the team.**
- 3) **Agrees that we should look to continue (where appropriate), for the full 12 months, our support for Ukrainian families that have left the Homes for Ukraine Scheme by moving into the private sector (see paragraph 3.2.4 of the report).**

**6 Revenue Budget Monitoring 2022-23 to end of June 2022 (Pages 59 - 72)**

Purpose

The purpose of this report is to update members on the current Revenue Budget position of the Council as at the end of the first quarter for 2022/23 in accordance with the proposals set out in the “Portsmouth City Council - Budget & Council Tax 2022/23 & Medium Term Budget Forecast 2023/24 to 2025/26” report approved by the City Council on 15 February 2022.

**RECOMMENDED that:**

- 1) **The General Fund Forecast Outturn for 2022/23 (as at 30<sup>th</sup> June 2022) be noted consisting of:**
  - **£2,991,300 overspend (before the Employers 2022/23 Pay Offer of a flat increase to all Spinal Column Points of £1,925); and**
  - **£6,791,300 overspend (after the pay offer)**

The overspend is analysed as follows:

<b>FORECAST OUTTURN 2022/23</b>	<b>£000</b>
<b>Forecast Net Overspend (before transfers to/from) Reserves</b>	<b>8,121.1</b>
<b>Less Expenditure funded from Corporate</b>	

<b>Contingency:</b>		
	<b>Covid-19 Costs</b>	<b>(2,643.7)</b>
	<b>Windfall Costs</b>	<b>(2,127.0)</b>
<b>Less Transfers From Portfolio / Cabinet Reserve:</b>		
	<b>Overspendings (in accordance with approved Council resolutions)</b>	<b>(856.9)</b>
<b>Add Transfers to Portfolio and Other Reserves:</b>		
	<b>Underspendings (in accordance with approved Council resolutions)</b>	<b>497.8</b>
<b>Forecast Net Overspend Before 2022/23 Pay Award</b>		<b>2,991.3</b>
<b>Impact of Employers Pay Offer of a Flat Increase of £1,925</b>		<b>3,800.0</b>
<b>Overall Forecast Net Overspend 2022/23 (after Pay Award)</b>		<b>6,791.3</b>

- 2) The forecast additional spending and forgone income as consequence of the continuing impact of the Covid-19 Pandemic totalling £2.64m be noted.
- 3) Members note that the financial consequences arising during 2022/23 from the Covid-19 pandemic will be met from the provision held within the Council's Corporate Contingency which was set aside specifically for this purpose as approved by City Council on 15 February 2022.
- 4) Members note the impact of the overspending capital schemes outlined in Section 7 and the consequent effect this will have on the availability of new capital resources to fund new capital schemes commencing in April 2023.
- 5) Members note that in accordance with approved policy as described in Section 8, any actual non Covid-19 overspend at year end will in the first instance be deducted from any Portfolio Reserve balance and once depleted then be deducted from the 2023/24 Cash Limit.
- 6) Directors, in consultation with the appropriate Cabinet Member, consider options that seek to minimise any forecast non Covid-19 overspending presently being reported and prepare strategies

**outlining how any consequent reduction to the 2023/24 Portfolio cash limit will be managed to avoid further overspending during 2023/24.**

- 7) Cabinet plan for placing up to £3m of contractually uncommitted Capital Schemes on "hold" pending the outcome of the cost and funding reviews described in Paragraphs 7.1 and 7.2 of the report.**

## **7 Civic Offices Member Working Group Report**

### Purpose

This report follows a Notice of Motion regarding the future of the civic offices at Full Council on Tuesday 19 July 2022.

This report is to follow.

## **8 'Making' the Milton Neighbourhood Plan (Pages 73 - 112)**

### Purpose

To approve the Milton Neighbourhood Plan to proceed to full Council on 11 October 2022 with a recommendation for the Plan to be adopted as part of the Development Plan for Portsmouth.

### **RECOMMENDED that Cabinet:**

- 1) Notes the result of the public referendum on the Milton Neighbourhood Plan held on 18 August (88.7% in favour).**
- 2) Recommends that a report goes to full Council seeking that the Milton Neighbourhood plan is made and adopted as part of the Development Plan for Portsmouth enabling it to be used in the determination of planning decisions for the part of the city that the Milton Neighbourhood Plan covers.**

## **9 Forward Plan Omission Notice - Cosham Development Sites (Pages 113 - 114)**

The Cosham Development Sites report by the Director Regeneration was omitted from the Forward Plan covering 26 August to 26 November 2022. The Chair of the City Council's Scrutiny Management Panel has been notified and a public notice published.

## **10 Cosham Development Sites**

### Purpose

- 1) This report updates members on the Cosham land assembly sites that form the intended strategic regeneration area and recommends the immediate disposal of the former PCMI site to Hampshire & Isle of Wight Fire and Rescue service [HIWFR].
- 2) This is a deviation from the recommendations previously approved in the

Cabinet resolution of the 2 February 2021.

This report is to follow.

**11 Adult Social Care Carers Leave Bill (Pages 115 - 120)**

Purpose

To inform Cabinet of the Carers Leave Bill currently in the parliamentary process.

**RECOMMENDED that Cabinet supports and formally endorses the Bill.**

**12 Adult Social Care Funding Changes (Pages 121 - 132)**

Purpose

The purpose of this report is to provide Members with an update on the proposed changes to the funding arrangements for adult social care, as set out in the recent government white paper '*Build Back Better: Our plan for health and social care*'; and the action being taken by the Council to prepare for these changes.

**13 Violence Against Women and Girls (VAWG) - findings from the community safety survey (Pages 133 - 138)**

Purpose

To update Cabinet following a report in March this year that recommended adding questions to Community Safety Survey 2022 allowing residents to share their views about how public lighting and CCTV could be improved to promote safer streets and a safer public domain for women and girls.

**14 Appointment of LGBTQ+ Young People Member Champion**

Purpose

The purpose of this item is for Cabinet to appoint a LGBTQ+ Young People Member Champion. Nominations received for the position are:

- Cllr Chris Attwell
- Cllr George Fielding
- Cllr Lewis Gosling
- Cllr Suzy Horton

**RECOMMENDED that Cabinet confirms the named appointment of a LGBTQ+ Young People Member Champion for the remainder of the 2022/23 municipal year.**

**THE COUNCIL AS SHAREHOLDER**

**15 Exclusion of Press and Public**

**“That, under the provisions of Section 100A of the Local Government Act, 1972 as amended by the Local Government (Access to Information) Act, 1985, the press and public be excluded for the consideration of the following item on the grounds that Appendices 1-3 of the report contain information defined as exempt in Part 1 of Schedule 12A to the Local Government Act, 1972”.**

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

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

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

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

<b>Item</b>	<b>Paragraph</b>
<b>Portico Shipping Limited - Three Year Business Plan - Appendices 1, 2 and 3</b>	<b>3, 4</b>

**16 Portico Shipping Limited - Three Year Business Plan (Pages 139 - 156)**

Purpose

- 1) The Council wholly owns Portico Shipping Limited ("the Company"), a company which provides cargo handling and stevedoring services from Portsmouth International Port.
- 2) The Company's board of directors are required, by their Articles of Association, to prepare a Business Plan covering the next three years and to seek the approval of Cabinet as shareholder, of that Business Plan. Once approved, the directors of the Company must ensure that the Company's business is conducted in compliance with that plan.
- 3) The report sets out the advice and recommendations from the Council's officers together with areas of concern and key risks for Cabinet to consider in its on-going investment in the Company.

**RECOMMENDED that:**

- 1) The Company's three-year business plan is approved, as set out in Appendix A of the report.**
- 2) Cabinet notes the likely call-down on the £15 million loan approved within the Council's existing Capital Programme in the Financial Year 2022/2023, as set out in Appendix C which will be:**
  - a) at a rate of interest consistent with Subsidy Control rules.**
  - b) necessary either for the sustainability of existing income streams of the Company or for the generation of additional income for the Company.**
  - c) represents the most favourable return to the Council**
- 3) Cabinet directs the Company to provide the Cabinet with an indicative business plan by the 31 December each year, and for the Company to bring forward its next annual business plan to Cabinet for approval by no later than the 31 March in each year.**
- 4) The Company business plan, in addition to the requirements set out in article 146 of its' Articles of Association, must in addition demonstrate to the Cabinet's satisfaction that it is:**
  - a) based on robust assumptions with a more than reasonable chance of being achievable.**
  - b) prepared to illustrate the financial effect of reasonable optimistic and reasonable pessimistic scenarios to enable the Cabinet to understand the reasonable range of risk associated with the "Base Case" Business Plan.**
  - c) reflects the exposure of the company to cyclical trade factors and adverse weather and demonstrates to the Cabinet that the three-year Business Plan provides an overall net return to the Council over the period considering all returns received by the Council through rents, dues and all other profit elements of services provided by the Council (including the Portsmouth International Port).**

20 September 2022



# Coronavirus Risk Assessment for the Council Chamber, Guildhall

**Date:** 1 April 2022 (based on Living safely with respiratory infections, including COVID-19, 1 April 2022)

**Review date:** Ongoing

**Author:** Lynda Martin, Corporate Health and Safety Manager, Portsmouth City Council

## Coronavirus Risk Assessment for the Council Chamber, Guildhall

<b>Manager's Name and Job Title completing Risk Assessment:</b>	Lynda Martin Corporate Health and Safety Manager	<b>Risk Assessment Dept:</b>	Corporate Services	<b>Date:</b>	1 April 2022	<b>Signature:</b>	
		<b>Location:</b>	Council Chamber, Guildhall				

Hazard	Who could be harmed and how	All controls required	How controls will be checked	Confirmed all in place or further action required
Risk of exposure to Covid-19 virus - Ventilation	Staff, contractors and attendees	<ul style="list-style-type: none"> <li>There are no longer capacity limits for the Guildhall Chamber.</li> <li>We encourage all attendees to wear a face covering when moving around crowded areas of the Guildhall and the council chamber.</li> <li>The mechanical ventilation system works efficiently and the South Special Rooms Supply and Extract fans are fully operational during times when the Council Chamber is in use.</li> <li>Pedestal fans - positioned in each of the wing areas and along the back wall behind the pillars, maximum speed and modulation setting.</li> </ul>	Staff will ensure ventilation system and fans are operational.	In place
Risk of transmission of virus - Risk mitigation	Staff, contractors and attendees	<p>The Guildhall has the following measures in place:</p> <ul style="list-style-type: none"> <li>Face Coverings – as per government guidance, we encourage you to continue to wear a face covering whilst in the venue &amp; crowded places especially when walking around the building.</li> <li>Enhanced Sanitisation &amp; Cleaning – we will carry out enhanced cleaning procedures between meetings and we encourage you to sanitise your hands on entry and regularly throughout your visit at the sanitisation points provided.</li> </ul>	The Guildhall Trust and PCC Facilities Team to implement and monitor.	In place
Risk of transmission of virus - Hygiene and Prevention		<ul style="list-style-type: none"> <li>Updated government guidance from 1 April advises people with a respiratory infection, a high temperature and who feel unwell, to stay at home and avoid contact with other people, until they feel well enough to resume normal activities and they no longer have a high temperature. From 1 April, anyone with a positive COVID-19 test result is being advised to follow this guidance for five days, which is the period when you are most infectious.</li> <li>Although not a legal requirement attendees are strongly encouraged to keep a social distance and take opportunities to prevent the spread of infection by following the 'hands, face, space' and 'catch it, kill it, bin it' advice that also protects us from other winter viruses.</li> <li>Wash hands for 20 seconds using soap and water or hand sanitiser.</li> <li>Maintain good hygiene particularly when entering or leaving.</li> <li>Hand sanitiser and wipes will be located in the meeting room.</li> <li>No refreshments will be provided. Attendees should bring their own water bottles/drinks.</li> <li>All attendees should bring and use their own pens/stationery.</li> <li>Attendees are no longer required to undertake an asymptomatic/ lateral flow test within 48 hours of the meeting however we still encourage attendees to follow the Public Health precautions we have followed over the last two years to protect themselves and others including vaccination and taking a lateral flow test should they wish. It is strongly recommended that attendees should be double vaccinated and have received a booster.</li> </ul>	The Guildhall Trust and PCC Facilities Team to implement and monitor.	In place
Financial Risk	Staff, contractors and attendees	<ul style="list-style-type: none"> <li>The council meeting may need to be cancelled at short notice if the Covid-19 situation changes due to local outbreaks, local sustained community transmission, or a serious and imminent threat to public health.</li> <li>Technology in place to move to virtual council meeting if required and permitted by legislation.</li> </ul>	Financial commitments minimised wherever possible.	In place

# Agenda Item 3

RECORD OF DECISIONS of the meeting of the Cabinet held on Tuesday, 26 July 2022 at 12 noon at the Guildhall, Portsmouth

## Present

Councillor Suzy Horton (in the Chair)  
Chris Attwell  
Kimberly Barrett  
Jason Fazackarley  
Lee Hunt  
Steve Pitt  
Darren Sanders  
Lynne Stagg  
Matthew Winnington

**87. Apologies for Absence (AI 1)**

Councillor Gerald Vernon-Jackson sent his apologies.

**88. Declarations of Interests (AI 2)**

David Williams, Chief Executive, declared an interest in agenda item 4 (Provision of GPs) as he is a member of the Integrated Care Board.

**89. Record of Previous Decision Meeting - (AI 3)**

The record of decisions from the previous Cabinet meeting held on 21 June 2022 was approved as a correct record

**90. Provision of GPs (AI 4)**

Steve McInnes, Acting Deputy Director Primary Care, Hampshire and Isle of Wight Integrated Care Board, introduced the report on behalf of Jo York, Managing Director, Health & Care Portsmouth, who had sent her apologies. Mr McInnes requested to place on record thanks to GPs, nurses and all healthcare staff involved in the Covid vaccination programme. He drew attention to the summit on 4 August which would consider how to attract more GPs into the city, build more resilience and work with the Portsmouth Primary Care Alliance to develop a proposal to create GP portfolio roles.

Councillor Winnington, Cabinet Member for Health, Wellbeing & Social Care, thanked Mr McInnes and Ms York for the thorough report. He noted that all bar one of the areas with the lowest number of GPs per head were coastal which limits the catchment area for recruitment. The report shows the Portsmouth context and access to GPs; residents' experiences should always be the priority. It acknowledges the enormous pressure GPs are under and how they and primary care can be supported, for example, by having pharmacists write prescriptions. Portsmouth is in a better place than other areas as the council and the NHS work together but central government has ignored the issue for far too long. As the Cabinet Member, Councillor Winnington pledged that everyone was working to do their best with healthcare, bearing in mind the constraints. He thanked all GPs and everyone who works in primary care.

In discussion, the following points were raised:

- A campaign to attract more GPs had been running for the last couple of months. Members had heard shocking as well as great stories about patient experiences. Changing how prescriptions are issued could reduce the amount of paperwork GPs do.
- Government requirements to build 17,000 homes in the city without providing sufficient schools and GPs shows failure in every regard. However, Portsmouth tries to provide a consistent service for all.
- Some people are happy with telephone consultations but others need to see a GP; when family members need an appointment and cannot get one it is really felt.
- Members were very grateful to GPs and all healthcare support staff. They commended the St Mary's walk-in centre.

The Cabinet noted the report.

#### **91. Local Development Scheme (AI 5)**

Ian Maguire, Assistant Director of Planning & Economic Growth, introduced the report.

Members thought it was better to progress steadily with the Local Plan rather than rushing for the sake of it, only to have it rejected. Members were aware the administration was a minority one and were working closely with other parties through the cross-party group which has now met 13 times. Everyone wants a successful city.

Members noted Councillor George Madgwick (Portsmouth Independents Party Group Leader) was present but were disappointed that other members did not always attend decision making meetings despite expressing opinions on matters such as the Local Plan.

#### **DECISIONS**

- 1. Approved the revised Local Plan timetable set out in this report for the Local Development Scheme (LDS) and the Minerals and Waste Development Scheme.**
- 2. Granted delegated authority to Assistant Director Planning & Economic Growth to make minor amendments to the LDS and Minerals and Waste Development Scheme and Development Plan Document timetables as necessary.**
- 3. Noted the progression of other Portsmouth Development Plan Documents and Supporting Planning Policy documents.**

#### **92. Tipner West development (AI 6)**

Members noted this item would be considered at special meeting of the Cabinet on 6 September 2022, for onward submission to an extraordinary Full Council meeting. They noted briefings would be arranged for the other groups and looked forward to the report being brought back as soon as practicable.

#### **93. City Centre regeneration (AI 7)**

Tristan Samuels, Director of Regeneration, introduced the report.

In discussion, the following points were raised:

- Members welcomed the report as part of the cultural regeneration of the city; for example, the proposals for Victoria Park, New Theatre Royal and the Guildhall would help attract visitors to the city centre.
- The plans for the area above Charlotte Street would provide homes, green spaces and cultural venues which would condense the retail area; this is advisable in view of there currently being around 40% over-provision of retail space in the UK.
- The council was good at leveraging in outside funding from bodies such as charitable and conservation organisations.
- There was concern that although the "meanwhile strategy" made use of empty buildings it could be difficult to remove the temporary usages.
- The report has an overall vision and avoids a piecemeal approach. It takes ownership of key actions and shows how elements interrelate to create the vision and secure investment. The council needs to work on partnerships and relationships with the high street and developers in what will be a competitive environment. Even if funding is not forthcoming the council will not give up in achieving the plan. Members thanked officers for their work.

## **DECISIONS**

- 1. Noted the high level of activity taking place in and around the city centre, as referenced in the report and appendices, along with the proposed stewardship role the council intends to play to ensure that the future activity and growth in this area is curated sensibly and can be delivered.**
  - 2. Agreed to progress the recommendations and actions suggested in the Unlocking Your Place Potential (UYPP) Report in full.**
  - 3. Noted the progress made by officers, on work delegated by Cabinet in March 2022, to determine an appropriate and achievable delivery strategy for the City Centre North (CCN) workstream.**
  - 4. Noted the progress made by officers on land assembly as approved under the Cabinet and Full Council meetings in October 2021 and Cabinet in March 2022.**
  - 5. Noted the progress made by officers on the development of a meanwhile strategy, following the production of a business justification cases for the proposals.**
- 94. Response to the Traffic, Environment and Community Safety Scrutiny Panel's recommendations regarding biodiversity (AI 8)**
- James Hill, Director of Housing Neighbourhoods and Building Services, introduced the report. He thanked Claire Watkins, Business Development & Projects Manager, for co-ordinating the responses to the recommendations across directorates, and Kelly Nash, Corporate Performance Manager, for considering how the recommendations work with other council strategies. It is intended to use the Climate Change Strategy to co-ordinate approaches as the review covers several areas which are inextricably linked to each other and to the climate change agenda. Mr Hill advised that some responses would have to be updated in the light of the Notice of Motion on pesticides debated at Full Council on 19 July. In addition, more detailed information has

been received from Colas. If members agree, an updated report could be brought to a meeting of the Climate Change & Environment portfolio.

In discussion, the following points were raised:

- Councillor Barrett, the Cabinet Member for Climate Change and the Environment, said the report shows the huge amount of work across portfolios and departments. It was commendable how many people care about biodiversity and good that the TECS Scrutiny Panel recognised much was being done already. Twenty recommendations are already being worked on or are in the framework. The financial implications now need to be considered. Since passing the nature emergency motion there are two new countryside officers. The report shows the council can work together and not in silos. She thanked all those who contributed.
- The key point is that biodiversity is treated as part of an overall approach.
- Members would be interested in updates, for example, on the three-year phasing out of pesticides on allotments and the Buckland allotments trial.
- Members emphasised the importance of involving schools and children in environmental matters and using them as a resource. If children become involved at a young age they are likely to be enthusiastic for life and pass on their enthusiasm to their parents. For example, children are involved with a tree planting project at Baffins Pond. Free whips (young trees) can be obtained from the Woodland Trust so if each of Portsmouth's 63 primary schools planted 100 whips that would be over 6,000 trees which can be replanted elsewhere when they are bigger.
- Transport was trying its best though efforts were not always successful, for example, trying to have green roofs on bus stops. Colas are extending their wildflower meadows.

Summing up, the Chair said the interrelationship of issues was clear and consistent across portfolios and directorates. The pace of change around environmental issues was phenomenal. The council is responding to crises and also planning for the future. It is important to involve children as the environment was connected to other issues like health and education. Manor Infant School was very engaged with the environment. She thanked the panel for the review.

## **DECISIONS**

- 1. Thanked the Panel for its work in undertaking the review.**
- 2. Noted and supported the recommendations of the review, which are set out in Appendix 2 to this report, together with the officer responses to the recommendations.**

### **95. Appointments to Outside Bodies & Member Champion Appointments (AI 9)**

David Williams, Chief Executive, introduced the item. No further nominations had been received for representatives on the Elementary Education Act Trust Board and the Port Advisory Board.

Councillor Pitt, Cabinet Member for Culture, Leisure & Economic Development, had received a representation from the Chair of the Kings'

Theatre Trust requesting that the appointment of member representatives to the Board be postponed as they wanted to conclude complex negotiations on the repairs budget first. As the Board was negotiating directly with the council they wanted to avoid any conflict of interest. The postponement would be no greater than six months from today. The Board had no concern about members' ability to get up to speed. The Chief Executive and Deputy Monitoring Officer advised it was the Cabinet's decision whether to accept the proposal to postpone the appointments. Councillor Pitt said the Leader had not objected to a postponement.

Some members were unhappy as they felt postponing the appointments showed a lack of confidence in the appointees who would be impartial and put the Trust's interests first. The Kings Theatre receives a lot of public money. Others felt that if a delay meant the Trust were more comfortable with the process they would be willing to postpone the appointments. However, the appointments should be made well before the proposed six-month deadline. An update would be brought back to the Cabinet meeting on 27 September.

The appointment of the LGBTQ+ Young People Member Champion was deferred until September as the young people wanted to know which members will have done the Stonewall training as that might affect their views on nominations.

#### **DECISIONS**

- 1. Noted that no additional appointments to represent the Council on the Elementary Education Act Trust Board nor the Port Advisory Board for the 2022/23 municipal year had been received.**
- 2. Noted that an update on appointments to the Kings Theatre Trust Ltd would come to the Cabinet on 27 September.**
- 3. Noted that the appointment of an LGBTQ+ Young People Member Champion will be deferred at the request of the young people until September.**

#### **96. Local Partnership governance review (AI 10)**

David Williams, Chief Executive, introduced the report and outlined the background to the governance review which recommended that council directors cannot be directors of companies wholly owned by the council. Chris Ward, Director of Finance & Resources, and Mike Sellers, Director of the Port, have resigned from their company director roles which enables them to advise members impartially. External expertise has been brought into Portico.

#### **DECISIONS**

- 1. Notes and accepts in full the report and recommendations made by Local Partnerships;**
- 2. Agrees to develop an action plan to implement the recommendations;**  
**and in order to facilitate that process;**
- 3. Agrees to the appointment of a cabinet member as the portfolio lead for Company matters;**

- 4. Agrees to the appointment of the Chief Executive as the Council's "shareholder representative" to all its companies (the role as detailed from paragraph Error! Reference source not found.).**

**97. Exclusion of Press and Public (AI 11)**

The confidentiality of appendix 1B was upheld.

**98. Hambrook Street (AI 12)**

Tristan Samuels, Director of Regeneration, introduced the report, noting that he had resigned as a director of the Ravelin Group Limited.

Officers explained they were taking advice to recruit replacement directors with the necessary expertise for the council owned companies. Broader external expertise is invaluable.

**DECISIONS**

- 1. Approved the Business Case for the setting up of the Company.**
- 2. Delegated authority to the Director of Regeneration, in consultation with the City Solicitor and S.151 Officer to set up the Company, appoint suitably qualified Directors and set up governance arrangements necessary for the Company to start trading with an obligation to report regularly to Cabinet on the Company's performance.**
- 3. Delegated authority to the Director of Finance and S151 Officer in consultation with the Directors of the Company to agree a mortgage lending agreement to fund the property transfer.**

**99. Ravelin group of companies (AI 13)**

Tristan Samuels, Director of Regeneration, introduced the report.

**DECISIONS**

- 1. Noted and approved the Q4 2021/22 Quarterly Update report as submitted to Cabinet by the Company at Appendix One.**
- 2. Noted and approved the financial accounts for the Company for the period ending 31 March 2022, at Appendix Two.**
- 3. Noted the progress reported on the existing project at Brewery House, Hambrook Street.**
- 4. Noted the appointment of the two Non-Executive Directors to RHL and the formal board meeting that was held for both RHL and RGL on 12th April 2022.**
- 5. Noted that the engagement and collaboration of the Company with the Council on the Horatio and Leamington private Build-to-Rent units in Somerstown is progressing in-line with the approved development pipeline in the five-year business plan for the Company.**
- 6. Noted the Director of Regeneration is no longer a board member of the Ravelin Group and has been replaced by the Acting Director for Property and Development in line with the decision made by the Board on 12th April 2022. The change allows the Director of Regeneration to act unencumbered in supporting the Shareholder in any required commercial decision making.**



**100. Treasury Management Outturn report 2021/2022 (AI 14)**

Chris Ward, Director of Finance & Resources, introduced the report.

**DECISIONS**

- 1. Noted the actual prudential and treasury management indicators based on the unaudited accounts, as shown in Appendix B, (an explanation of the prudential and treasury management indicators is contained in Appendix C).**
- 2. Noted that the report go to Full Council on 11 October 2022 for noting.**

The meeting concluded at 1:18 pm

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Councillor Gerald Vernon-Jackson CBE  
Leader of the Council

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# Public Document Pack

## CABINET

RECORD OF DECISIONS of the meeting of the Cabinet held on Thursday, 8 September 2022 at 2.30 pm at the Guildhall, Portsmouth

### Present

Councillor Gerald Vernon-Jackson CBE (in the Chair)

Councillors Chris Attwell  
Kimberly Barrett  
Darren Sanders  
Lynne Stagg  
Lee Hunt  
Steve Pitt  
Matthew Winnington

#### 101. Apologies for Absence (AI 1)

Apologies for absence were received from Councillor Suzy Horton, Councillor Jason Fazackarley and David Williams.

#### 102. Declarations of Interests (AI 2)

There were no declarations of interest.

#### 103. Corporate Plan (AI 3)

Paddy May introduced the report.

The purpose of the report was to seek approval for the updated Corporate Plan and to ask for delegated authority to the Chief Executive to agree any minor changes to the document before publication.

Once approved the plan will be published and cascaded to all Portsmouth City Council staff.

Members noted that the Corporate Plan was set according to the priorities of the people of Portsmouth and addressed how the Council would action those priorities. The plan outlined the Council's mission, vision, strategy, and the actions needed to achieve these and provided clear accountability to ensure the Council delivered for Portsmouth residents.

Councillor Stagg requested an amendment to item 3.3 of the report to replace 'maintain our roads' with the words 'maintain our transport infrastructure' within the Corporate Plan.

#### Decision - Cabinet

- 1. Approved the updated Council's Corporate Plan 2022 - 23 with an amendment to page 5 of the plan, replacing 'maintain our roads, parks, open spaces and buildings' with 'maintain our transport infrastructure, parks, open spaces and buildings'.**
- 2. Noted that the plan demonstrates the Council's commitment to supporting the achievement of the Vision for Portsmouth that has previously been agreed with partners as well as demonstrating how the Council is delivering for the residents of Portsmouth in these challenging times.**
- 3. Agreed that delegated authority be given to the Chief Executive to make minor changes to the draft document prior to publication.**

#### **104. Tipner West Development (AI 4)**

Councillor Vernon-Jackson read out the recommendations for Cabinet and noted the typo on recommendation 2.13 which referred to Appendix G instead of F.

Megan Carter introduced the report and advised that the report detailed the recommendations to progress an option for Tipner West which considered the financial implications and the complex environmental impacts involved in progressing any form of development on the site.

Members noted:

- The vital need for the sea defences to be updated, not only for this development but also to protect existing homes in Tipner and Stamshaw.
- The opportunity the development of this site would provide in terms of homes, prosperity, employment, and protection of the environment as well as providing a net biodiversity gain of approximately 10%.
- That the land is polluted with heavy metals and other chemicals and with rising sea levels these pollutants will leach into the sea. Some form of action must be taken to protect the land and environment.
- The need to avoid undue costs to Council residents and provide a solution that is in the best interests of the people of Portsmouth.
- That the development will be an ongoing project for years to come and will encompass different administrations in the future so it is vital to have continuity and cross-party engagement, which an informed full Council decision will provide.

GVJ highlighted the executive summary and principles.

Members thanked the Director of Finance, the Chief Executive, Megan Carter, Tristan Samuels, and other officers for the thorough and well-constructed report. Thanks, were also given to those out in the field and those who have made representations to the Council. Councillor Steve Pitt was also thanked for his hard work on the project.

**DECISION - Cabinet**

- 1. Agreed recommendations 2.1 - 2.14 for onward submission to Full Council, with the amendment that recommendation 2.13 should refer to Appendix F and not G.**
- 2. Subject to confirmation of Council agreement of recommendation 2.10, Cabinet**
  - i) Agreed to progress with the design of an option for the land at Tipner West and Horsea Island East that responds to the principles agreed by Full Council (2.10 above), that limits the residual financial burden (i.e after all realistic attempts to attract further funding) to the Council to not more than £10m, and instructs the Director of Regeneration on behalf of PCC as the promoter of the site, to work up an associated planning application and business case;**
  - ii) Agreed further spending of up to £7.7 million from the City Deal funding (as described in 4.1 - 4.10) to prepare the planning application and business plan for the approved option; this expenditure will be subject to criteria and gateways which will be agreed by the Section 151 Officer and Leader of the Council and after consultation with the Group Leaders, prior to expenditure being incurred; and**
  - iii) Agreed that the delivery programme will highlight in advance gateway review points in which updates and supporting information will be provided to Full Council.**

The meeting concluded at 3.05 pm.

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Councillor Gerald Vernon-Jackson CBE  
Leader of the Council

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# Agenda Item 4



Portsmouth  
CITY COUNCIL

<b>Title of meeting:</b>	Cabinet
<b>Date of meeting:</b>	27 <sup>th</sup> September 2022
<b>Subject:</b>	Climate Change Strategy
<b>Report by:</b>	Kristina Downey, Principal Strategy Advisor- Climate Change
<b>Wards affected:</b>	All
<b>Key decision:</b>	No
<b>Full Council decision:</b>	No

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## 1. Purpose of report

- 1.1. The purpose of this report is to describe the contents of the revised Climate Change Strategy for Portsmouth City Council.

## 2. Recommendations

- 2.1. It is recommended that the Cabinet approves and adopts the Climate Change Strategy for Portsmouth City Council.

## 3. Background

- 3.1. In 2019, Portsmouth City Council last published their Climate Emergency Strategy. Since then, numerous independent external reviews have taken place and the revised Strategy has been developed so that it reflects current best practice.
- 3.2. Further reviews and input have been sought from technical specialists, senior leaders and Councillors from Portsmouth City Council, as well as from the Portsmouth Climate Action Board.

## 4. Key points from the Climate Change Strategy

- 4.1. The Climate Change Strategy is an overarching document detailing climate change in Portsmouth, our strategic priority areas, our guiding principles that support our approach, and our responsibilities for delivery.
- 4.2. The Climate Change Strategy will be implemented by forthcoming annual Carbon Action Plans that will support our 2030 net zero carbon ambitions. The Carbon Action Plans will detail the actions we will take to reduce emissions both within our operations and in Portsmouth. Action planning will be dynamic but will include maximising climate benefits through existing plans such as the Bus Service Improvement Plan, the draft Local Plan, existing contracts as well as developing new support for residents and businesses.

**5. Reasons for recommendations**

5.1. The Climate Change Strategy has been revised to reflect current best practice and provides the basis and direction for developing climate change actions within the city.

**6. Integrated impact assessment**

6.1. No new targets or commitments arise from the Climate Change Strategy. However, an IIA would be produced for each Carbon Action Plan which will support the annual implementation of the Strategy.

**7. Legal implications**

7.1. There are no legal implications directly arising from the recommendation. Any financial commitment identified in the subsequent Carbon Action Plans will be brought back to members for consideration.

**8. Director of Finance's comments**

8.1. There are no financial implications directly arising from the recommendation. Any financial commitment identified in the subsequent Carbon Action Plans will be brought back to members for consideration.

.....  
Signed by: Paddy May, Corporate Strategy Manager

**Appendices:**

Appendix 1: Climate Change Strategy

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

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

Title of document	Location

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

.....  
Signed by:



# Portsmouth City Climate Change Strategy

Publication Date **xx**

Version 1

## Table of Contents

Foreword .....	iii
Abbreviations and Acronyms .....	iv
Bibliography of Climate Change Language .....	iv
1. Introduction .....	1
1.1 The Climate Change Challenge .....	1
1.2 Climate Change in Portsmouth .....	1
1.3 Climate Emergency Declaration .....	2
1.4 The Role of Local Authorities .....	2
2. Our Guiding Principles .....	4
3. Strategic Priority Areas .....	5
3.1 Portsmouth City Council .....	5
3.2 City-Wide .....	5
4. Our Approach .....	9
4.1 Climate Change Mitigation .....	9
4.2 Climate Change Adaptation .....	12
4.3 Governance .....	14
5. Contact Us .....	15

## Figures

Figure 1 Possible direct and indirect impacts of climate change .....	2
Figure 2 Local Authority scale of influence .....	3
Figure 3 Guiding principles for climate action planning (taken from UN Habitat) .....	4

## Tables

No table of figures entries found.

# Foreword

Photo of Cabinet Member

*Climate change is one of the most important and complex challenges society has ever faced. That is why Portsmouth City Council has responded by declaring it will become a net zero carbon organisation by 2030 and is supporting the city on the same journey. We believe this target is fair in recognising our city's contribution to historical emissions, and ambitious as it is a full 20 years earlier than the UK's national target.*

*At the heart of this Strategy is an approach which recognises that we need to mitigate and adapt to our changing climate, but we can do so in a manner that positively addresses wider socio-economic inequalities and environmental challenges in the city.*

*As a coastal city, the health of our infrastructure, economy and the natural environment are all strongly linked to our climate. We already have an indication of this in the impact of extreme weather and coastal erosion on our waterfronts, and we are currently working hard to protect our city against this. As a community we have already made great strides towards reaching these goals, but we all have a role to play to continue this work and ensure Portsmouth is a thriving and resilient city for future generations to inherit.*

*Our city is a richly woven and diverse community with innovative industries, education and training services, highly engaged community groups, and passionate younger generations wanting more ambitious effort from all of us. The Strategy is our commitment to you and a call to action to our businesses, services, and residents to work together to help transform our city.*

Councillor Kimberly Barrett, Cabinet Member for Climate Change and Environment

*I am proud of our ambition to be a net zero carbon Council and city by 2030, but I recognise there is still a lot more we can do. As a major employer, buyer, and influencer in Portsmouth, we are tasked with a great responsibility to green our organisation from the inside out as we define new ways of working and delivering for Portsmouth.*

Photo of PCC Chief Executive

*Taking positive action to tackle climate change is a priority for Portsmouth City Council and our refreshed Climate Change Strategy is the cornerstone for its delivery. To me, this is central to the way we work.*

*The Strategy highlights just a few areas where Council teams, our contractors, and partners have already been delivering together to help address the climate emergency. I am grateful for all they have achieved, and we look forward to further improving the wellbeing of our residents, enhancing our natural resources, and creating a more sustainable future for generations to come.*

David Williams, Chief Executive Officer, Portsmouth City Council

# Abbreviations and Acronyms

Abbreviation or Acronym	Definition
CCS	Climate Change Strategy (this document)
Defra	Department for Environment, Food and Rural Affairs
GHG	Greenhouse Gas
HVO	Hydrotreated Vegetable Oil
PCC	Portsmouth City Council

# Glossary of Climate Change Language

A lot of specialised language is used to talk about climate change. Here is a description of some of the key terms used.

### Climate Change Mitigation

Climate change mitigation means reducing our emissions of GHGs, or reducing their concentration in the atmosphere.

### Climate Change Adaptation

Climate change adaptation refers to actions we can take to make our society and environment more resilient to climate change impacts. These are actions which typically reduce damage, encourage recovery more quickly or make us better prepared.

### Net Zero

Carbon reduction terminology has subtle differences. PCC use a net zero carbon target, meaning all emissions will be reduced to the lowest amount and then balanced to 'zero' with removals. Removals from the air can be through more natural storage in soils and vegetation, offset schemes or technological solutions. PCC's approach to reaching net zero carbon is detailed in Section 4.1.

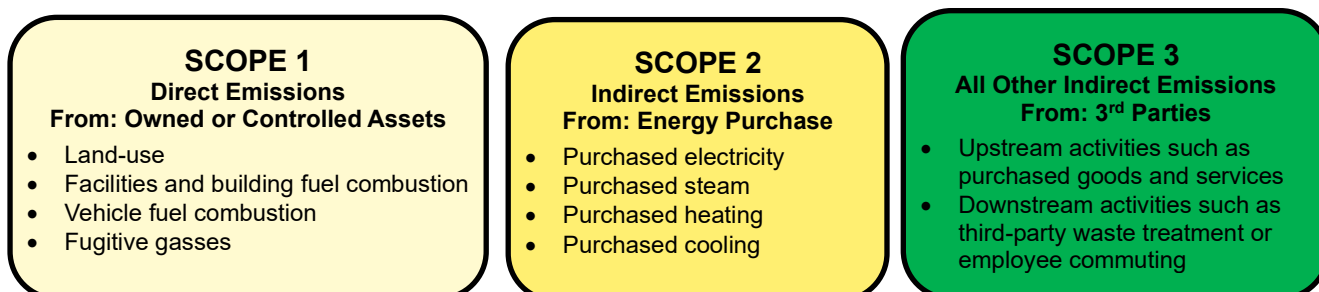
### Carbon

The term 'carbon' is often used, but it is a collective term for seven GHGs. Each of the GHGs have varying abilities to trap heat in our atmosphere. They are all converted to a single measure called '*carbon dioxide equivalent*' (CO<sub>2</sub>e).

### Carbon Scopes

The GHG Protocol<sup>1</sup> is the current best-practice guidance for developing a carbon inventory. The carbon inventory is a backward look at the emissions generated from activities. The Protocol provides guidance on how to group activities by type, which are called 'scopes'.

Scopes 1 and 2 are relatively easy to quantify and monitor. Scope 3 can often be complex and difficult to obtain data for, and guidance exists to help identify the most relevant sources<sup>2</sup>.



<sup>1</sup> WBCSD & WRI (2021). Global Protocol for Community-Scale Greenhouse Gas Inventories. Available: [https://ghgprotocol.org/sites/default/files/standards/GPC\\_Full\\_MASTER\\_RW\\_v7.pdf](https://ghgprotocol.org/sites/default/files/standards/GPC_Full_MASTER_RW_v7.pdf)

<sup>2</sup> WBCSD & WRI (2013). Technical Guidance for Calculating Scope 3 Emissions. Available: [https://ghgprotocol.org/sites/default/files/standards/Scope3\\_Calculation\\_Guidance\\_0.pdf](https://ghgprotocol.org/sites/default/files/standards/Scope3_Calculation_Guidance_0.pdf)

# 1. Introduction

This Climate Change Strategy (CCS) is a high-level communication to establish the urgency of climate change action in Portsmouth, and our role in supporting the city to mitigate and adapt to the risks.

Achieving a net zero carbon Portsmouth which is adapted to thrive in future climates will require commitment, innovation and collaboration from all authorities, organisations, businesses, and residents in Portsmouth. Developing and implementing this CCS is our commitment to Portsmouth.

This Strategy has been developed to build upon earlier declarations and ambitions, and be transparent in our commitments, principles, and approach. It will be underpinned by carbon action plans that will be revised and published regularly to detail progress and new actions.

## 1.1 The Climate Change Challenge

Greenhouse gasses (GHGs) are a collective term for gases in our atmosphere that result in a warming effect and have kept our planet able to sustain life. However, since industrialisation (generally considered to be before 1900, depending on the country), humans have been emitting too many GHGs into our atmosphere, causing global warming and the climate to change. The sources of these GHGs are from burning fossil fuels, industrial activity, agricultural and waste practices, and through damaging natural habitats that naturally store carbon.

So far, this has resulted in a 1°C increase in average global temperatures since 1880. Temperatures will continue to rise until we can reduce the concentration of GHGs in our atmosphere. This means urgent and transformational change in the way we live and work so that we can reduce the GHG concentration in our atmosphere (called '**mitigation**') and build our resilience to the impacts of a warming planet (called '**adaptation**').

Climate change and inequality are strongly linked<sup>3</sup>. The negative effects of climate change are more likely to impact disadvantaged groups such as those experiencing poverty and social exclusion by inhibiting access to alternative housing, energy or transport types, insurance, and information on how to adapt.

The need for climate change action provides a unique opportunity to meet the challenge while also addressing some of our city's health, social and economic inequalities. The importance of taking dual climate action is bound into Portsmouth City Council's (PCC) corporate plan, the City Vision<sup>4</sup>.

## 1.2 Climate Change in Portsmouth

Like most of the UK, modelled projections of our future climate show:

- Summers will be warmer and drier, meaning an increased chance of drought, wildfires, and heat stress, particularly to those who are more exposed, such as outdoor workers, or community members who are more vulnerable such as older people and babies, and those with underlying health conditions<sup>5</sup>
- Winters will be warmer and wetter, meaning an increased frequency and severity of flooding
- An increased frequency of extreme weather events such as heatwaves, heavy rain, storms and extreme cold
- As Portsmouth is a low-lying coastal city, we are also at risk from continually rising sea level

The impacts from these climatic changes will be determined by how we prepare and take actions to build our resilience. Negative impacts may vary, with potential for direct impacts to human health, ecosystems and biodiversity, which can then cause further economic and social impacts (Figure 1). At times, there may be some indirect benefits such as reduced risk of health impacts from colder winters and reduced heating need in winter.

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<sup>3</sup> United Nations (2017). Climate Change and Social Inequality. Department of Economics and Social Affairs. Available: [https://www.un.org/esa/desa/papers/2017/wp152\\_2017.pdf](https://www.un.org/esa/desa/papers/2017/wp152_2017.pdf)

<sup>4</sup> Portsmouth City Council (2021). City Vision. Imagine Portsmouth 2040. Our Vision for Portsmouth's Future. Available: <https://imagineportsmouth.co.uk/>

<sup>5</sup> NHS (2019). Heatwave: How to Cope in Hot Weather. Available: <https://www.nhs.uk/live-well/seasonal-health/heatwave-how-to-cope-in-hot-weather/>

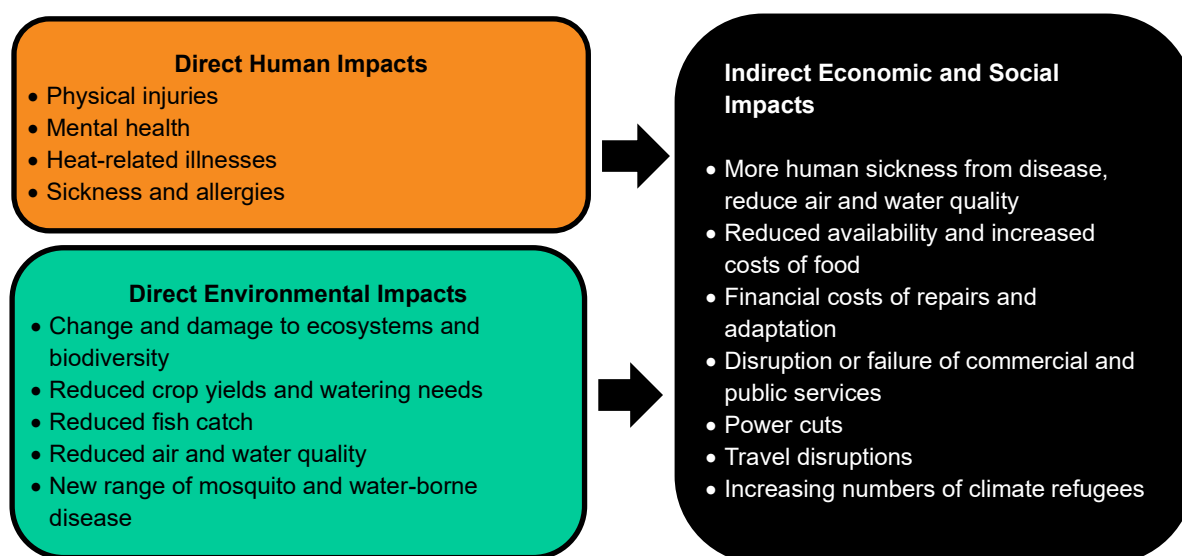


Figure 1 Possible direct and indirect impacts of climate change

## 1.3 Climate Emergency Declaration

The Climate Change Act 2008<sup>6</sup> (UK Government, 2008) legislates climate action in the UK with targets to reduce its emissions. The Act was amended in 2019 to legislate for net zero carbon emissions by 2050<sup>7</sup>.

In 2018, PCC made it a corporate priority to make our city cleaner, safer and greener. To strengthen this and support national priorities, in March 2019 PCC declared a local climate emergency. In doing so the Council has resolved to<sup>8</sup>:

- Make Portsmouth City Council operations 'net zero carbon' across all scopes by 2030
- Pledge to support efforts to make Portsmouth City net zero by 2030, ahead of the national 2050 target
- Develop a city-wide carbon strategy and implementation plan
- Provide annual reports of city-wide carbon emissions
- Support the establishment of a Portsmouth Climate Change Board
- Lobby central government for additional powers, funding, and support from Ministers
- Develop a community engagement plan

It is important to note that net zero carbon targets are interim targets before a net negative is achieved, where removals of carbon are greater than that emitted. Net negative is required to reduce the elevated concentrations of GHGs in the atmosphere causing climatic changes. This CCS will be adapted in the future to determine new net negative targets.

## 1.4 The Role of Local Authorities

PCC is a unitary authority, meaning it is responsible for delivering the full range of services including education, public health, transport, planning, fire and public safety, social care and housing, libraries, waste collection and disposal, and trading standards. Through these operations, local authorities are typically responsible for approximately 2-5% of their areas' emissions<sup>9</sup>.

As one of the largest employers in Portsmouth and a public-service provider, PCC has a responsibility to lead by example and manage reductions of our own carbon emissions. These operational activities are mostly under our direct control. Through PCC's statutory powers and responsibilities, we also manage important levers to reduce emissions with city-wide policies, standards, and enforcement powers. Outside of these powers, PCC's ability to influence carbon reduction are much more limited and are reliant on meaningful community engagement, partnerships and collaboration with business, residents, and other public services providers. The benefits of

<sup>6</sup> UK Government (2008). The Climate Change Act 2008. Available: <https://www.legislation.gov.uk/ukpga/2008/27/contents>

<sup>7</sup> UK Government (2019). The Climate Change Act 2008 (2050 Target Amendment) Order 2019. Available: <https://www.legislation.gov.uk/uksi/2019/1056/contents/made>

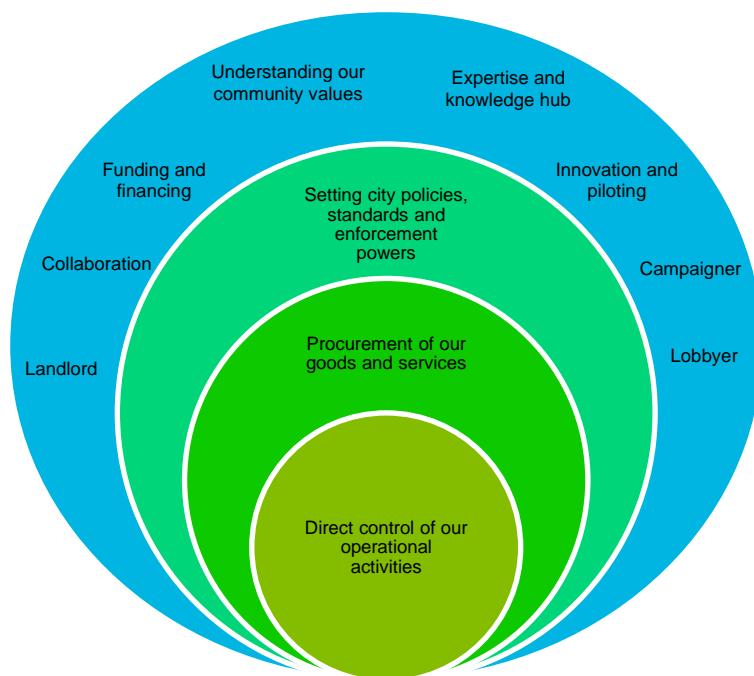
<sup>8</sup> Portsmouth City Council (2019). Minutes of a Meeting of the Council held at the Guildhall Portsmouth on Tuesday, 19 March 2019 at 2.00 pm. Available:

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

<sup>9</sup> Climate Change Committee (2020). Local Authorities and the Sixth Carbon Budget. Available: <https://www.theccc.org.uk/wp-content/uploads/2020/12/Local-Authorities-and-the-Sixth-Carbon-Budget.pdf>

partnerships and collaboration are a key opportunity to realise wider climate change mitigation and adaptation in Portsmouth and are described further in Sections 4.1.3 and 4.2.2.

The national Climate Change Committee estimates that local authorities are typically able to influence approximately one third of the area's total emissions<sup>10</sup>. Through all spheres of influence, our ambitions are linked to additional funding, powers, incentives, and policies developed by central government.

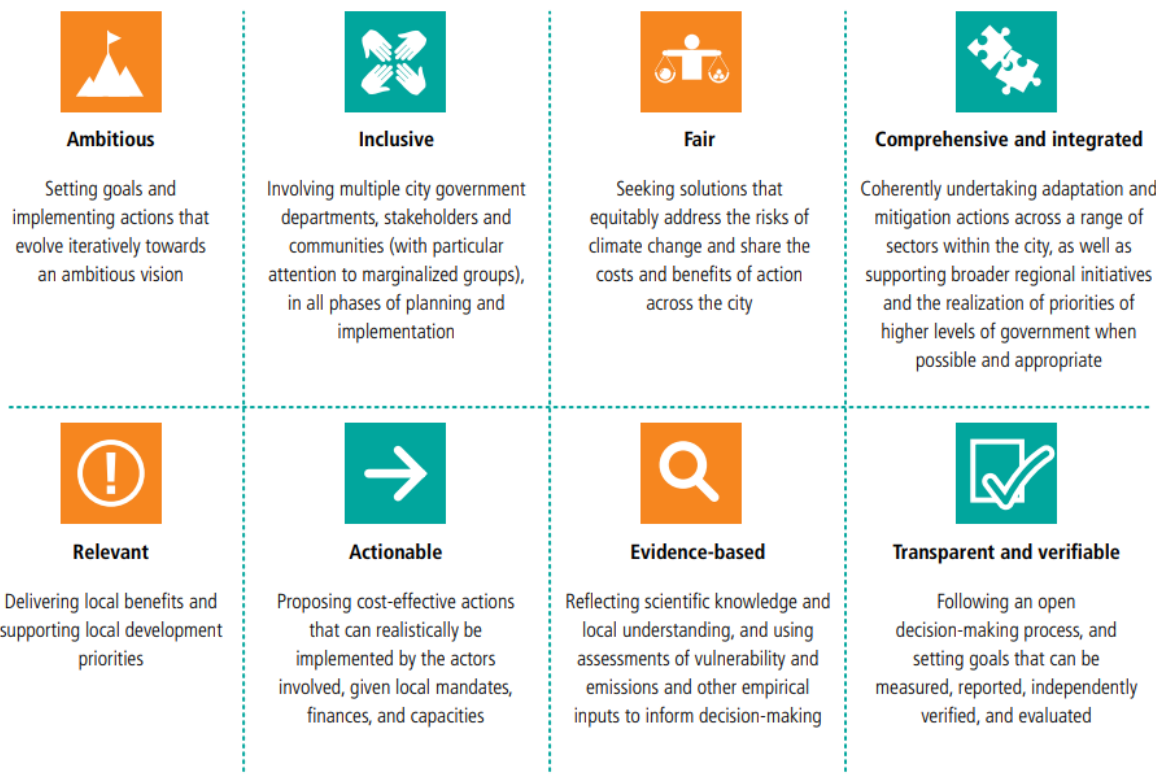


**Figure 2 Local Authority scale of influence**

<sup>10</sup> Climate Change Committee (2020). Local Authorities and the Sixth Carbon Budget. Available: <https://www.theccc.org.uk/wp-content/uploads/2020/12/Local-Authorities-and-the-Sixth-Carbon-Budget.pdf>

## 2. Our Guiding Principles

To frame PCC's approach to responding to climate change, we have adopted underlying principles from the UN Habitat<sup>11</sup> that will guide our underlying action planning.



**Figure 3 Guiding principles for climate action planning (taken from UN Habitat)**

Action planning will need to be dynamic but will be led by these guiding principles. It will need to evolve around changing circumstances (such as shocks like COVID-19 and energy crises), emissions profiles, new technologies and available funding.

Our targets are ambitious, but PCC is determined as well as hopeful about what can be achieved with the support of our community.

<sup>11</sup> UN Habitat (2015). Guiding Principles for City Action Planning. Available: <https://unhabitat.org/sites/default/files/download-manager-files/English%20Publication.pdf>



# 3. Strategic Priority Areas

## 3.1 Portsmouth City Council

PCC will become a net zero carbon organisation which will lead by example in implementing and promoting sustainable, climate-resilient, low carbon practices across our operations. To achieve this, we will ensure climate change is embedded within our procurement and funding activities, commissioning principles, and that all our staff understand the importance of reducing our operational emissions and increasing our resilience.

The strategic operational priorities to address the challenges of climate change are founded upon understanding changing risks and developing dynamic action plans to meet them. Access to finance will be key to realising meaningful and equitable climate change actions in Portsmouth. As a local authority, PCC will work on providing opportunities for stable and innovative funding for residents, businesses and for us to deliver climate change-ready public goods and services. We will continue to assess opportunities for cost savings in our operations through renewable and lower carbon energy systems.

Although addressing climate change adaptation in Portsmouth is not part of our climate emergency declaration (Section 1.3), this Strategy aims to have a longer-term outlook and ensure all climate change thinking is pro-actively embedded into PCC decision-making.

Mitigation	Adaptation
<p>Reduce carbon emissions through:</p> <ul style="list-style-type: none"> <li>Ensuring we have committed and united net zero carbon leadership with a clear system of accountability</li> <li>Engaging all PCC staff and Councillors to ensure net zero carbon is aligned to all decision-making</li> <li>Building a robust understanding of our emissions profile</li> <li>Reduce emissions in all scopes to meet net zero carbon in 2030</li> <li>Increase energy micro-generation within our estate</li> <li>Seeking funding for carbon reduction activities from internal and external sources</li> <li>Increase green infrastructure within our estate and marine/coastal land that we manage</li> <li>Identifying training opportunities to enhance skills and knowledge within PCC and with Councillors to match net zero carbon ambitions</li> </ul>	<p>Increase resilience through:</p> <ul style="list-style-type: none"> <li>Understanding the climate change risks, potential impacts and any opportunities to our operations</li> <li>Build resilience in our operations and assets</li> <li>Seeking funding for resilience-building activities from internal and external sources</li> <li>Increase green infrastructure within our estate to reduce urban heating, risks of flooding, stabilise soils and benefit resilience of our biodiversity</li> <li>Identifying training opportunities to enhance skills and knowledge within PCC to match climate resilience ambitions</li> </ul>

## 3.2 City-Wide

### 3.2.1 Travel and Transport

In line with the City Vision, Portsmouth wants greener and better-connected journeys, and active healthy lives. Action is needed now to shape a future that accommodates changing travel patterns and the city’s growth in a more sustainable way. Through the Portsmouth Transport Strategy<sup>12</sup> and Implementation Plan<sup>13</sup>, PCC is striving to create an environment that allows everyone to travel as sustainably as possible when making everyday journeys around Portsmouth.

The provision of a safe, convenient, and efficient transport network is key in helping to build vibrant local communities, enable regeneration and achieve an environmentally sustainable future. The Portsmouth Transport Strategy includes the vision that 'By 2038 Portsmouth will have a people-centred, connected, travel network that

<sup>12</sup> Portsmouth City Council (2021). Local Transport Plan 4 2021-2038. Available: <https://www.portsmouth.gov.uk/wp-content/uploads/2021/11/74.633-Local-Transport-Plan-2021-Final-Accessible.pdf>

<sup>13</sup> Portsmouth City Council (2021). Portsmouth Transport Implementation Plan 2022/23- 2024/25. Available: <https://travel.portsmouth.gov.uk/wp-content/uploads/2021/10/74.602-Local-Transport-Plan-4-Implementation-plan.pdf>

prioritises walking, cycling and public transport to help deliver a safer, healthier and more prosperous city'. There are four strategic objectives within the strategy, three of which directly play a role in supporting greener and better-connected journeys, namely:

- Delivery cleaner air
- Prioritise walking
- Prioritise cycling
- Transform public transport.

Travel and transport measures will be designed to support modal shifts to lower carbon transport options but also increase their affordability and help to improve air quality. As stated in our Guiding Principles (Section 2), the approach needs to demonstrate fairness in addressing health inequalities relating to travel, since lower income households are often exposed to greater transport-related emissions.

Mitigation	Adaptation
<p>Support and encourage carbon emission reductions through:</p> <ul style="list-style-type: none"> <li>• Enabling walking and cycling (active transport) infrastructure</li> <li>• Enabling shared transport modes (e.g. car clubs, bike and scooter hire)</li> <li>• Enabling affordable and well-connected public transport services within Portsmouth and to other areas</li> <li>• Promoting use of and enable more infrastructure for lower carbon fuel and energy sources (e.g. electric vehicle charge points)</li> <li>• Promoting local production of materials and products to reduce transport distances</li> <li>• Working with our road contractors to support lower carbon construction and maintenance requirements</li> <li>• Working with businesses to create innovative transport solutions</li> <li>• Use of our regulatory and permitting powers, such as traffic and parking management, road design and planning</li> </ul>	<p>Increase resilience through:</p> <ul style="list-style-type: none"> <li>• Understanding the climate change risks and any opportunities to improve our travel and transport activities and assets</li> <li>• Building resilience into assets, materials, and services</li> </ul>

### 3.2.2 Homes, Buildings and Other Infrastructure

In line with the City Vision, Portsmouth residents want good quality homes. Efforts to support the transition to a low carbon future and be 'future-fit' for changing climates needs to be enhanced for both existing homes, buildings, and other infrastructure but also in new development projects. When we think about being 'future-fit' we need to consider the lifetime of that structure and how well suited it is for the future, both in terms of carbon emissions and climate change. This means taking transformative actions to modify existing structures and thinking about how to create new ones.

The benefits of applying climate change thinking in this area are substantial, from reducing the use of higher carbon energy sources, reducing energy and fuel poverty, and improving indoor and outdoor air quality.

Mitigation	Adaptation
<p>Support and encourage carbon emission reductions through:</p> <ul style="list-style-type: none"> <li>• Promoting increased domestic and commercial energy efficiency and usage reduction</li> <li>• Promoting decarbonisation of our utility services</li> <li>• Promoting lower carbon fuel and onsite renewable energy sources</li> <li>• Enhanced PCC planning requirements for Low Carbon and Carbon Neutral Development for new developments and existing build enhancements, that also support low carbon travel and transport</li> </ul>	<p>Increase resilience through:</p> <ul style="list-style-type: none"> <li>• Understanding the climate change risks and any opportunities to our homes, buildings, and infrastructure</li> <li>• Building resilience into our homes, buildings, and infrastructure</li> <li>• Enhanced planning requirements to demonstrate climate change resilience</li> <li>• Community resilience and planning</li> <li>• Improving the provision of advice to building users around heat waves and increasing temperatures</li> </ul>

<ul style="list-style-type: none"> <li>• Promoting measures to reduce water usage and water waste</li> <li>• Promoting measures to increase re-use or recycling of building materials, and reduce waste</li> </ul>	
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### 3.2.3 Business and the Green Economy

In line with the City Vision, Portsmouth wants a thriving economy with clean growth and culture-led regeneration, supporting young people, learning and skills, recovery from the pandemic, and creating opportunities for employment.

In pursuing economic growth for the city, the Council expects development proposals to incorporate ‘clean growth’ principles to protect and enhance the natural environment and mitigate and adapt to the effects of climate change.

Mitigation	Adaptation
<p>Support and encourage carbon emission reductions through:</p> <ul style="list-style-type: none"> <li>• Promoting increased commercial energy efficiency and usage reduction</li> <li>• Promoting lower carbon fuel and onsite renewable energy sources</li> <li>• Use of our regulatory and permitting powers to support local green growth</li> <li>• Promoting a more sustainable tourism industry</li> <li>• Identifying training requirements and opportunities to enhance skills, knowledge, and the local supply chain in our community to match net zero carbon ambitions</li> </ul>	<p>Increase resilience through:</p> <ul style="list-style-type: none"> <li>• Understanding the climate change risks and any opportunities to our businesses and economy</li> <li>• Building resilience into our businesses and economy</li> <li>• Identifying training opportunities to enhance skills and knowledge in our community to match climate resilience ambitions</li> </ul>

### 3.2.4 Waste and Consumption

In line with the City Vision, Portsmouth wants a green city with clean growth.

Mitigation	Adaptation
<p>Support and encourage carbon emission reductions through:</p> <ul style="list-style-type: none"> <li>• Promoting initiatives to reduce consumption of materials and products</li> <li>• Development of green infrastructure to provide a source of locally grown food</li> <li>• Promoting local production of materials and products to reduce transport distances</li> <li>• Promoting measures to increase re-use or recycling of materials, and reduce wastes</li> <li>• Supporting and enabling lower carbon waste management infrastructure</li> <li>• Use of our regulatory and permitting powers to support a more circular economy in Portsmouth</li> </ul>	<p>Increase resilience through:</p> <ul style="list-style-type: none"> <li>• Understanding the climate change risks to our waste service industry and availability of quality and affordable products</li> <li>• Building resilience into our waste services and products</li> </ul>

### 3.2.5 Natural Environment

In line with the City Vision, Portsmouth wants a green city. Green infrastructure is a network of natural assets which includes:

- Terrestrial green spaces such as parks, open spaces, playing fields, woodlands, allotments, and private gardens
- Other features such as street trees, hedgerows, green roofs, and walls
- The carbon locked into freshwater, coastal and marine areas

PCC has ambitious plans to increase the amount of greenery in the city, including a commitment to double the number of trees over the next 25 years.

Natural environment measures will be designed dually to increase our natural sinks of carbon but also improve the quality and quantity of public spaces, natural spaces and assets, increase food security, and address the nature emergency<sup>14</sup> and Ocean Recovery Declaration<sup>15</sup>.

Mitigation	Adaptation
Support and encourage carbon emission reductions through: <ul style="list-style-type: none"> <li>Promoting green infrastructure</li> <li>An annual increase in tree canopy cover</li> <li>Supporting and encouraging local food production</li> <li>Use of our regulatory and permitting powers to protect, enhance, and increase green infrastructure</li> </ul>	Increased resilience through: <ul style="list-style-type: none"> <li>Understanding the climate change risks to and opportunities in our natural environment</li> <li>Promoting green infrastructure suitable for changing climates</li> <li>Enhanced flood protection and water management</li> </ul>

### 3.2.6 Engagement and Partnerships

This Climate Change Strategy is to be delivered through the subsequent Carbon Action Plans by PCC in partnership with the Climate Action Board. Engagement and support from residents, large employers and anchor institutions such as the University of Portsmouth, Portsmouth colleges, Ministry of Defence, the NHS, utility companies, as well as charities and community groups are critical to its successful development and implementation.

PCC will build upon our existing partnerships such as that through the Civic Partnership Agreement with the University of Portsmouth, and through the Partnership for Urban South Hampshire.

Mitigation	Adaptation
Support and encourage carbon emission reductions through: <ul style="list-style-type: none"> <li>Enhanced climate change communication to businesses, residents, and organisations in Portsmouth</li> <li>Continued work with existing partners</li> <li>Identifying partners to help deliver similar goals</li> <li>Lobbying central government for enhanced powers and long-term sustainable funding</li> <li>Lobbying central government to enhance their climate change ambitions</li> <li>Providing support for businesses to access decarbonisation initiatives</li> <li>Supporting partners to develop skills training with local providers</li> </ul>	Increased resilience through: <ul style="list-style-type: none"> <li>Enhanced climate change communication to businesses, residents, and organisations in Portsmouth</li> <li>Lobbying for enhanced powers and long-term sustainable funding</li> <li>Identifying partners to help deliver similar goals</li> <li>Providing support for businesses to access decarbonisation initiatives</li> <li>Continued work with the Climate Action Board</li> <li>Supporting partners to develop skills training with local providers</li> </ul>

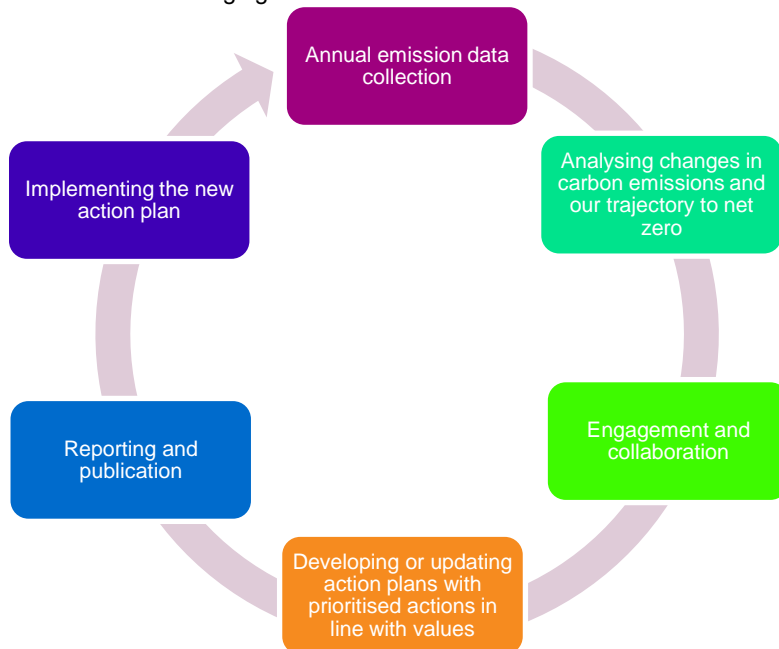
<sup>14</sup> Portsmouth City Council (2022). Full Council Items, Tuesday 15th February 2022. Portsmouth City Council. Available: <https://democracy.portsmouth.gov.uk/ieListDocuments.aspx?CId=146&MId=4634&Ver=4>

<sup>15</sup> Portsmouth City Council (2022). Agenda Item 16 (a) - Motion for the ocean and our coastal communities. Available: <https://democracy.portsmouth.gov.uk/documents/s38309/AI%2016a%20Motion%20for%20the%20ocean%20and%20our%20coastal%20communities%20Heaney-Smyth%20Amendment.pdf>

# 4. Our Approach

## 4.1 Climate Change Mitigation

The overarching approach to carbon management will be cyclical, with continuous monitoring, reporting and engagement to adapt to Portsmouth's changing needs.



### 4.1.1 Emission Data Collection

The approach to data collection will be to always use the best available data and current emission factors, following the standards of the Greenhouse Gas Protocol. Specific methodologies and data sources will be detailed within each Carbon Action Plan. Where data is missing, estimates or proxies will be used to fill gaps with professional judgement and work will be undertaken towards gathering data in the next iteration. We will always be transparent about our methods and data limitations.

### 4.1.2 Data Analysis

We will examine our data in a number of ways to understand what sectors, activities or buildings are 'hot spots' for carbon emissions, the results of which will be used to guide engagement and develop Carbon Action Plans (Section 4.1.4).

### 4.1.3 Engagement and Collaboration

Success will only be possible with engagement and collaboration. Understanding our emissions, opportunities, values, and limitations are the foundation for action. PCC recognises that it needs to play a leadership role, working within our community in the city. We will work with Portsmouth Climate Action Board to help us influence the wider city. Engagement and collaboration will need to be adaptive and recognise that Portsmouth's groups and neighbourhoods have varying barriers, concerns, wants and needs. A carbon action register will be used as the basis to identify, evaluate, and provide accountability over opportunities raised during engagement.

### 4.1.4 Action Plans

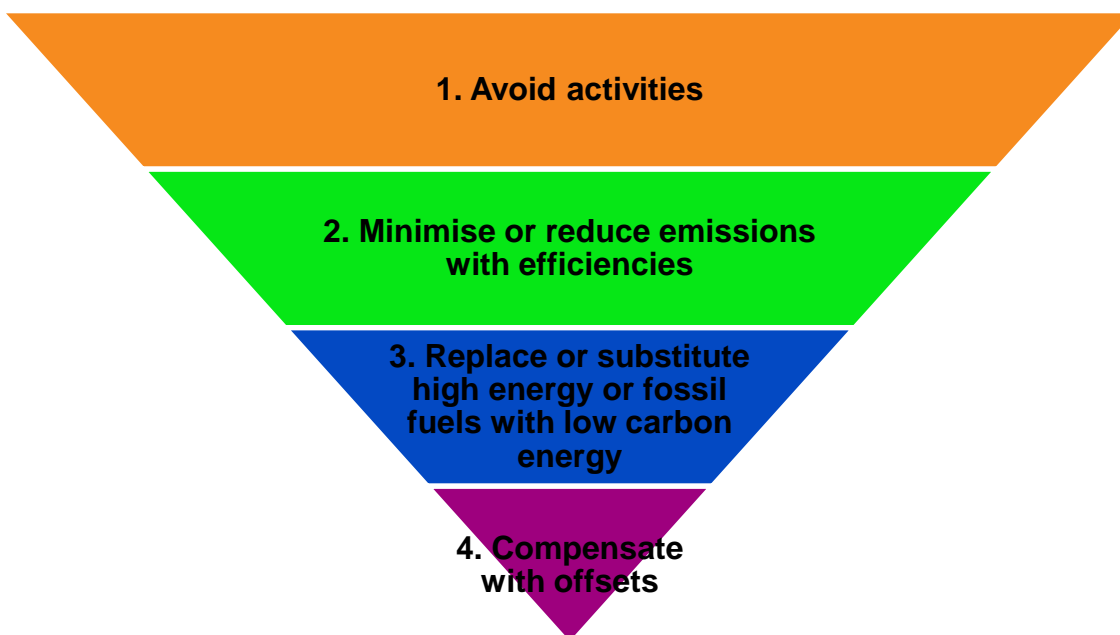
Action plans will be developed on the basis of current emissions and through engagement and collaboration within the Council and in the community. Sectoral action plans may need to be developed to address complex areas. With limited resources, we will prioritise carbon mitigation actions and initiatives that will prioritise the greatest impacts, both climatically and with other socio-economic and environmental benefits that are important

to our communities in mind. Such benefits may include green job creation and transition to a greener economy, air quality, human health, fuel poverty and community engagement.

Carbon reduction actions will follow a hierarchy of preferences. Where possible, avoiding activities that produce emissions will be undertaken first and where these activities cannot be avoided, they will be reduced where possible and then replaced with lower carbon energy alternatives.



The Carbon Action Plans will demonstrate in a transparent way all the costs and benefits of the actions proposed, how they will be monitored for success, and who is responsible for its implementation. We will also use the City Vision 2040 consultation to make sure these actions and initiatives are in line with our values.

By 2030, some residual emissions (which cannot be avoided, reduced, or replaced) may still occur. To reach net zero carbon, some compensation through offsetting may be required. This option is the least preferable and an offsetting strategy will be developed prior to implementation.




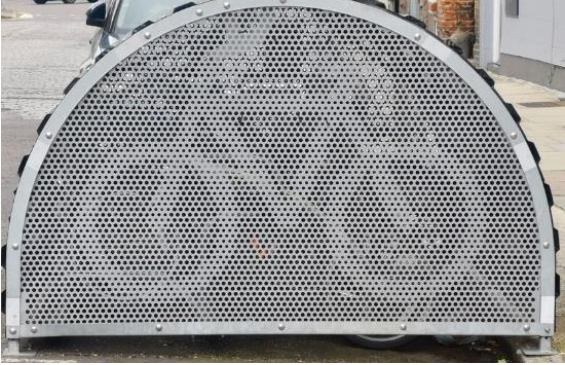







### 4.1.5 Previous Initiatives

Portsmouth City Council has already been actively undertaking initiatives that reduce carbon emissions associated with our activities and in our city.

<b>Council</b>	<p><b><u>Decarbonisation of Our Travel and Transport</u></b></p> <ul style="list-style-type: none"> <li>• Own and lease 16 electric or hybrid vehicles (with nine more on order)</li> <li>• Installation of seven EV charging points at our facilities</li> <li>• Provision of staff bicycles to travel to our other sites</li> <li>• Hydrogen gas harnessed from solar panels to power a Port work boat (Clean Maritime Demonstration)</li> <li>• Installation of batteries to help charge the EV fleet</li> <li>• Cycle to Work Scheme, travel and biking discounts, secure bike and shower facilities at the Civic Centre</li> </ul>	
	 <p><b><u>Decarbonisation of Our Buildings and Assets</u></b></p> <ul style="list-style-type: none"> <li>• Improved insulation and windows</li> <li>• Building management systems and enhanced equipment controls</li> <li>• Solar power and solar battery storage systems</li> <li>• Replacement LED lighting in buildings, floodlights at the Port, and 15,000 streetlights</li> <li>• Existing heating systems replaced with more efficient ones</li> <li>• Installing motion sensors on lighting</li> <li>• Seawater flushing toilets, seawater heat transfer pumps and roof wind cowls for natural ventilation at the new Portsmouth International Port Passenger Terminal</li> </ul>	



City	<p><b><u>Decarbonisation through Our Decision-Making</u></b></p> <p>The carbon impacts of decision-making are accounting for through:</p> <ul style="list-style-type: none"> <li>• the application of capital funds</li> <li>• the integrated impact assessment processes</li> <li>• Major Project Board and gateway approvals</li> </ul>	
		<p><b><u>Decarbonisation through Greening Our Lands</u></b></p> <ul style="list-style-type: none"> <li>• Re-wilding projects at 17 sites</li> <li>• New wildflower meadows at 22 urban sites and 7 along roads</li> <li>• Over 4,000 m<sup>2</sup> of wildflower meadows and 34,000 new plants added to our social housing properties during 2019/2021</li> <li>• 788 new trees planted during 2020/2021</li> </ul>
	<p><b><u>Decarbonisation through Engaging Our Staff and Contractors</u></b></p> <ul style="list-style-type: none"> <li>• Providing accessible information on how we become a green council, including our sustainability principles, and how we can apply them in our roles</li> </ul>	
	<p><b><u>Decarbonisation of our Cities Travel and Transport</u></b></p> <ul style="list-style-type: none"> <li>• As of March 2022, 191 out of 228 of our city's bus fleet have been converted to lower emission standards ('Euro VI')</li> <li>• Delivered the VOI electric-scooter rental scheme</li> <li>• 36 electric vehicle charging points (On-Street Residential Chargepoint Scheme)</li> <li>• Cycling support ('Be Bright, Be Seen', guided rides, marked quieter cycle routes, on-street bike hangers)</li> <li>• Pompey Monster Walk to School Challenge</li> <li>• Working with the Joint Air Quality Unit, Department for Transport and Defra to deliver and administer the Clean Air Zone in the city</li> <li>• Electrification of vessel berths at Portsmouth International Port</li> </ul>	
	<p><b><u>Decarbonisation of our Cities Buildings and Infrastructure</u></b></p> <ul style="list-style-type: none"> <li>• Retrofitting our social housing (Wilmcote House, 90% saving in annual heating costs)</li> <li>• Free home energy advice (Local Energy Advice Partnership)</li> <li>• Free loft and cavity wall insulation to 2,000 social housing properties</li> <li>• Free insulation to 70 private properties (ECO 3)</li> <li>• Free insulation to community schools, community centres and commercial buildings</li> <li>• Free energy efficient measures (Warmer Homes, and the Emergency Boiler Replacement Scheme)</li> <li>• Installing LED lighting in our schools</li> </ul>	
<p><b><u>Decarbonisation through Supporting our Businesses and the Green Economy</u></b></p> <ul style="list-style-type: none"> <li>• PCC is a signatory to the Civic Partnership Agreement, together with large employers in the city, committing to sustainability</li> <li>• PCC is in partnership with the European Regional Development Fund to deliver Low Carbon Across the South and East Programme providing grant funding to decarbonise our businesses</li> <li>• Providing bid support to the City of Portsmouth College to gain funding to develop the NetZero Training Hub</li> </ul>		
	<p><b><u>Decarbonisation through Support Waste and Consumption Reduction</u></b></p> <ul style="list-style-type: none"> <li>• Introduction of a city-wide food waste and used battery collection service.</li> <li>• Food waste is recycled through anaerobic digestion</li> <li>• Diesel-powered waste collection fleet switched to HVO biofuel, reducing carbon emissions by 90%, harmful particulate matter by 85%, and nitrogen oxides by 30% (another harmful GHG)</li> <li>• Introduced three carton recycling banks</li> </ul>	

<p><b><u>Decarbonisation through Greening our City</u></b></p> <ul style="list-style-type: none"> <li>• Assisting with landscape design at Queen Alexandra Hospital, St. James' Hospital and eight local schools</li> <li>• Working with Wilder Portsmouth, Hampshire and Isle of Wight Wildlife Trust, Woodland Trust, Trees for Cities, and the Tree Council to provide technical assistant, bid support and community engagement</li> </ul>	
	<p><b><u>Decarbonisation through Engaging and Partnering in our City</u></b></p> <ul style="list-style-type: none"> <li>• Holding Portsmouth Climate Festival in 2021</li> <li>• Hosting 'Shining a Light on Social Value' in 2022</li> <li>• Climate action e-newsletter</li> <li>• Advice to the Climate Action Board</li> <li>• Strategic Partnership with the University of Portsmouth 2021</li> <li>• Member of the Civic Partnership with the University of Portsmouth</li> <li>• Member of the Partnership for South Hampshire</li> </ul>

We have also been working hard to strengthen our carbon reduction ambitions on an international scale and in 2022 PCC has joined several initiatives.



The Climate Action Board partners have also supported community projects:

- Cargo bike hire scheme at Southsea Cycles
- Wilder Eastney, an acre of urban rewilding with fruit trees, raised beds, wildflowers, and relaxed mowing
- Crowdfunding greening projects at Bramble Infant and Manor Infant Schools
- Development of a business carbon emissions toolkit
- Christian Climate Action group, a non-denomination faith-based group
- Awareness raising material for local climate change risks
- Awareness raising material for the local carbon challenge within Portsmouth's newspaper, The News

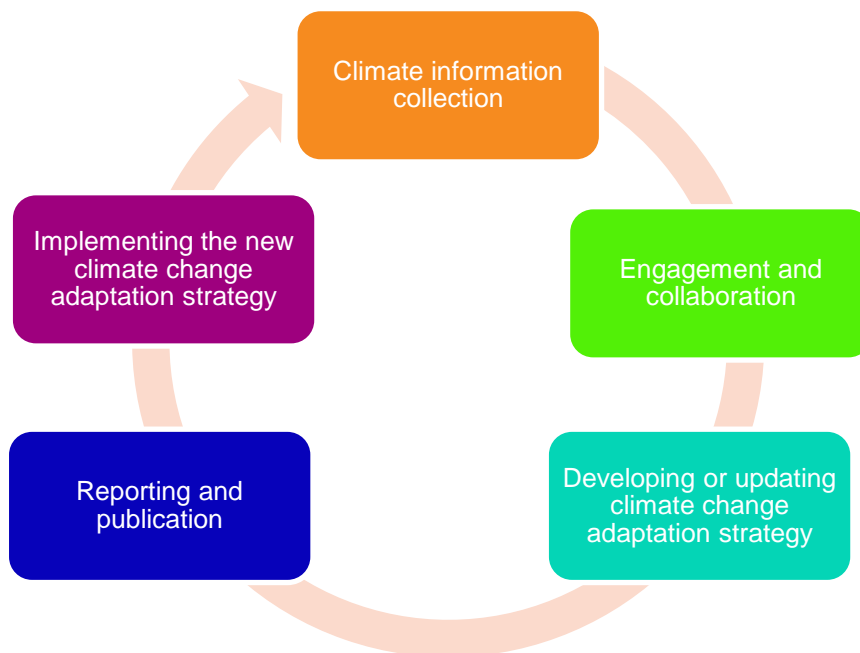
### 4.1.6 Reporting

This Climate Change Strategy will be reviewed annually, and any necessary updates made. The Council and city-wide Carbon Action Plans will each be published annually and will detail the results and revised action plans. Sectoral action plans will also be developed where necessary.

## 4.2 Climate Change Adaptation

Our overarching approach to climate change adaptation will also be cyclical, with continuous monitoring, reporting and engagement to adapt to Portsmouth's changing needs. Outside of this cycle, we will also ensure climatic adaptation considerations are integrated into PCC policies and decision-making.





### 4.2.1 Climate Information Collection

Understanding climate change risks is built upon understanding our current climate and how that is projected to change, and then understanding how these risks could impact our city. We will always be transparent about our methods and data limitations.

### 4.2.2 Engagement and Collaboration

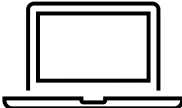
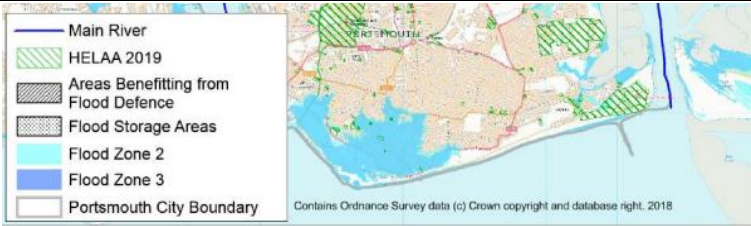
Fully understanding and adapting to climate change risks cannot be successful if we do not engage and collaborate with our community. Understanding the risks, how they could impact our community and our values for the future are essential for climate change adaptation. We recognise that PCC needs to play a leadership role. We will work with Portsmouth Climate Action Board to help us influence the wider city.



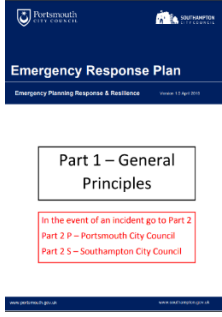
### 4.2.3 Climate Change Adaptation Strategy

The climate change adaptation strategy will be developed on the basis of our knowledge and understanding of climate risks and how they could impact our city. With limited resources, we will focus on adaptation actions and initiatives that will prioritise addressing the greatest risks, capitalising on any opportunities or co-benefits.

### 4.2.4 Previous Initiatives

PCC has been actively undertaking initiatives that directly or indirectly increase our resilience to climate change risks to our organisation and our city.

Council	<p><b><u>Dynamic Working</u></b></p> <ul style="list-style-type: none"> <li>Where roles allow, PCC has supported its staff working outside the office with new systems and equipment</li> </ul>	
City-wide	<p><b><u>Surface Water Management Plan</u></b></p> <ul style="list-style-type: none"> <li>Identification of the most at risk areas for surface water flooding in Portsmouth</li> </ul>	

	<p><b>North Portsea Island Scheme</b></p> <ul style="list-style-type: none"> <li>8.4 km of new flood defences, reducing the risk of flooding to over 4,000 homes and 500 businesses for the next century</li> </ul>
<p><b>Southsea Coastal Scheme</b></p> <ul style="list-style-type: none"> <li>4.5 km of new flood defences, reducing the risk of flooding to over 8,000 homes and 700 businesses for the next century</li> </ul>	
	<p><b>Risk and Preparedness Plans</b></p> <p>Development of risk assessment and emergency preparedness plans, training, and exercising, by our Emergency Preparedness, Resilience and Response team together with partner responding agencies from across Hampshire and the Isle of Wight, including:</p> <ul style="list-style-type: none"> <li>Heatwave plan</li> <li>Water disruption plans</li> <li>Cold weather and snow plans</li> <li>Flood response and recovery plans</li> <li>Business continuity plan</li> <li>Rest Centre Plan for the city</li> </ul>

We have also been working hard to strengthen our carbon adaptation ambitions on an international scale and in 2022 PCC has joined the United Nations Cities Race to Resilience.



### 4.2.5 Reporting

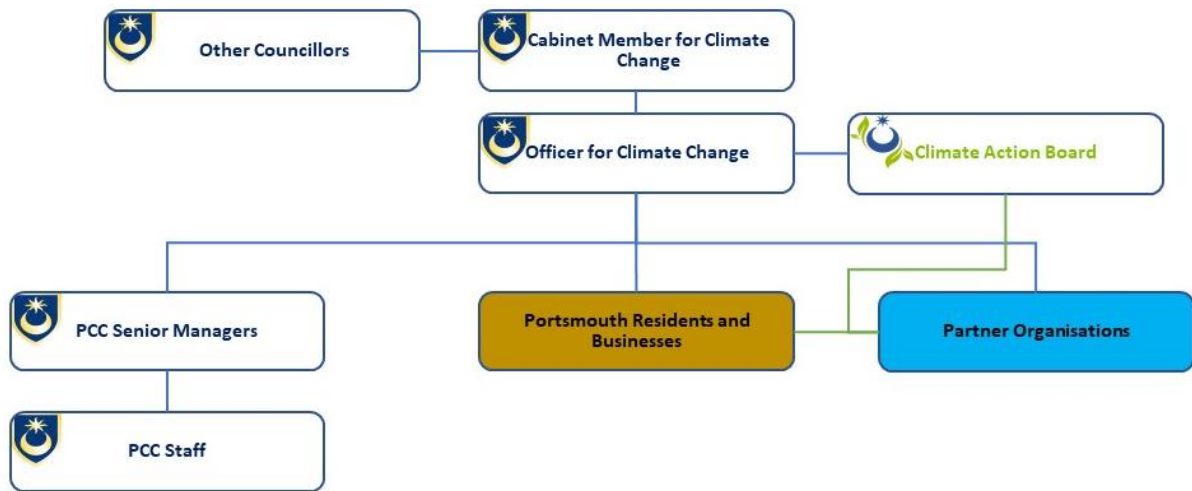
This climate change adaptation strategy will be reviewed annually, and any necessary updates will be made. The Council and city-wide climate change adaptation strategies will each be published biennially and will detail the results of engagement and risk analysis.

## 4.3 Governance

The governance structure for the CCS is described and illustrated below. This reinforces the need to ensure accountability, publicly demonstrate the progress to our net zero carbon goals and emphasize the importance of all roles and stakeholders.

Entity	Role Name	Responsibility
Portsmouth City Councillors	Cabinet Member for Climate Change	The Cabinet Member for Climate Change has responsibility to provide strong leadership, direction within their Portfolio and ensure a climate change lens is applied in Cabinet decision-making.
	Other Councillors	The Council Leader has responsibility to provide strong climate change leadership and direction. Other Cabinet Members have responsibility to apply a climate change lens within their portfolio.

		The opposition Councillors have responsibility to ensure Cabinet are accountable and assist meaningful, equitable and transformative climate change action in the city.
Portsmouth City Council Staff	Lead Officer for Climate Change	Responsibility for developing, implementing, and maintaining this CCS and carbon action plans. Responsible for working with PCC staff, and external stakeholders and partners. Responsible for reviewing progress to targets.
	Senior Managers at PCC	Senior managers have the responsibility to ensure climate change considerations are being incorporated into their area of work, and that their teams understand the challenge.
	All of PCC	It is the responsibility of all PCC staff to support our net zero carbon goals and enable through embedding climate change thinking into all decision-making.
Climate Action Board		To support the development and implementation of city Action Plans, through inspiration, engagement, and community support <sup>16</sup> .



## 5. Contact Us

If you have any comments, feedback, suggestions, or questions on this climate change strategy, please contact us on

**[climateaction@portsmouthcc.gov.uk](mailto:climateaction@portsmouthcc.gov.uk)**

<sup>16</sup> Portsmouth Climate Action Board (2019). Appendix 3- Portsmouth Climate Action Board Terms of Reference. Available: [https://www.portsmouthclimateaction.org.uk/assets/documents/response-to-climate-emergency-strategy\\_appendix-3.pdf](https://www.portsmouthclimateaction.org.uk/assets/documents/response-to-climate-emergency-strategy_appendix-3.pdf)

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# Agenda Item 5



**Title of meeting:** Cabinet

**Date of meeting:** 27<sup>th</sup> September 2022

**Subject:** PCC Support for the National Migration Programmes

**Report by:** James Hill, Director of Housing, Neighbourhoods and Building Services & Sarah Daly, Director of Children & Families

**Report Authors:** Paddy May, Corporate Strategy Manager  
Shane Galvin, Housing Policy and Quality Manager  
Amy Boulain, Project Officer  
Louise Hayworth, Business Support Officer

**Wards affected:** All

**Key decision:** NO

**Full Council decision:** NO

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**1. Purpose of report**

1.1 To provide an overview of the different schemes the Council is involved with that support asylum seekers and people resettling into the UK via government schemes. The report will also show how the different directorates of the Council are working together to support people coming to the UK and working with colleagues in the third sector to provide this support.

**2. Recommendations**

**2.1 Cabinet is recommended to:**

- a) note the contents of this report
- b) place on record a note of thanks to all those involved in setting up and supporting the schemes referenced in this report. The early schemes required the local authority, and its partners, to set up schemes quickly often using existing resources and in the context of the additional demands arising from the pandemic. As the funding for the schemes has become certain, an officer team has been formed to work alongside mainstream services to administer and support the team
- c) agree that we should look to continue (where appropriate), for the full 12 months, our support for Ukrainian families that have left the Homes for Ukraine Scheme by moving into the private sector (see paragraph 3.2.4)



### 3. Background

3.1 There are a number of different schemes that the Council is involved with covering a number of different countries as well as more general asylum seekers. The details of these schemes are shown below. This report provides an update to the report that was taken to Cabinet on 11<sup>th</sup> January 2022 called Portsmouth City Council support to asylum seekers and resettlement programmes. As well as providing an update on the schemes that the Council was already involved with at the time of the January 2022 report, it will also provide information on the new schemes that were set up following the start of the war in Ukraine and the new proposed dispersal scheme. It is worth noting that in total there are currently over 400 people under the various schemes living in Portsmouth and over the last five years we have also supported over 800 people through the different schemes including nearly 350 unaccompanied asylum seeking minors.

### 3.2 Support for those from Ukraine (Homes for Ukraine and Ukraine Family visa schemes)

3.2.1 In February 2022 Russia invaded Ukraine, and the UK government reacted to provide support and accommodation for those who left the country and needed accommodation in the UK. On 14 March 2022 the Secretary of State (SoS) for Department Levelling Up Housing Communities (DLUHC) asked local authorities to support the Homes for Ukraine scheme (HfU), which would provide visas, and leave to remain, to people from Ukraine who were coming to stay with a named host for at least six months. The scheme developed over subsequent weeks and the current details can be found at the government website [Homes for Ukraine scheme: frequently asked questions - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/guidance/homes-for-ukraine-scheme-frequently-asked-questions)

3.2.2 Local authorities have been asked to deliver the scheme, and this comes in several parts, summarised as follows:

- Access the DLUHC IT system (Foundry) to identify Hosts in each area, and those that have been linked to a family. This also includes information on those that provided an Expression of Interest (EOI) to be a host but have not yet been matched.
- Perform safety checks on the property and safeguarding, including DBS for all adults in the host household.
- Support families as they arrive to link with hosts. The city council has done this through a contractual arrangement with EC Roberts, who provide case workers to support each family.
- Make an interim subsistence payment to guests of £200 per person.
- Coordinate the payment to the Hosts of the Thank You Payment of £350 per month.
- Provide education and social care support where required.



- Support in finding work. Guests can look for and start work without a National Insurance number if they can prove they can work in the UK. Guests can prove they have the right to work in the UK by showing their employer either their Biometric Residence Permit or their visa in their passport.
- Support those where the relationship between Host/Guest has broken down, or where the safety checks suggest that the property is unsafe. In these scenarios the city council, via the case worker, will help guests to understand their options and for them to make a suitable choice based upon that information.
- In addition, Welcome Points of entry, which includes Portsmouth International Port (PIP), are required to provide support for those that arrive and are transiting through to elsewhere in the UK and a small amount of additional funding was provided to PIP to allow this to happen

3.2.3 To enable this work to happen, DLUHC is providing funding at a rate of £10,500 per person to councils to enable them to provide support to families to rebuild their lives and fully integrate into communities. This funding is un-ringfenced, with a number of conditions attached, and will match the tariff offered under the first year of the Afghan Citizens Resettlement Scheme (ACRS) and Afghan Relocations and Assistance Policy (ARAP), although the role of councils will be different. The government is also providing funding for councils to administer the optional 'thank you' payments at the £350 per sponsoring household per month rate. As of the 14<sup>th</sup> September 72 families (comprising 146 individuals) had settled in Portsmouth through the Homes for Ukraine Scheme. The Council has commissioned the EC Roberts Centre to provide the support to the families and they have identified case workers that are working with the Ukrainian guests.

3.2.4 The payment of £10,500 for each guest is designed to provide the support needed for the first 12 months. Whilst the guests can stay with hosts for a full 12 months, hosts only have to commit to 6 months (with 2 months' notice). It is expected that many guest are likely to move to the private rented sector within the first 12 months. If they do, at this point they have officially left the programme. The Council is employing a Housing Sustainment Officer that will help support tenants in the private rented sector but they are unlikely to be providing the same level of support as the EC Roberts caseworker. Cabinet is being asked to agree that, where appropriate, we should provide the full caseworker support for the full 12 months (e.g. support to find employment etc.) whether or not people have officially left the programme. It is interesting to note that it was reported in the media that Lord Harrington (who used to be the Minister responsible for this scheme) has suggested that the thank-you payment should be doubled to reflect the cost of living increases so that fewer hosts cease supporting families,





- 3.2.5 In July 2022 the Government announced that they were extending the Homes for Ukraine Scheme to include children not accompanied by their parents. Initially any children considered were those that had applied through the HfU but were not able to come over because of their age, but this will be expanded to cover new unaccompanied children too. Whilst the unaccompanied Ukrainian children are part of the HfU scheme there are some differences. Firstly, they will not be allowed into the UK unless all the checks and assessments have been completed. This is to help ensure that they will be living safely in the UK. Secondly, they need explicit parental permission to travel and this check will be done in the Ukraine and their host has to be known to the family (except in exceptional circumstances) and finally the scheme is for three years or until they reach the age of 18. Due to the nature of the arrangement they will remain allocated to a social worker as Children in Need until they reach maturity. The Government have announced additional funding for each unaccompanied child if their arrangement breaks down, as this would require them to become children in care to the host local authority, but this would not meet the full costs resulting from a care arrangement. We are not aware of how many unaccompanied Ukrainian children will be coming to Portsmouth but there were two within the initial part of this policy.
- 3.2.6 In addition to the Homes for Ukraine visa route, Ukrainian families can also apply for a Family visa via The Home Office. This is for those who have family based in Portsmouth. There are no requirements on the local authority, other than those that statutorily exist for all immigrants, from the family visa scheme and no associated funding. However, the city council has supported all those as they initially arrive to ensure that they have the correct visa and are signposted to the relevant support.
- 3.3 The Afghan Relocations and Assistance Policy (ARAP) & the Afghan Citizen Resettlement Scheme (ACRS)**
- 3.3.1 The ARAP scheme was announced in December 2020 and launched in April 2021. It was set up to help locally employed staff to relocate to the UK recognising that they faced specific risks if they stayed in Afghanistan. People who qualify for this scheme can apply for indefinite leave to remain. In August 2021 the Government also announced the ACRS. As described in the previous report, under Operation Pitting approximately 15,000 Afghans were evacuated during the Taliban takeover of Afghanistan. This included people from both of these schemes.
- 3.3.2 The Council has leased 9 properties from the MOD which has supported 12 families through the ARAP scheme. In June 2022 the city Council and MOD agreed a further one-year extension to the leases on the first nine properties, and discussions continue on leasing a second set of nine properties, which will bring the total number of properties to 18. The conditions of the lease are these can only be used to provide interim accommodation for those on the ARAP scheme. This support is likely to be the basis of the pledge of resettlement





support we can offer in response to the Lord Harrington letter (see Appendix 1) who, when he was a Government Minister, asked authorities to pledge support to support the resettlement of Afghan migrants.

3.3.3 Housing, Neighbourhoods and Building Services (HNB) continue to lead discussions with the MOD to form a longer term relationship to use empty MOD properties (outside the wire) for temporary accommodation purposes.

### **3.4 Hong Kong British National Overseas (HKBNO)**

3.4.1 In January 2021 a new immigration route was opened which provided British National (Overseas) status holders from Hong Kong, and their dependents, a chance to come to the UK to live, study and work and ultimately to gain UK citizenship. Up to 5 million Hong Kong residents (there is no definitive view on the number) hold this status and therefore would be eligible to come to the UK. It is not clear how many people will take up this opportunity. However the HMG impact assessment suggested nationally that between 123k-150k status holders and their dependents will arrive in the first year and that between 258k-322k may arrive over the first 5 years. As of 30 June, PCC was not directly supporting anyone who has arrived in the UK under this scheme although we are aware that people from Hong Kong have been settling in the area.

3.4.2 People that arrive under this scheme must show that they can adequately maintain and accommodate themselves in the UK for 6 months without recourse to public funds. HKBNO status holders that settle in the UK have a no recourse to public funds (NRPF) condition attached to their leave to remain in the UK. They will have permission to work and study and their children can access a state funded school. In cases of destitution (e.g. lack of adequate accommodation or means of achieving it) they can apply to have the NRPF removed.

### **3.5 Support for Unaccompanied Asylum Seeking minors (UAMs)**

3.5.1 In terms of unaccompanied children, Portsmouth has historically had a relatively high number of children that it is supporting. This reflects the fact that Portsmouth has the International Port with ferry links to France and Spain. Kent and East Sussex have historically had even high numbers of unaccompanied children due to the number making the short crossing across the channel in small boats. As at 15/08/2022 we have 43 unaccompanied minors currently in our care and over the past 5 years (16/08/2017 - 15/08/2022), we have had 339 unaccompanied minors who started to be 'looked after' (come into our care).

3.5.2 Unaccompanied children have historically placed a financial burden on a local authority although this was usually covered through grant payments. Then, and now, the much greater financial burden is when unaccompanied children become care leavers. Central Government had an initial target rate for accommodating unaccompanied children which is based on 0.07 of an areas child population. This formed the basis of the mandated transfer scheme although in August 2022 the target rate was increased to 0.1. With the previous



target our current number was over the previous expected rate and so Portsmouth was referring children into the National Transfer Scheme and was not required to take children through the scheme until such time as the number fell below 31. With the new target level Portsmouth will not be able to refer to the national scheme until we hit this new target level. A number of local authorities have made representation to be exempt from the scheme but to date no representation has been accepted, however one local authority is considering Judicial Review regarding the legality of the process. It is worth noting that Portsmouth may get more children presenting at the port or landside - especially as the weather deteriorates and this impacts on the number of small boat crossings to Kent and East Sussex.

### **3.6 Community Sponsorship**

3.6.1 Community Sponsorship is a scheme that sits alongside the UK Resettlement Scheme. Instead of the local authority, it is local community groups that offer refugees / asylum seekers support throughout their 1-2 years in the country. Such support includes securing accommodation and helping to access education, healthcare, language lessons, benefits, and employment. Local community groups. As of 30 June, Pompey Reset was supporting one family at a property in the city.

### **3.7 Dispersed accommodation**

3.7.1 Portsmouth has accommodated significant numbers of asylum seekers and refugees as part of the national dispersal scheme and is one of the largest contributors to the scheme in the Southeast. This is in line with Portsmouth declaring itself a City of Sanctuary in June 2019 so that it was a place of welcome and safety for any community or individual that is vulnerable or isolated. The city has supported over 450 asylum seeker households (as of June 2022) which is proportionally more than many other parts of the region. These are accommodated through Clearsprings Ready Homes until a decision on their asylum status is reached. Once that happens, individuals and families are able to settle permanently, either in Portsmouth or elsewhere.

3.7.2 The city council has historically not been involved in the arrival or placement of individuals, except when The Home Office may consult on individual properties as dispersal accommodation. However, access to services (health, education, council etc) is the same as for all residents.

### **3.8 Interim accommodation**

3.8.1 Until the change in the dispersal system The Home Office, through Clearsprings Ready Homes, directly provided interim accommodation for asylum seekers in a number of ways. In recent years this has included them agreeing direct arrangement with hotels for the use of accommodation on medium term basis.

3.8.2 In January 2022 the city council became aware that the Home Office intended to use The Royal Beach Hotel as an asylum seeker accommodation facility from



Thursday 3<sup>rd</sup> February 2022. This is not a site that has been chosen or being operated by the city council but it, NHS, Police, Fire, local third sector and others linked together in to provide support where needed. The facility holds up to 116 individuals.

### **3.9 Impacts for Portsmouth**

3.9.1 The city council must consider the impacts of all of the various asylum seeking and immigration schemes upon the systems and services within the city. The following paragraphs describe the potential impacts on education and housing but other services can be impacted too.

3.9.2 **Education.** Depending on the numbers that each school is likely to admit, we would ideally want to be able to provide support to these children who may well have language needs. This means they are likely to benefit from support from the EMAS team, and depending on their journey here, may also need support to meet social and emotional needs.

3.9.3 **Housing.** The ability for the city to help people to find accommodation and be supported to settle and thrive needs to be considered against the significant support historically given willingly, and the growing pressures that are faced in housing those who are from the city and/or we have statutory obligations to support. The city faces a significant disparity between supply and demand for housing, especially for rental accommodation in the city, both in the private and social housing market, and the city council is undertaking the significant work required to rebalance the system. Specifically, the city council must take into consideration the likelihood that, if a positive leave to remain is obtained, an unknown number of those families who have been temporarily accommodated in the city could approach Housing, Needs, Advice and Support (HNAS) with a homeless application and, subject to assessment, could be entitled to further temporary accommodation and/or social housing. This needs to be considered alongside the large numbers of families who are already on the social housing waiting list and need to move to different housing for medical or overcrowding reasons. The Portsmouth Housing register has over 2,000 families waiting for affordable housing and 146 households in temporary accommodation. A lack of move on accommodation means that placements in temporary accommodation can be for an average of 3-4 months.

### **3.10 Change to Home Office Dispersal Model**

3.10.1 On 13 April 2022, the Minister for Safe and Legal Migration at The Home Office announced that the asylum accommodation system is under enormous pressure, because of the significant and sustained increase in asylum intake over the last 12 months and the build-up of the population as a result of Covid-19 related measures, which is placing unsustainable pressure on a limited number of local authorities. This has resulted in over 25,000 asylum seekers being accommodated in temporary contingency accommodation, such as hotels.



- 3.10.2 The Home Office announced they were committed to working with local authorities to move to a fairer distribution of asylum seekers, with all being expected to participate in a new system to less expensive and more suitable dispersed accommodation.
- 3.10.3 There were three key elements to this work.
- To reduce and eliminate the use of hotels for asylum seekers by moving to a full dispersal model for asylum accommodation.
  - An informal consultation with local government to inform how this model will work within regions and nations.
  - Providing specific funding to recognise the existing contribution of local authorities and for new dispersed accommodation.
- 3.10.4 To recognise the existing contribution and longstanding support from local authorities, each local authority which was accommodating asylum seekers on 27 March 2022 receives a £250 one off payment per asylum seeker. In addition, a further £3,500 for each new dispersal bed space occupied, in both new and existing dispersal areas, between 28 March 2022 and 31 March 2023.
- 3.10.5 The Home Office have announced the regional allocations for the distribution of asylum seekers. The South-East needs to grow from the current 1,600 to 7,200 by December 2023. The percentage has to increase over the following years to reach the SE 14.4% share of the population by the end of the decade in line with the original 'change plan' agreed through the LGA in 2019. How this increased number will be reached is currently being discussed by authorities with this being led by the South East Strategic Partnership for Migration. A plan for the SE was submitted to the Home Office by this partnership.
- 3.11 Financial position in relation to the two major schemes PCC is running**
- 3.11.1 As detailed above the Council is successfully running 2 major Asylum Schemes which to date have shown a strong and proactive commitment to the Government's announcements to offer support to persons impacted by the situations in Afghan and Ukraine. These schemes are fully funded from the government grants and therefore do not require any additional council funding.
- 3.11.2 The schemes PCC is running are a) Afghan Resettlement scheme - 2021; b) Homes for Ukraine 2022; c) Ukraine VISA families 2022. Schemes (a-b) attract government grant funding. Total grant funding paid to PCC to date, and in arrears, is;
- Afghan Resettlement £345,000
  - Homes for Ukraine £717,500
  - Although scheme (c) is not directly funded in the same way, additional funding of £137,250 has been received through the Asylum Dispersal Scheme, which will be used to fund any costs that cannot be met through the Homes for Ukraine grant.



- 3.11.3 Grants are paid to the Council on an arrears basis at an amount of £10,500 per person in year 1. The Council has to evidence all costs incurred from the schemes. At the current time, costs incurred on running the schemes are well within the funding envelopes received and there is no unfunded corporate cost pressures on the Council so far in managing schemes.
- 3.11.4 The Council is tracking both direct costs and any additional support staff costs where they are displaced from their substantive posts to work on Asylum schemes. The nature of non-staff costs has included DBS checks, welcome payments, host family payments, translation costs, basic living essentials costs, bus passes and for Afghans MOD rental property costs. All such costs are a 'fair and reasonable' claim against grant received.
- 3.11.5 A reconciliation process will take place at the end of the financial year and where grant/s received exceeds costs incurred for guests and sponsors then a payback to DLUHC will be made. Because many of these schemes have developed quite quickly the guidance and the requirements are often received after the start of the schemes and evolve and develop.
- 3.11.6 Looking forward, the potential challenge with the rising cost of living, is that after the initial 6, or 12, month period host family/guest relationships may break-down and we may find more pressures on the Council to find asylum seekers / migrants alternative accommodations with the inherent cost and logistical challenges that can pose, given Temporary Accommodation pressures in the City.

### **3.12 Coordination across the city**

- 3.12.1 As part of the reaction to the Homes for Ukraine scheme, city council officers led the engagement with a range of partner organisations to ensure it was a holistic, whole city response. This includes the following.
- Multi-agency meeting of statutory organisations, such as Police, Fire, NHS and others. This ensures a joined-up approach and shared understanding of the issues. An additional outcome from this group has been data sharing agreements have been put in place to enable the GDPR compliant sharing of information.
  - Third sector and voluntary groups, including The Hive, PCOS, EC Roberts, Shaping Portsmouth, Citizens Advice and Parent Network. The aim of this was to explore ways that the third sector could support the work beyond that which the city council was providing. This group continues to meet monthly and there is a desire for this coordination to continue beyond Ukraine to encompass all asylum seeker issues.

### **3.13 Coordination within the Council**

- 3.13.1 With central government operating so many splintered schemes, it is important that there is strong co-ordination throughout the Council and with partners. With so many direct and indirect implications of supporting asylum seekers, or people resetting through Government programmes, the Council needs to make



sure that there is strong communication between the different directorates and partners.

- 3.13.2 To support this approach a senior officer co-ordinating group was identified to make sure that there is a whole council approach to responding to the different schemes and the implications of people settling in Portsmouth. This was initially coordinated by senior officers from HNB and the strategy unit and contains representatives from across the whole council. The operational lead for the Homes for Ukraine and ARAP scheme remains within HNB, and two 12-month fixed term dedicated resources are located with Housing Needs Advice and Support (HNAS). Strategic coordination is provided by Director for HNBS, Head of HNAS and Corporate Strategy Manager.
- 3.13.3 Further consideration will be given to the capacity of the current arrangements and a further dedicated role to coordinate the work.

#### **4. Reasons for recommendations**

- 4.1 This report provides an update on the previous report to cabinet including an update to reflect the national Ukrainian schemes that have been set up and the new dispersal model. This information is all for noting. Cabinet are also being asked to agree that people under the Homes for Ukraine Scheme that leave the national programme should, where appropriate, still be supported by the EC Roberts Centre caseworkers.

#### **5. Integrated impact assessment**

- 5.1 No integrated impact assessment has been undertaken because the individual projects and key activities within the support offered would be subject to their own assessments.

#### **6. Legal implications**

- 6.1 The legal implications are quite wide but not such as to be unique to PCC in that as the report outlines those placed or residing within the PCC administrative area will be able to access facilities based upon status, health, need and the usual triggering engagements. Those who are requiring assistance will be able to access under the Children Act (child in need etc), or the relevant Health Act legislation etc, the point being that once we have accepted the responsibility then we are assuming a competency and resource base to discharge that duty. So far as UAM's are concerned that is a situation that PCC has taken a position on in the recent past and as stated above will continue to do so dependent upon the influx and the ability for PCC to be able to manage a cohort that is by definition not settled.

#### **7. Director of Finance & Resources' comments**

As detailed in the report, the costs that are being incurred on running the schemes are well within the funding levels received and there are currently no unfunded cost pressures for the Council. In addition to the scheme's direct costs, the funding will be used to pay for staff who are seconded from their

substantive posts. The risk that, where host family and guest relationships breakdown, there may be a future need to find asylum seekers alternative accommodation, adding to Temporary Accommodation pressures in the City, will need to be carefully monitored and managed.

Signed by:

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

.....  
Sarah Daly  
Director of Children & Families

**Appendices:**

Appendix 1 - Letter from Lord Harrington asking authorities to pledge support to Afghan migrants..

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

Report to Portsmouth City Council Cabinet on 11<sup>th</sup> January 2022 - "Portsmouth City Council Support to Asylum Seekers and Resettlement Programmes" - [Portsmouth Support for Asylum Seekers.pdf](#)

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

.....  
Signed by:

## Letter from Lord Harrington re Pledges to Support Afghan Scheme



Lord Richard Harrington  
*Minister for Refugees*



Home Office and Department for Levelling  
Up, Housing and Communities  
2 Marsham Street  
London SW1P 4DF

Email: PSRichardHarrington@levellingup.gov.uk

27 June 2022

Dear Chief Executive,

### Resettlement Pledges for 2022/23

I am writing with regards to the UK's commitment to Afghanistan. Since I became the Minister for Refugees earlier this year I have had the pleasure of meeting and working with many of you to discuss the Ukraine situation. I continue to be hugely grateful and impressed with the work, engagement and leadership Local Authorities have played in delivering the Homes for Ukraine scheme, as you also did with those fleeing from Syria and more recently, in welcoming Afghan families to the UK.

Earlier this month I laid out in Parliament that in line with the Government's standing commitment to resettle those fleeing Afghanistan, that we will shortly be opening new pathways to resettle more of the most vulnerable people to a safe life in the UK. We are all aware of the importance of settling and integrating those arriving under this scheme as quickly as possible and accordingly, we need to increase the number of pledges and offers of accommodation.

I am determined to move both existing and new arrivals out of bridging accommodation as quickly as possible to help people integrate most successfully into their new lives in the UK. As such, I am asking all councils to again help through bringing forward the most generous number of pledges possible for placements for the year ahead. In addition to our Afghan schemes, I am committed to resettling refugees under the UK Resettlement Scheme (UKRS) and I also seek your support and pledges for UKRS. To register your pledges, I would be very grateful if you could contact your regional strategic migration partnership (details provided in the attached Annex) so we can ensure coordination at a regional level.

As you consider what you are able to pledge, I thought it might be helpful to give you a sense of the challenge over the coming year, issues I know that many councils are all too familiar with:



- There are c.12,000 Afghans in bridging hotels, with c.10,500 requiring accommodation. We require more than 2,000 additional properties to move these families out of bridging and into settled accommodation. With 68% of the population being larger families, we need over 500 4-bedroom houses. We welcome offers of closely co-located smaller properties, for larger families to be split where the makeup of the family allows.
- As of week commencing 13 June 2022, we have fewer than 100 properties available to us to match to families.
- Arrivals under the Afghan Relocations and Assistance Policy (ARAP) are forecast to continue, at a rate of up to 500 per month.
- We expect 2,000 referrals from the UNHCR this year under the Afghan Citizens Resettlement Scheme (ACRS) pathway 2.
- We could see up to 1,500 arrivals under ACRS pathway 3.

The annex to this letter sets out some of the basic information about the schemes, including the grant funding packages, an indication of the accommodation and integration support needed and information about the matching process. More information is available from your strategic migration partnership.

I am acutely aware that this ask comes at a time when we are asking a lot of you in our support for Ukraine and at a time when the private rented sector is particularly challenging. I understand the pressures that this puts on you; the collective challenge for us is significant.

We have a number of initiatives underway to support with this challenge. We plan to make it easier for you to access the £25.5m Housing Costs fund, to help you meet the costs of housing. We are working with councils to develop the Find Your Own Accommodation Pathway (via the private rented sector) and have provided flexibility in our funding instructions, allowing councils to receive funding for families moving to properties in this way. We are reaching out to landlords, property developers and the wider private rented sector, including Rightmove, to encourage further offers of properties, either directly to local authorities or through our housing portal, which was set up to allow people to submit offers of housing support for people arriving from Afghanistan. We are also working with education establishments on the conversion of properties that we hope can be used as long-term accommodation for families.

I am keen to discuss other ways that we can collectively address this very real challenge. I hope to continue to speak to colleagues over the following weeks and months and always welcome any opportunity to discuss your thoughts and ideas. I would be grateful if you shared this letter with your local authority elected leaders.

Should you wish to speak with me directly, please do not hesitate to get in contact. I firmly believe that working together we can get there; the reward is seeing lives of thousands of people – mothers, fathers, children – transformed.

Yours sincerely,



*Richard*

Lord Harrington

**Minister of State for Refugees**

# Agenda Item 6

**Decision maker:** Cabinet 27<sup>th</sup> Sept 2022

**Subject:** Revenue Budget Monitoring 2022/23 (First Quarter) to end June 2022

**Report by:** Director of Finance & Resources

**Wards affected:** All

**Key decision (over £250k):** No

## 1. Purpose of Report

1.1 The purpose of this report is to update members on the current Revenue Budget position of the Council as at the end of the first quarter for 2022/23 in accordance with the proposals set out in the "Portsmouth City Council - Budget & Council Tax 2022/23 & Medium Term Budget Forecast 2023/24 to 2025/26" report approved by the City Council on 15<sup>th</sup> February 2022.

## 2. Recommendations

2.1 It is recommended that:

(i) The General Fund Forecast Outturn for 2022/23 (as at 30<sup>th</sup> June 2022) be noted consisting of:

- £2,991,300 overspend (before the Employers 2022/23 Pay Offer of a flat increase to all Spinal Column Points of £1,925); and
- £6,791,300 overspend (after the pay offer)

The overspend is analysed as follows:

<b>FORECAST OUTTURN 2022/23</b>		<b>£000</b>
Forecast Net Overspend (before transfers to/from) Reserves		8,121.1
Less Expenditure funded from Corporate Contingency:		
	Covid-19 Costs	(2,643.7)
	Windfall Costs	(2,127.0)
Less Transfers From Portfolio / Cabinet Reserve:		
	Overspendings (in accordance with approved Council resolutions)	(856.9)
Add Transfers to Portfolio and Other Reserves:		
	Underspendings (in accordance with approved Council resolutions)	497.8

<b>Forecast Net Overspend Before 2022/23 Pay Award</b>	<b>2,991.3</b>
Impact of Employers Pay Offer of a Flat Increase of £1,925	3,800.0
<b>Overall Forecast Net Overspend 2022/23 (after Pay Award)</b>	<b>6,791.3</b>

- (ii) The forecast additional spending and forgone income as consequence of the continuing impact of the Covid-19 Pandemic totalling £2.64m be noted
- (iii) Members note that the financial consequences arising during 2022/23 from the Covid-19 pandemic will be met from the provision held within the Council's Corporate Contingency which was set aside specifically for this purpose as approved by City Council on 15<sup>th</sup> February 2022.
- (iv) Members note the impact of the overspending capital schemes outlined in Section 7 and the consequent effect this will have on the availability of new capital resources to fund new capital schemes commencing in April 2023.
- (v) Members note that in accordance with approved policy as described in Section 8, any actual non Covid-19 overspend at year end will in the first instance be deducted from any Portfolio Reserve balance and once depleted then be deducted from the 2023/24 Cash Limit.
- (vi) Directors, in consultation with the appropriate Cabinet Member, consider options that seek to minimise any forecast non Covid-19 overspending presently being reported and prepare strategies outlining how any consequent reduction to the 2023/24 Portfolio cash limit will be managed to avoid further overspending during 2023/24.
- (vii) Cabinet plan for placing up to £3m of contractually uncommitted Capital Schemes on "hold" pending the outcome of the cost and funding reviews described in Paragraphs 7.1 and 7.3.

### **3. Background**

- 3.1 A Budget for 2022/23 of £173,501,200 was approved by City Council on 15<sup>th</sup> February 2022. This level of spending enables a contribution to General Reserves of £0.1m since in year income exceeds in year expenditure.
- 3.2 The Budget approved by City Council in February 2022 included provision within the Corporate Contingency of £4.5m to meet estimated Covid-19 related costs and lost income during 2022/23.
- 3.3 Along with the summary of the forecast full year variances as usually reported through these quarterly budget monitoring reports, this Quarter 1 report also includes an updated assessment of the financial impact on the Councils capital programme as a consequence of the high levels of inflation currently being experienced on building materials and labour costs.
- 3.4 Since the 15<sup>th</sup> February City Council meeting, the Council has been allocated additional one off non ring-fenced grants totalling £436,500 in 2022/23. In order to

achieve the Government's priorities in these areas, service budgets have been adjusted as appropriate. In addition, due to a change in the Government scheme relating to the COVID-19 Additional Relief Fund a Section 31 Grant totalling £2,620,900 has been received to reimburse Covid-19 Collection Fund Deficits that will arise from the granting of this relief. This has been transferred to an earmarked reserve to be released back to the General Fund when the resulting Collection Fund Deficit impacts the General Fund in 2023/24. This results in a neutral impact on the Council over the period 2022/23 to 2023/24. Finally, Portfolio overspendings relating to 2021/22 within Climate Change & Environment Portfolio (£67,200) and Culture, Leisure and Economic Development (£4,600) has been deducted from 2022/23 cash limits in accordance with Council policy.

3.5 In summary, changes to the budget as approved on 15<sup>th</sup> February 2022 are as follows:

	£
<b>Budget Approved 15<sup>th</sup> February 2022</b>	<b>173,501,200</b>
Staying Close Grant - Children's Social Care	272,300
Extended Personal Advisor Duty (New Burden)	28,000
Delay of Implementation of CARF Until 2022/23 (s31 Grant)	2,620,900
Section 31 Support for care leavers at risk of rough sleeping Grant	35,600
Charging Reform Grant - Adult Social Care	100,600
Clawback of 2021/22 Overspending	(71,800)
<b>Adjusted 2022/23 Budget</b>	<b>176,486,800</b>

3.6 This is the first quarter monitoring report of 2022/23 and reports on the forecast 2022/23 outturn as at the end of June 2022. The forecasts summarised in this report are made on the basis that management action to address any forecast overspends are only brought in when that action has been formulated into a plan and there is a high degree of certainty that it will be achieved.

3.7 Any variances within Portfolios that relate to windfall costs or windfall savings will be met / taken corporately and not generally considered as part of the overall budget performance of a Portfolio. "Windfall costs" are defined as those costs where the manager has little or no influence or control over such costs and where the size of those costs is high in relation to the overall budget controlled by that manager. "Windfall costs" therefore are ordinarily met corporately from the Council's central contingency. A manager / Cabinet Member however, does have an obligation to minimise the impact of any "windfall cost" from within their areas of responsibility in order to protect the overall financial position of the Council. Similarly, "windfall savings" are those savings that occur fortuitously without any manager action and all such savings accrue to the corporate centre.

#### 4. Forecast Revenue Outturn 2022/23 – As at end June 2022

4.1 At the first quarter stage the General Fund Revenue Outturn for 2022/23 is forecast to be overspent by £2,991,300. This is represented in the tables shown in paragraphs 4.2 and 4.3. Paragraph 4.2 represents the financial position before any transfers to

and from Portfolio and Other Reserves. Paragraph 4.3 shows the overall financial position of the Council once "windfall costs" have been funded and Portfolio Reserves have been used to fund any remaining overspendings.

- 4.2 The Quarter 1 General Fund Outturn before transfers to / from Reserves is an overall overspend of £8,121,100. After releases from Contingency (to fund Covid related costs of £2,643,700 and Windfall Costs of £2,127,000), there is a net forecast overspend of £3,350,400 as summarised below.

	<b>Total Portfolio Variance</b>	<b>Less Covid-19 Related Costs Met From Contingency</b>	<b>Net Variance</b>
	£	£	£
Children, Families & Education	1,860,700	(1,028,700)	832,000
Communities & Central Services	1,679,600	(100,000)	1,579,600
Climate Change & Environment	314,400	0	314,400
Culture, Leisure & Economic Development	1,029,900	0	1,029,900
Health, Wellbeing & Social Care	2,314,000	0	2,314,000
Housing & Preventing Homelessness	415,400	0	415,400
Leader	12,000	0	12,000
Port	1,953,000	(1,485,000)	468,000
Planning Policy & City Development	277,600	0	277,600
Safety in the Community	70,000	0	70,000
Licensing Committee	0	0	0
Traffic & Transportation	(75,500)	(30,000)	(105,500)
<b>Total Portfolio Variance</b>	<b>9,851,100</b>	<b>(2,643,700)</b>	<b>7,207,400</b>
Levies	(2,700)		(2,700)
Treasury Management	(2,077,300)		(2,077,300)
Other Misc. - Portico	350,000		350,000
<b>Total Budget Variance</b>	<b>8,121,100</b>	<b>(2,643,700)</b>	<b>5,477,400</b>
Other Costs - Met from Corporate Contingency			(2,127,000)
<b>Total General Fund Variance (Excluding Pay Award)</b>			<b>3,350,400</b>

- 4.3 As described above, the forecast Portfolio variances do not take account of:

- i) Windfall costs funded by the Council's Corporate Contingency
- ii) Transfers from Portfolio Reserves to fund Portfolio Overspendings

- iii) Transfers to Portfolio and Other Reserves for forecast Underspendings
- iv) Employers 2022/23 pay offer of a flat increase to all Spinal Column Points of £1,925.

These are taken into account in the table below and illustrate that after transfers to and from Reserves, the Council is forecasting an overall overspend of £2,991,300 before the Employers 2022/23 Pay Offer and £6,791,300 after this pay offer.

	<b>Net Portfolio Variance</b>	<b>Less Windfall and Exceptional &amp; Significant Items</b>	<b>Transfers (from)/to Portfolio/ Parking Reserves</b>	<b>Total Variance Excluding Covid-19 Costs</b>
	£	£	£	£
Children, Families & Education	832,000	(100,500)		731,500
Communities & Central Services	1,579,600	(1,201,700)	(377,900)	0
Climate Change & Environment	314,400			314,400
Culture, Leisure & Economic Development	1,029,900	(1,042,200)	12,300	0
Health, Wellbeing & Social Care	2,314,000	(232,000)	(478,500)	1,603,500
Housing & Preventing Homelessness	415,400	(415,200)	(200)	0
Leader	12,000	(11,700)	(300)	0
Port	468,000	(468,000)		0
Planning Policy & City Development	277,600	(119,600)		158,000
Safety in the Community	70,000			70,000
Licensing Committee	0			0
Traffic & Transportation	(105,500)	(380,000)	485,500	0
<b>Total Portfolio Variance</b>	<b>7,207,400</b>	<b>(3,970,900)</b>	<b>(359,100)</b>	<b>2,877,400</b>
Levies	(2,700)			(2,700)
Treasury Management	(2,077,300)			(2,077,300)
Other Misc. - Portico	350,000			350,000
Energy Costs in Excess of Contingency Provision		1,843,900		1,843,900
<b>Overall Variance (Excl. Pay Award)</b>	<b>5,477,400</b>	<b>(2,127,000)</b>	<b>(359,100)</b>	<b>2,991,300</b>
Impact of Employers Pay Offer of a Flat Increase of £1,925				3,800,000
<b>Overall Variance</b>	<b>5,477,400</b>	<b>(2,127,000)</b>	<b>(359,100)</b>	<b>6,791,300</b>

## 5. Quarter 1 Budget Variations – Forecast Outturn 2022/23

### 5.1 Children, Families & Education – Non Covid-19 related Overspend £832,000 or After windfall costs £731,500; Covid-19 related costs funded from Corporate Contingency £1,028,700

The cost of Children, Families & Education is forecast to be £832,000 higher than budgeted.

The Non Covid-19 overspend is largely due to: Higher Home to School Transport costs totalling £658,000; the cost of placements for children with disabilities who have exceptionally high needs and rising numbers of families with no recourse to public funds (£392,000); higher Looked after Children costs of £456,000 due to a small number of very high cost semi residential placements and higher utility costs across the Portfolio totalling £101,000. These costs are offset by additional grant received in respect of Unaccompanied Asylum Seeking Children totalling £642,000 and staff vacancies within School Improvement and Inclusion Services (£145,000).

Additional costs expected to arise as a result of the pandemic total £1.0m; primarily due to higher costs relating to Looked After Children (£0.8m) due to a delay in the implementation of planned savings (expected now to be implemented by April 2023) and additional staffing costs arising from an increase in referrals leading to more children being subject to a child protection plan (£0.2m). These costs will be met from Corporate Contingency.

### 5.2 Communities & Central Services – Non Covid-19 related Overspend £1,579,600 or After Transfer From Portfolio Reserve and windfall costs Nil; Covid-19 related costs funded from Corporate Contingency £100,000

The cost of Communities & Central Services is forecast to be £1,579,600 higher than budgeted.

Overspending relating to non COVID-19 activity of £1.6m is currently being forecast. Of this £1.1m relates to higher utility costs relating to the Civic Offices; forecast overspending within Human Resources of £70,000 as a result of reduced income from traded services and funding for Wellness Support ending; Information Services is forecast to overspend by £293,000 due to a delay in the Office 365 project (of which £168,000 relates to delayed staff savings) and the introduction of Universal Credit for new clients from September 2018 has resulted in a fall in the level of subsidy received for rent allowances and rent rebates of £100,000 (this is a windfall cost and will be met from Corporate Contingency - see Para 3.7).

Following the pandemic there is shortage of available court dates relating to recovery action on overdue Council Tax. This delay is forecast to result in a shortfall in court fee income of £0.1m. These costs will be met from Corporate Contingency.

### 5.3 Climate Change & Environment – Non Covid-19 related Overspend £314,000

The cost of Climate Change & Environment is forecast to be £314,000 higher than budgeted.



The Overspend is entirely as a consequence of reduced income within the Waste Disposal Service due to falling recycling income, reduced Energy Recovery Facility and Material Recycling Facility income and a reduction in recycling credits. The volatility of commodity prices continues due to the uncertain economic climate combined with ongoing pressure of increased kerbside refuse tonnages, which remain higher than pre-pandemic levels because of the trend towards home working.

5.4 Culture, Leisure & Economic Development – Non Covid-19 related Overspend £1,029,900 or After Transfer To Portfolio Reserve costs and windfall costs Nil;

The cost of Culture Leisure & Economic Development is forecast to be £1,029,900 higher than budgeted.

Overspending relating to non COVID-19 activity of £1.0m is forecast as a consequence of increased utility costs at leisure sites operated by BH Live.

5.5 Health, Wellbeing and Social Care – Non Covid-19 related Overspend £2,314,000 or After Transfer From Portfolio Reserve and windfall costs £1,603,500

The cost of Health, Wellbeing and Social Care is forecast to be £2,314,000 higher than budgeted.

Overspending relating to non COVID-19 activity of £2.3m is currently being forecast.

Higher than anticipated care package costs and higher client numbers within Domiciliary and Nursing Care totalling £1.8m are currently forecast. Due to increasing client numbers, Supported Living and Residential Care are also forecasting expenditure in excess of budget of £125,000. In addition a further £232,000 relates to higher utility costs within Adult Social Care buildings.

5.6 Housing & Preventing Homelessness – Non Covid-19 related Overspend £415,400 or After Transfer From Portfolio Reserve and windfall costs Nil;

The cost of Housing is forecast to be £415,400 higher than budgeted.

The forecast overspend of £0.4m is as a consequence increased demand for temporary accommodation within the City. This is a windfall cost and will be met from Corporate Contingency (Para 3.7)

5.7 Leader – Non Covid-19 related Overspend £12,000 or After Transfer From Portfolio Reserve and windfall costs Nil

The cost of Leader is forecast to be £12,000 higher than budgeted.

The net forecast overspending of £12,000 has arisen as result of the Emirates sponsorship agreement of the Spinnaker Tower expiring and a replacement sponsor still being sought (£0.7m). Due to the uncertainty around the timing of any new sponsorship arrangement, budget provision for this loss had been made in the Council's Corporate Contingency. This income loss is offset by net additional rental income from the Property Portfolio (£0.7m). Both of these are windfall items and are therefore accommodated corporately from within the Council's Contingency.

5.8 Port – Non Covid-19 related Overspend £468,000 or After windfall costs Nil; Covid-19 related costs funded from Corporate Contingency £1,485,000

The overall net General Fund contribution by the Port excluding the impact of Covid-19 is forecast to be £468,000 lower than target. This shortfall is entirely as a consequence of higher utility costs being experienced at the Port.

Due to a net reduction in port dues because of reduced traffic passing through the Port, net income as a consequence of the COVID-19 Pandemic is £1.5m lower than originally budgeted. The income shortfall will be met from Corporate Contingency.

5.9 Planning Policy & City Development – Non Covid-19 related Overspend £277,600 or After windfall costs £158,000

The cost of Planning Policy & City Development is forecast to be £277,600 higher than budgeted.

The Planning Development Control Service is currently forecast to overspend by £296,100 as a consequence of Agency Staff employed within the service to assist with clearing the back log of planning applications and a shortfall in Planning income.

£119,600 of this overspending relates to Planning Application Fee income which is a windfall cost and will be met from the Corporate Contingency allocation (Para 3.7).

5.10 Safety in the Community Non Covid-19 related Overspend £70,000

The cost of Safety in the Community is forecast to be £70,000 higher than budgeted. Licensing income arising from Housing Regulations is forecast to be £60,000 less than budgeted due to the number of currently unlicensed properties required to become licensed being lower than originally expected.

5.11 Traffic and Transportation – Non Covid-19 related Underspend £105,500 or After Transfer To Parking/PFI Reserve and windfall costs Nil; Covid-19 related costs funded from Corporate Contingency £30,000

The cost of Traffic and Transportation is forecast to be £105,500 lower than budgeted.

Underspending relating to non COVID-19 activity of £105,500, is primarily as a result of lower Concessionary Travel payments to bus operators due to significantly lower passenger miles travelled (£0.6m) and Staff Vacancies (£0.1m) offset by higher Street Lighting Utility costs (£0.3m), a fall in Park & Ride Income due to lower passenger numbers (£0.2m) and reduced coach volumes departing from the Hard Interchange leading to a shortfall in income (£0.1m).

Additional net expenditure expected to arise as a result of the pandemic totals £30,000. These costs will be met from Corporate Contingency.

5.12 Treasury Management – Underspend £2,077,300

This budget funds all of the costs of servicing the City Council's long term debt portfolio that has been undertaken to fund capital expenditure. It is also the budget that receives all of the income in respect of the investment of the City Council's

surplus cash flows. As a consequence, it is potentially a very volatile budget particularly in the current economic climate and is extremely susceptible to both changes in interest rates as well as changes in the Council's total cash inflows and outflows.

#### 5.13 Other Miscellaneous - Portico - Overspend £350,000

Due to a reduction in income, Portico is forecasting an increased loss totalling £350,000.

#### 5.14 Corporate Contingency – Non Covid-19 related releases £2,127,000; Covid-19 related releases £2,643,700

As at Quarter 1, windfall costs totalling £4,770,700 are being forecast which will be met from Corporate Contingency. (Para 3.7)

Items identified as windfall or exceptional and significant costs in this Quarter 1 report are:

Loss of Housing Benefit Subsidy (windfall)	£100,000
Homelessness (windfall)	£415,200
Spinnaker Tower Sponsorship (windfall)	£700,000
Commercial Property Income (windfall)	(£688,300)
Planning Development Control Fee Income (windfall)	£119,600
Covid-19 (windfall)	£2,643,700
Contingency Provision for exceptional Utility Costs	1,480,500
<b>Total Windfall and Exceptional &amp; Significant Costs</b>	<b>£4,770,700</b>

Portfolios are currently forecasting increased utility costs of £3,324,400 which is £1,843,900 in excess of the Contingency Provision provided for this known risk.

## 6. Transfers From/To Portfolio Specific Reserves

6.1 In November 2013, Full Council approved the following changes to the Council's Budget Guidelines and Financial Rules:

- Each Portfolio to retain 100% of any year-end underspending and to be held in an earmarked reserve for the relevant Portfolio
- The Portfolio Holder be responsible for approving any releases from their reserve in consultation with the Section 151 Officer
- That any retained underspend (held in an earmarked reserve) be used in the first instance to cover the following for the relevant portfolio:
  - i) Any overspendings at the year-end
  - ii) Any one-off Budget Pressures experienced by a Portfolio

- iii) Any on-going Budget Pressures experienced by a Portfolio whilst actions are formulated to permanently mitigate or manage the implications of such on-going budget pressures
  - iv) Any items of a contingent nature that would historically have been funded from the Council's corporate contingency provision
  - v) Spend to Save schemes, unless they are of a scale that is unaffordable by the earmarked reserve (albeit that the earmarked reserve may be used to make a contribution)
- Once there is confidence that the instances i) to v) above can be satisfied, the earmarked reserve may be used for any other development or initiative

6.2 The forecast balances on Portfolio Reserves are set out below:

<b>Portfolio/Committee</b>	<b>Balance Brought Forward</b>	<b>Approved Transfers</b>	<b>Forecast Under/(Over) Spending</b>	<b>Balance Carried Forward</b>
	£	£	£	£
Children, Families & Education	199,300	(199,300)		0
Communities & Central Services	845,000	(302,800)	(377,900)	164,300
Climate Change & Environment	195,000	(195,000)		0
Culture, Leisure & Economic Development	50,000	(50,000)	12,300	12,300
Health, Wellbeing & Social Care	478,500	0	(478,500)	0
Housing & Preventing Homelessness	17,900	0	(200)	17,700
Leader	177,400	(100,400)	(300)	76,700
Port	2,758,300	(2,758,300)		0
Planning Policy & City Development	19,900	(19,900)		0
Safety in the Community	62,000	(62,000)		0
Traffic & Transportation	0			0
Licensing Committee	72,000			72,000
	<b>4,875,300</b>	<b>(3,687,700)</b>	<b>(844,600)</b>	<b>343,000</b>

## 7. Capital Programme Forecast of Outturn

- 7.1 On 15<sup>th</sup> February 2022, City Council approved a capital programme of expenditure totalling £1.084bn. As a result of the current high levels of inflation being experienced on building materials and labour costs, a full review of the forecast spend on all capital schemes as at the end of Quarter 1 has been undertaken. This has identified pressures across the Capital Programme of circa £8.6m with the main driver of this forecast cost increase being the Border Control Point at £6.2m.
- 7.2 Whilst there are financial pressures across a number of Capital Schemes, work is underway to evaluate opportunities to engineer schemes for cost reduction as well as engaging with Central Government Departments for additional grant funding.
- 7.3 The indicative level of new Corporate Resources available to fund identified overspending of approved capital schemes and new scheme starts in 2023/24 is £9.1m.

- 7.4 As a consequence of approved capital schemes currently being forecast to require an increased call on Corporate Resources of circa £8.6m, available capital resources to fund new schemes commencing in April 2023 are likely to be extremely limited and, in all likelihood, will be restricted to new investment that mitigates the risk of service failure only (e.g. high priority building maintenance) and schemes that are of an Invest to Save nature that can be funded by Prudential Borrowing.
- 7.5 Cabinet are therefore recommended to plan for placing up to £3m of contractually uncommitted Capital Schemes on "hold" pending the outcome of the cost and funding reviews described above.

## **8. Conclusion - Overall Financial Summary**

- 8.1 Before the impact of the Employers 2022/23 pay offer the overall 2022/23 forecast outturn for the City Council as at the end of June 2022 is forecast to be £179,478,100. This is an overall overspend of £2,991,300 against the Adjusted Budget. This overspend is forecast to rise to £6,791,300 after the Employers current pay offer is taken into account.
- 8.2 The forecast takes account of all known variations at this stage, but only takes account of any remedial action to the extent that there is reasonable certainty that it will be achieved.
- 8.3 The overall overspend has been mitigated only by the use of the Council's forecast contingency of £4.8m and the drawdown from Portfolio Reserves of £0.8m.
- 8.4 The overall financial position is deemed to be "red" as in year expenditure exceeds in year income, although the Council's Corporate Contingency has sufficient funding to meet this "in year" overspending if required. The overspending however, may indicate financial difficulties for Portfolios in future years particularly as Portfolio Reserves are largely depleted (paragraph 6.2).
- 8.5 The overall financial forecast for Quarter 1 for the whole Council is a cause for concern with significant forecast utilities overspends across all Portfolio's totalling a combined pressure of £3.3m (£1.8m in excess of the Contingency provision) and significant forecasts overspends in the areas of Home to School Transport (£0.7m), Family Safeguarding (£0.4m), Looked after Children (£0.5m), Information Technology (£0.3m), Waste Disposal (£0.3m), Domiciliary & Nursing Care (£1.8m), Temporary Accommodation (£0.4m) and Planning Development Control (£0.3m).
- 8.6 Whilst the approved Budget 2022/23 originally sought to remedy unavoidable budget pressures, world events since the budget was approved in February have introduced new pressures or exacerbated known pressures. As a consequence there remains longer term uncertainty relating to further increases in demand. Should this persist, the Council's savings requirements in the future could rise. Consequently, it is recommended that Directors continue to work with the relevant portfolio holder to consider measures to significantly reduce the adverse budget position presently being forecast by Portfolios with a view to eliminating deficits in the medium term, and any necessary decisions presented to a future meeting of the relevant Portfolio.

- 8.7 Where a Portfolio is presently forecasting a net overspend, in accordance with current Council policy, any overspending in 2022/23 which cannot be met by transfer from the Portfolio Specific Reserve will be deducted from cash limits in 2023/24 and therefore the appropriate Directors in consultation with Portfolio Holders should prepare an action plan outlining how their 2022/23 forecast outturn or 2023/24 budget might be reduced to alleviate the adverse variances currently being forecast.
- 8.8 Based on the Budget of £176,486,800 the Council will remain within its minimum level of General Reserves for 2022/23 of £8.0m as illustrated below:

	<b>£m</b>
General Reserves brought forward at 01/04/2022	21.424
<b>Less:</b>	
Forecast Overspend 2022/23	(2.991)
<b>Less:</b>	
Planned Contribution to General Reserves 2022/23	0.1
Forecast General Reserves carried forward into 2022/23	18.533

- 8.9 Capital schemes are currently forecasting an increased call on Corporate Capital resources of circa £8.6m that cannot be met from underspending elsewhere within the relevant Portfolio's Capital Programme. As a consequence, it would be prudent to review the current approved capital programme and for Cabinet to plan for placing up to £3m of contractually uncommitted Capital Schemes on "hold" pending the outcome of the cost and funding reviews outlined in Section 7. It is likely that the funding for any new schemes commencing in April 2023 will be extremely limited and, in all likelihood, be restricted to new investment that mitigates the risk of service failure only (e.g. high priority building maintenance) and schemes that are of an Invest to Save nature that can be funded by Prudential Borrowing.

## 9. City Solicitor's Comments

- 9.1 The City Solicitor is satisfied that it is within the Council's powers to approve the recommendations as set out.

## 10. Equalities Impact Assessment

- 10.1 This report does not require an Equalities Impact Assessment as there are no proposed changes to PCC's services, policies, or procedures included within the recommendations.

.....

**Chris Ward**  
**Director of Finance & Resources**

**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 –

<b>Title of Document</b>	<b>Location</b>
Budget & Council Tax 2022/23 & Medium Term Budget Forecast 2023/24 to 2025/26	Office of Deputy Director of Finance
Electronic Budget Monitoring Files	Financial Services Local Area Network

The recommendations set out above were:

Approved / Approved as amended / Deferred / Rejected by the Cabinet on 27<sup>th</sup> September 2022

Signed: .....

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# Agenda Item 8



Portsmouth  
CITY COUNCIL

<b>Title of meeting:</b>	Cabinet
<b>Date of meeting:</b>	27 <sup>th</sup> September 2022
<b>Subject:</b>	'Making' the Milton Neighbourhood Plan.
<b>Report by:</b>	Ian Maguire, Assistant Director of Planning & Economic Growth
<b>Wards affected:</b>	Milton, Baffins, (abuts Central Southsea / Eastney and Craneswater)
<b>Key decision:</b>	Yes
<b>Full Council decision:</b>	Yes

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## 1. Purpose of report

- 1.1 To approve the Milton Neighbourhood Plan to proceed to full Council on the 11<sup>th</sup> October 2022 with a recommendation for the Plan to be adopted as part of the Development Plan for Portsmouth.

## 2. Recommendations

- 2.1 To note the result of the public referendum on the Milton Neighbourhood Plan held on the 18<sup>th</sup> of August (88.7% in favour).
- 2.2 To recommend that a report goes to full Council seeking that the Milton Neighbourhood plan is made and adopted as part of the Development Plan for Portsmouth enabling it to be used in the determination of planning decisions for the part of the city that the Milton Neighbourhood Plan covers.

## 3. Background

- 3.1 The Milton Neighbourhood Planning Forum has prepared and submitted a Neighbourhood Plan to Portsmouth City Council. This document known as the 'Milton Neighbourhood Plan' sets out a planning strategy to meet future development needs in the Milton Neighbourhood Plan Area of the city for the period to 2038. The Neighbourhood Plan Area covers part of Milton and Baffins Wards, and its boundary adjoins Eastney and Craneswater and Central Southsea Wards (see background papers). The Neighbourhood Plan contains planning policies to guide decision making on planning applications in this area of the city. The Neighbourhood Plan would form part of the Development Plan for Portsmouth in the relevant area and would be read alongside the Local Plan produced by the City Council.



- 3.2 The process for producing Neighbourhood Plans is set out in *The Neighbourhood Planning (General) Regulations 2012 (as amended)* ('*The Regulations*'). The content and scope of the Milton Neighbourhood Plan has been tested on its consistency with the *National Planning Policy Framework (NPPF)* and *National Planning Practice Guidance (PPGs)*, and Portsmouth's Local Plan and the justification provided by the Neighbourhood Plan's evidence base. The Plan needed to be found sound in order to be 'made' (adopted) by the Council. An Examination carried out between January and May 2022 considered the soundness of the Neighbourhood Plan and it was found to be sound by the appointed Examiner, providing a number of suggested modifications were made to some of the Neighbourhood Plan policies. These modifications were duly made and a Referendum held in accordance with the Regulations.

#### The Milton Neighbourhood Plan - progress to date

- 3.3 The Milton Neighbourhood Planning Forum was formally ratified and the Milton Neighbourhood Plan Area designated in June 2015 (re-designated in August 2020).
- 3.4 The Neighbourhood Planning Forum prepared the Neighbourhood Plan with input from the residents of the area through a number of consultation events, before going out to a full consultation (under regulation 14 of the Regulations) on their draft plan in April 2019. The Neighbourhood Planning Forum submitted the Neighbourhood Plan to Portsmouth City Council in the summer of 2021 who ran further consultation (under regulation 16 of the Regulations) including with statutory bodies and landowners between the 6th of September and the 18th of October 2021.
- 3.5 Following this consultation an independent Examiner was appointed for the Neighbourhood Plan, with the Examination taking place starting January 2022. The Examiner dealt with the majority of the proposed policies in the plan through written representation, however a hearing was required on Local Green Space / Open Space policy in the plan (April 2022) where the Examiner felt they needed further detail. Following the Examination in May 2022 the Examiner's report, with recommended modifications to the Neighbourhood Plan to make the plan sound, was received by the Council. Following these changes being made by the Council the plan progressed to referendum.

#### Referendum

- 3.6 The Milton Neighbourhood Plan went to referendum on the 18th of August 2022. The referendum was undertaken in line with the Neighbourhood Planning (Referendums) Regulations 2012, which governed the process of the referendum and publicity in the lead up to it.
- 3.7 At the referendum the following question was asked in line with Schedule 1 of the Neighbourhood Planning (Referendums) Regulations 2012: Do you want Portsmouth City Council to use the neighbourhood plan for Milton to help it decide planning applications in the neighbourhood area?



- 3.8 The turnout for the referendum was 20.7% with 1,379 (88.7%) of those who voted, voting in favour of the Neighbourhood Plan, compared to 174 against, 3 votes were void. In a Neighbourhood Plan referendum should more than half of those voting, vote in favour of the neighbourhood plan (as was the case in this instance), the plan is capable of being brought into force as part of the statutory Development Plan for the area.

#### **4 Reasons for recommendations**

- 4.1 The Milton Neighbourhood Plan has been developed in line with the regulatory requirements as set out the Planning and Compulsory Purchase Act (2004) and Neighbourhood Plan Regulations (2012). The Neighbourhood Plan has secured a majority public vote in favour at referendum in August 2022. The Council should therefore look to 'make' (adopt) the plan in line with Regulation 38A (4) of the Planning and Compulsory Purchase Act (2004)

#### **5. Integrated impact assessment**

- 5.1 No IIA is considered to be necessary in respect of the decision to take the Plan to referendum as the processes for such referenda are subject to national and local guidance that has already been subject to appropriate assessments

#### **6. Legal implications**

- 6.1 The decision to make the Milton Neighbourhood Plan is a legal requirement under the Planning and Compulsory Purchase Act 2004, where more than half of those voting in the referendum have voted in favour of the plan .
- 6.2 The only circumstance where the council should not make this decision is where the making of the plan would breach, or would otherwise be incompatible with, any EU obligation or any of the Convention rights (within the meaning of the Human Rights Act 1998).
- 6.3 It is not considered that the Milton Neighbourhood Development Plan would breach, or would otherwise be incompatible with, any such obligation or rights. Therefore, the council should now proceed to make the plan.
- 6.4 There is a requirement that the council will publish a formal decision statement as required under the Neighbourhood Planning (General) Regulations 2012 which will be undertaken following the decision of Full Council.

#### **7. Director of Finance's comments**

- 7.1 There are no direct financial implications as a result of approving the recommendations within this report.

Signed by:

**Appendices:**

Milton Neighbourhood Plan Referendum Version

**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:

<b>Title of document</b>	<b>Location</b>
Milton Neighbourhood Plan, Proposal Map (Submission Version)	Milton Neighbourhood Plan website ( <a href="http://www.miltonplan.org.uk">www.miltonplan.org.uk</a> )
Declaration of Results	Portsmouth City Council website <a href="http://portsmouth.gov.uk">Declaration of results (portsmouth.gov.uk)</a>

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

Signed by:



Milton Neighbourhood  
Development Plan  
Submission Version  
2021 - 2036



[www.miltonplan.org.uk](http://www.miltonplan.org.uk)

MILTON NEIGHBOURHOOD PLANNING FORUM

# Contents

Foreword .....	3
Policies .....	4
Overall Growth Strategy for Milton .....	4
Community .....	5
Community Facilities Policies COM1, COM 2. ....	6
Housing .....	7
Housing Policies HSG1, HSG2.....	8
Economy, Employment and Retail .....	9
Economy, Employment and Retail Policies EER1, EER2, EER3, EER4 .....	9
Place and Design .....	11
Place and Design Policies PLD1.....	12
Natural Environment.....	14
Natural Environment Policies ENV1, ENV2. ....	17
Milton Heritage Policy MH1.....	19
Transport .....	20
Transport Policies TSP1, TSP2. ....	22
Special Policy Area - St James' Hospital Site .....	24
Policy STJ1.....	26
Special Policy Area - Langstone Campus .....	29
Policy LAN1.....	32

Following amendments made by the examination process, references to page numbers in this document from other documents may differ marginally.

# MILTON NEIGHBOURHOOD PLAN

## Foreword

Welcome to the Neighbourhood Plan for Milton, outlining a way forward for our area for the next 15 years.

Milton is an attractive place to live with much to enjoy including the Common, the Shoreline, Milton Market, the Village Hall, Milton and Bransbury Parks, the Beddow Library and the allotments. Its community spirit is one of the best in the City. We have a lot to be proud of and a lot to preserve.

There is pressure on the area to accommodate more development. We need a Neighbourhood Plan which will encourage development that meets the needs of residents, is benign on the local environment, wildlife and on our health and well-being whilst being economically beneficial to landowners and the City in the long term. We want to encourage development contributing to a sense of place which adopts high-quality designs in keeping with what already exists.

Too many residents and young families cannot afford a decent home. Our local population is ageing and requires more of the National Health Service and more in terms of specialised housing. We cannot travel freely, especially at peak times and weekends, and the chronic traffic congestion is compromising air quality and damaging our health.

We have two main sites for future development here in Milton, St James' Hospital and Portsmouth University's Langstone Campus. This long-term plan includes policies for these sites dealing with the major issues facing our area and our City; providing homes for all ages, families, single people, senior citizens and those with supported-care needs, school-places for children and preserving and enhancing the green spaces, whilst protecting the Internationally Designated Langstone Harbour. This plan tries to meet these objectives.

Volunteers who care about the future have put it together. It is a community vision formed out of consultation, evidence, and a shared experience and a desire to improve Milton's future.

Rod Bailey  
Chair Milton Neighbourhood  
Planning Forum

Janice Burkinshaw  
Chair Milton Neighbourhood  
Forum

# Policies

This Neighbourhood Plan contains policies for development management and will apply until 31 December 2036. Most of the policies apply across the neighbourhood area. The exceptions to this are the special policy areas, which apply to specific areas and buildings as shown on the proposals map.

The recommendation of the Independent Panel on Climate Change requires effective action to be taken within the next 10 years and the Council's Zero Carbon Emissions Target of 2030 going further than the Climate Change Act of 2008. The urgency is underlined by the fact that planning permissions can be implemented within 3 years and completed at any time thereafter and in these circumstances, policies are needed to prevent carbon intensive developments being built well into the next decade and to avoid undermining the fundamental purpose of recognising this emergency situation. The earlier the necessary steps are taken the less traumatic will be the transition and a tonne of carbon saved this year would be avoided for ever, and a tonne emitted will be causing global heating for ever.

The emergency declared by the Council implies a commitment that the Neighbourhood Plan Policies must achieve this reduction in emissions for which it could be held responsible. This places an additional responsibility on housing/buildings where the means are known whereby these could become carbon negative. There can be no justification for delay in reducing carbon from transport (a sector where carbon emissions are still increasing) or in the increase of renewable energy sources.

**The NPPF in Section 14 “Meeting the challenge of climate change, flooding and coastal change”** under para 148 requires the planning system to support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience, encourage the reuse of existing resources, including the conversion of existing buildings, and support renewable and low carbon energy and associated infrastructure.

Paragraphs 150 and 151 of the NPPF deal with strategies for greenhouse gas emissions and renewable and low carbon energy and are relevant here.

## Overall Growth Strategy for Milton

One of the basic conditions for a neighbourhood plan is to help achieve sustainable development. A key principle of the National Planning Policy Framework is the presumption in favour of sustainable development. This means planning for growth, but taking account of the interests of future generations. Sustainability has social, economic and environmental dimensions. **This principle aims to ensure the presumption in favour of sustainable development is recognised as a long-term objective, not to be mitigated by short-term remedies, but in Portsmouth generally, and Milton especially, that Presumption is disapplied by the presence of the Langstone Harbour Special Protection Area for Habitat Conservation as it forms the Milton Plan coastal boundary".** This means for the Neighbourhood Plan purposes, planning for growth is constrained by the Habitats Directive to ensure the long-term objective of securing uses complementing the wildlife habitats rather than harming them.

Growth in Milton will be concentrated around the redevelopment of part of the St James' Hospital site and possibly part of Langstone Campus. This will be augmented by the usual smaller-scale incremental development that is typical of urban areas.



To ensure that growth is sustainable, general policies are included on:

- Community Facilities
- Housing
- Economy, Employment and Retail
- Place and Design
- Natural Environment
- Local Heritage
- Transport

These are augmented by special policies for the main strategic sites, as follows:

- Special Policy Area – St James' Hospital Site
- Special Policy Area – Langstone Campus

## **Community**

### ***Purpose***

To maintain a balanced mix of uses, including a mix of community facilities to meet local need. This will reduce the need for car journeys, create a sustainable neighbourhood and maintain the present feel of Milton as a village within the City of Portsmouth.

### ***Rationale***

Community facilities are clustered around the southern and western edges of the plan area. Heavy use indicates a lack of suitable accessible meeting space. (see page 29 of Evidence Annex)

The NPPF in paragraphs 91-94 articulates the need for a balanced mix of uses to be maintained. This includes health, educational, leisure, retail and employment facilities within walking distance where possible. Adherence to these policies will ensure that Milton is a sustainable community and one that reduces the need for car journeys.

## Community Facilities Policies COM1, COM 2.

### COM1: Safeguarding Community Facilities

1. Proposals involving the loss of local community facilities will only be supported where:
  - a similar or better facility is provided in close proximity; or
  - it can be demonstrated that the community use is no longer viable.
2. Development of new Community Facilities will be encouraged. Existing community facilities include the following:
  - Beddow Library
  - Eastney Community Centre and Community café
  - Gisors Road 'Walled Garden'
  - Langstone Church and Hall with Nursery
  - Meon Middle & Infants School with Nursery
  - Milton Park Middle & Infants School with Nursery
  - Milton Village Hall and Pure Ground Community café
  - Moorings Way Primary School
  - St James Church (C of E) and Hall
  - The Barn in Milton Park
  - United Reform Church and Hall with Nursery
  - Wind in the Willows Nursery

### Interpretation

This policy seeks to ensure that the range of community facilities in the area remains undiminished. A list of local community facilities is below

### COM2: Development at Public Houses

1. Development to diversify the use of public houses will be supported, providing:
  - the use as a public house continues as part of the scheme.
  - there is no significant adverse impact on the amenities of any nearby residential properties;
2. Development involving the loss of a public house will only be supported where it can be shown that the use is no longer viable.

### Interpretation

This is an enabling policy for diversification of public houses. The policy looks to support public houses and their future use.

# Housing

## *Purpose*

In compliance with PCC's retained housing allocations and NPPF paras 59 – 72 the following policies will seek to deliver a supply of housing appropriate to local need.

Site allocations and infill policies will provide a mix of housing that will meet those needs and address deficiencies in the area. In addition to housing, mixed-use developments, that includes employment and community facilities will be supported. In an area with poor transport links this will help reduce the need for travel to access employment and community facilities.

## *Rationale*

The AECOM Housing Needs Analysis identifies a deficiency in housing supply at both ends of the demographic of Milton. (see page 14 of [Evidence Annex](#))

Of note is an entry level property is valued at £154,222, a figure that excludes roughly 70% of the local demographic. There is clearly a need for 3-5 room houses suitable for young families. There has been a 10.3% increase in one-person households, indicating a demand for smaller housing units.

There are growing numbers of people living on their own and a one bedroom flat priced at £105,000 is unaffordable to those on an income lower than £30,000 salient given the proportion of low wage earners in Milton.

Elderly people would prefer to remain in the area among their friends and family<sup>1</sup>. This not only contributes to improving health outcomes and downsizing has the potential to release family housing back to the market.

Elderly people would prefer to remain in the local area among their friends and family<sup>2</sup>. This contributes to improving health outcomes.

These policies are compliant with existing PCC policies PCS10, PCS19 and PCS21.

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<sup>1</sup> Comments on many consultations and public events attended by the Forum

<sup>2</sup> Comments on many consultations and public events attended by the Forum

## Housing Policies HSG1, HSG2.

### **HSG1: Housing Mix**

- 1. Residential development must include a balanced mix of house types to meet documented local need. The mix of housing is encouraged to include:**
  - **3 bed, family houses suitable for local families to move into;**
  - **1 and 2 bed homes suitable for first-time buyers and those wishing to downsize;**
  - **accommodation suitable for the elderly, vulnerable or disabled persons.**
  - **accommodation for single people**
- 2. Particular support will be given to self-build or community-led housing schemes.**

### **Interpretation**

The proportions of each will need to be based on evidence of documented local housing need such as the AECOM Housing Needs Assessment (Milton Neighbourhood Planning Forum, 2017)

In considering housing mix, the requirements for room sizes and storage are set out in the Government's *Technical housing standards – nationally described space standard*, March 2015 (or any equivalent standard superseding and replacing that document).

This policy seeks to encourage integrated communities by requiring development to be tenure blind.

### **HSG2: Housing Standards**

- 1. Housing development must include screened storage space for bins and recycling, located away from road frontages.**
- 2. Housing, including apartments, must have access to external amenity space in the form of gardens, shared private space, shared open space in close proximity, and/or external balconies.**
- 3. Housing must include adequate parking and cycling provision, meeting the requirements of Policy TSP2.**

### **Interpretation**

This policy seeks to encourage the use of high-performance and low-carbon design and construction.

Storage for cycles and bins may be provided for each property or as a shared facility, depending on the nature of the development.

The inclusion of a need to be water efficient discourages wastage of water and encourages and supports individual and innovative designs through use of high-performance and low-carbon design and construction.

Housing Density policies are contained in the Portsmouth Plan adopted 24 January 2012 PCS 21 (maximum of 40 dph for Milton).

Schemes that incorporate sustainable construction and low carbon use, and renewable energy sources especially solar PV on south facing roofs are encouraged.

## **Economy, Employment and Retail**

### ***Purpose***

To enable and promote sustainable economic development in Milton and to protect and enhance retail provision, in the interests of maintaining and providing a balanced mix of uses in Milton.

### **Rationale**

To remain sustainable, Milton will retain and diversify its local economy to benefit local inhabitants and reduce reliance on car travel. Policies in keeping with NPPF 85 will support the growth of local retail centres. When a change of use is proposed, policies will promote uses that provide employment opportunities and anchor the local retail offer. (see pages 15-17 of Annex A)

These policies are compliant with existing PCC policies PCS11, and PCS18.

## **Economy, Employment and Retail Policies EER1, EER2, EER3, EER4**

### **EER1: Warren Avenue and Mallard Road Industrial Estate**

- 1. Development in the Warren Avenue and Mallard Road Industrial Estate (see proposals map) will be supported where the proposed uses complement and do not compromise other commercial and light industrial uses.**
- 2. Development for Commercial and light industrial uses falling into Use Class E at the Warren Avenue and Mallard Road Industrial Estate will not normally be permitted to include retail use.**

### **Interpretation**

Development means both operational development and material changes of use. Residential and retail uses would be likely to cause conflict with established industrial and commercial uses.

## **EER2: Employment**

1. Development to create light industrial or office uses will supported, subject to:
  - Loading and servicing areas being located away from main street frontages and being suitably screened from view.
  - Having no significant detrimental impact on the amenities of any nearby residential properties, including from additional traffic movements;
  - Meeting the requirements of Policies TSP1 and TSP2 in terms of traffic impacts.
2. Commercial and light industrial uses falling into Use Class E should be conditioned to prevent retail use outside of existing centres.

### **Interpretation**

This is an enabling policy for employment uses, subject to impacts (environment, residential, traffic safety and capacity). Requires active frontages to street (service areas to the rear).

## **EER3: Eastney Road Retail and Commercial Area**

1. Development in the Eastney Road Retail Area (see Proposals map) will be supported where the proposed uses would complement or enhance and not harm the viability of the area as a retail centre. Suitable uses could include retail, cafes, restaurants and cultural, recreational, community and other uses that are open to the public.
2. Betting shops and takeaways will only be approved where:
  - there is no harmful impact on the viability of the centre;
  - there is no significant adverse impact on the amenity of the centre and of other uses;

### **Interpretation**

The policy enables diversification of the retail centre and recognises the importance of complementary uses. At the same time, it recognises that loss of retail frontages to betting shops and takeaways can undermine the viability of the retail area, making it less sustainable.

## **EER4: Connectivity**

**New development must incorporate infrastructure to accommodate superfast broadband internet connectivity.**

### **Interpretation**

This policy ensures that development is sustainable, recognising the importance of appropriate internet connectivity to supporting economic development and home-based working.

# Place and Design

## *Purpose*

To ensure new development incorporates sustainable urban design, creating a sense of place, supporting sustainable communities and adding to the distinctiveness of the area.

## *Rationale*

Milton's transition to an urban landscape is best characterised by the Edwardian grid plan terraces that dominate the townscape west of St James Hospital, as described in the Evidence section.

The existing look and feel of Milton is best served by taking design cues that reflect the local urban vernacular.

High regard should be given to sustainable development that creates a permeable network of foot/cycle paths and encourages a modal shift away from motorised transport.

These objectives are in line with NPPF paras 125-130 which in summary guide as follows.

Plan policy will ensure that future development reacts to a clear design vision and expectations as to what will be acceptable. New development will be of good architecture, layout and appropriate and effective landscaping and will add to the overall quality of the area. Design policies should be developed with local communities so that they are grounded in an understanding of local character. An appreciation for the surrounding built environment and landscape setting will establish a strong sense of place.

The arrangement of streets, spaces, building types and materials will create attractive, welcoming and distinctive places to live, work and visit.

There is a clear link between quality of environment and an area's ability to attract investment, population and visitors. For Milton, and its wider hinterland its coastal setting is especially important. The Langstone Harbour Coastal Area policies continued into the current local plan from 2001-2011 describe the importance of the Eastern Seaboard.

These policies are compliant with existing PCC policies PCS15, PCS16 and PCS23.

## Place and Design Policies PLD1.

### **PLD1: Sustainable Design**

Development must be well designed and sustainable, meeting the following requirements of this policy.

1. Development must complement the character of Milton, including:
  - a) Comprising creative, site-specific design solutions, based on analysis of the coastal, townscape and landscape and townscape character and setting of Milton;
  - b) Complementing the established character of the immediate context and wider character of Milton in terms of urban form, spacing, enclosure and definition of streets and spaces, scale, massing, height and degree of set-back from streets;
  - c) Designing buildings, streets, spaces, landscaping and planting to create a safe, locally distinctive and well-functioning environment;
  - d) Clearly distinguishing between public and private spaces, thereby avoiding the need to create dead frontages with high walls or fences adjacent to streets and public spaces;
  - e) Responding to views and landmarks visible from within sites in the design and the layout of the development
2. Development must provide a positive environment for pedestrians and cyclists, including:
  - a) Creating attractive, safe and convenient environments for pedestrians, with streets and spaces overlooked by active building frontages, to create natural surveillance;
  - b) Providing streets that encourage low vehicle speeds and which can function as safe spaces for pedestrians;
  - c) Providing for a balanced range of transport options, and convenient pedestrian paths and links, including links to surrounding public transport services and community facilities;
3. Development must use high quality durable materials, to complement the site and context. This includes local vernacular materials, recycled materials and materials and construction with superior environmental performance.
4. Development must have no adverse impact on surrounding land or properties from surface water run-off. Wherever possible, hard surfaces must be permeable and sustainable urban drainage systems should be used.
5. Development must achieve biodiversity net gain. Landscaping, layouts and the design of the public realm should take opportunities to support wildlife, including wildlife corridors linking areas of green spaces.
6. Development must include positive design features to reduce carbon impact.



## Interpretation

Pedestrian and cycle permeability are crucial elements in reducing car trips and making Milton sustainable.

To reduce fuel poverty and environmental impact, development that supports the use of sustainable technologies is encouraged. Innovative design with high environmental performance is particularly welcomed, as set out in the NPPF.

Well-designed public and private space means designing layouts so that rear gardens are away from road frontages. This avoids the need for high fencing or walls next to highway.

Design and access statement submitted with planning applications should make clear how the requirements of this policy have been met.

In terms of high-quality materials, the policy would be met by authentic local materials and other durable materials with a high standard of finish and durability. The policy would not be met by poor quality imitation of traditional materials, such as plastic fascia boards.

The creation of linked wildlife corridors will both enhance biodiversity and improve visual amenity.

It will certainly be necessary to use a capable and skilled professional team in order to respond to this policy, including skills such as:

- architectural design
- urban design analysis and place-making
- landscape analysis and design
- historic environment analysis and adaptation

Planning applications should make clear how NPPF's encouragement for community engagement has been met, recognising that this is a material consideration. Community engagement should be focused on the pre-design stage, so that the community's knowledge informs the design process. Late-stage engagement, focused on narrow and subjective aesthetic matters, offers little opportunity to influence the fundamental characteristics of a scheme

New developments are designed to achieve compliance with the City Council's Zero Carbon Emission Target for 2030 declared on 19 March 2019 to mitigate Climate Change and help increase the use and supply of renewable and low-carbon energy, new developments will be required to fully embrace new renewable technologies and where possible design new roof structures towards a south facing orientation to maximise solar gain.

New developments will also be required to embrace new and emerging energy efficiency measures to improve standards in reducing the depletion of finite global resources.

Where larger scale developments and re-development proposals come forward during the Plan period, it will be necessary to fully consider opportunities for development-wide renewable energy generation.

This Policy aims to ensure the presumption in favour of sustainable development is recognised as a long-term objective not to be mitigated by short-term remedies.

Design features to reduce carbon impact could include:

- use of efficient heating and cooling systems, or design to reduce dependency on heating and cooling systems.
- superior insulation properties and airtightness;
- natural ventilation and air flow (for warmer months) to help avoid over-heating;
- use of local, low-embodied energy, recycled and recyclable materials;
- living (green) walls or roofs;
- orientation to maximise passive solar gain;
- rainwater capture, storage and reuse (grey water);
- flexible housing spaces and layouts to accommodate changing demands;
- retention of existing landscape features;
- use of traditional hedges for boundary treatments.
- Use of native species in planting.
- Incorporating bat boxes and bird boxes or hedgehog gaps in fences
- Use of micro-generation.

## Natural Environment

### *Purpose*

To preserve and enhance the natural environment, including protected sites, and to maintain and develop a green corridor through Milton.

### *Rationale*

The Government has issued a statement of intent that this generation will be the first to leave the natural environment of England in a better state than that in which we found it. “<sup>3</sup> Achieving this means looking after the environment we have, our natural capital, and making the most of opportunities to protect and improve it.

**Throughout history, parks and open spaces have been an essential part of successful towns and cities. They provide a range of functions, including: -**

- opportunities for formal sport, informal leisure and play activities for all age groups
- supporting health and wellbeing by offering space for tranquillity and reflection, and importantly space where you can be alone whilst also feeling part of a community
- places to meet and interact with others, supporting community cohesion and cultural endeavours
- a breathing space and escape from air pollution; parks as ‘green lungs’
- offering places to ‘cool off’ during hot summers, especially for those without gardens
- affording space for wildlife and giving people access to nature

Sadly, it has taken a global pandemic to remind us of the importance of parks. Parks have been referred to as ‘circuit breakers’- to prevent the spread of the disease. The crisis has also shown that parks provide an ‘emergency service’; a place that people resort to in times of crisis.

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<sup>3</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/693158/25-year-environment-plan.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/693158/25-year-environment-plan.pdf)

Evidence shows that living in a greener environment can promote and protect good health, and aid in recovery from illness and help with managing poor health. People who have greater exposure to greenspace have a range of more favourable physiological outcomes. Greener environments are also associated with better mental health and wellbeing outcomes including reduced levels of depression, anxiety, and fatigue, and enhanced quality of life for both children and adults. Greenspace can help to bind communities together, reduce loneliness, and mitigate the negative effects of air pollution, excessive noise, heat and flooding. Disadvantaged groups appear to gain a larger health benefit and have reduced socioeconomic-related inequalities in health when living in greener communities, so greenspace and a greener urban environment can also be used as an important tool in the drive to build a fairer society. However, population growth and consequent urbanisation combined with competing demands for land use and budgetary constraints, are putting much of our existing local, accessible greenspace under threat.<sup>4</sup>

Portsmouth is the UK's only island city and some 30% is covered by statutory nature conservation designations in recognition of its value to international, national and local biodiversity. The intertidal areas around Portsmouth, particularly the mudflats, shingle and saltmarsh provide ideal feeding and roosting grounds for overwintering bird species which are especially adapted to feeding in such habitats. Locally the Plan area includes four terrestrial Brent Goose sites, two on Milton Common a (SINC) and two on the Langstone Campus Site (see map).

Portsmouth is the most densely populated city in the UK apart from London. There are health inequalities across the City, with a seven-year life expectancy difference between the richest and poorest wards.<sup>5</sup> This reinforces the need for protection of open space for the health and well-being of residents and control of pollution and flooding. A network of high quality and accessible open spaces offering a range of outdoor recreational opportunities can address these issues.

The Planning System requires that development should support habitat conservation and enhancement and deliver net gains for biodiversity. Habitats and biodiversity underpin the provision of ecosystem services including air, water, noise and soil quality, climate regulation and environmental resilience, outdoor recreation, active travel, cultural benefits, energy and natural products.

NPPF Paragraph 100 says that Local Green Space designations that they should only be used where the green space is in reasonably close proximity to the community it serves; is significant for recreational value or tranquillity or wildlife richness; and is not extensive.

NPPF Paragraph 123 requires planning policies to identify and protect areas of tranquillity that have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason.

Section 15 of the NPPF Conserving and enhancing the natural environment is also relevant particularly Paras 170 to 177 relating to Habitats and Biodiversity and paragraph 180(b) in connection with identifying tranquil areas.

PCC's Green Infrastructure paper to the emerging Portsmouth Plan acknowledges coastal areas offer a release from the densely developed nature of parts of the city, providing open vistas, undeveloped areas and amenity that is vital to residents and visitors of Portsmouth alike.<sup>6</sup>

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<sup>4</sup>[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/904439/Improving\\_access\\_to\\_greenspace\\_2020\\_review.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/904439/Improving_access_to_greenspace_2020_review.pdf)

<sup>5</sup> <https://www.portsmouth.gov.uk/ext/documents-external/pln-local-plan-health-and-wellbeing-background-paper.pdf>

<sup>6</sup> <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/development-and-planning-green-infrastructure-background-paper.pdf>

The Biodiversity paper for the Portsmouth Plan shows Milton Common and Langstone Harbour as Biodiversity Opportunity Areas. Opportunities have been identified for targeting Coastal Grazing Marsh, Purple Moor Grass and Rush Pasture, Coastal Salt Marsh and Vegetated shingle.<sup>7</sup>

The 2016 State of Nature<sup>8</sup> report identified a couple of trends of significance to urban areas like Portsmouth. Urbanisation was highlighted as a significant driver of change in nature encompassing various negative factors from loss of green space and wildlife rich brownfield sites, to loss of habitat in general. The report also noted additional pressures upon the wildlife of the UK's coastal spaces due to increased development, disturbance from people and rising sea levels. A well-managed network of green infrastructure can help address this.

This Plan aims to maintain and enhance the Natural Environment in Milton not only so that future generations can improve their life expectancy, but also provide opportunities to increase biodiversity and green corridors through new greening. This will also assist in meeting the Council's Climate Change target.

The Existing and Proposed Publicly Accessible Open Spaces as shown on the Proposals Map shall therefore be required to remain as Open Spaces

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<sup>7</sup> <https://www.portsmouth.gov.uk/ext/documents-external/pln-local-plan-biodiversity-background-paper-final-draft-feb-2019.pdf>

<sup>8</sup> <https://www.rspb.org.uk/globalassets/downloads/documents/conservation-projects/state-of-nature/state-of-nature-uk-report-2016.pdf>

## Natural Environment Policies ENV1, ENV2.

### **ENV1: Local Green Space**

1. The following spaces are designated as Local Green Space:

- LGS1 - St James' Green**
- LGS2 - Portsmouth and Southsea Cricket Club Ground**
- LGS3 – Milton Locks**
- LGS4 - Milton Park**
- LGS5 - Bransbury Park**
- LGS6 - Milton Common**
- LGS7 - Edenbridge Park**
- LGS8 - Furze Lane Sports-Fields**
- LGS9 - Langstone Campus Fields**
- LGS10 - Eastney & Milton Allotments**

Development on Local Green Space will only be allowed in very special circumstances.

Land between Broom Square and Longshore Way, the western section of St James' Hospital

Grounds East, Land North of St James' Green, known as Matron's Garden and Land at Kingsley Road are designated as Open Space.

### **Interpretation**

Examples of development that would be allowed by the policy are set out in Paragraph 149 of the NPPF on exceptions to building in the Green Belt. Policies for managing development within a Local Green Space should be consistent with those for Green Belts as set out in paragraph 103 of the NPPF. :

Proposals impacting the designated open spaces will be considered in line with Policy PCS13 of the Portsmouth Plan (Core Strategy, 2012 and superseding documents)

## **ENV2: Green Environment and Biodiversity**

- 1. Development should wherever possible protect and enhance Milton's local green environment including wildlife habitats and corridors, green spaces, trees and woodland spaces.**
- 2. Development must achieve biodiversity net gain.**
- 3. Development affecting national and European designated landscapes and their setting must protect and enhance them. Designated landscape include:**
  - Chichester and Langstone Harbours Special Protection Area /Ramsar;**
  - Solent Maritime SAC;**
  - Solent and Dorset Coast Special Protection Area**
  - Portsmouth Harbour Special Protection Area /Ramsar.**
- 4. Landscaping schemes for development proposals should utilise native species.**
- 5. Existing landscape features including trees and hedges should be retained and incorporated into the design, layout and landscaping of development schemes. Where loss of trees or hedges is unavoidable, replacement trees or hedges of native species should be provided, to create a similar level of amenity.**
- 6. Development proposals should ensure recreational opportunities do not result in adverse effects of integrity to European designated wildlife sites. Water pollution is a particular concern as an adverse effect in this regard.**

### **Interpretation**

This policy aims to protect against inappropriate development increasing stresses on already fragile habitats. The policy aims to uphold the principles underpinning the Government's 25 Year Environment Plan in relation to green infrastructure including providing more and higher quality Green Index (GI) in towns and cities, with particular mention of encouraging more planting of trees in and around our urban areas.

Biodiversity Mitigation and Enhancement Plans (BMEP) would be a way of demonstrating compliance with the policy. These could include:

- Opportunities for new tree planting.
- Enhancements of green spaces, wildlife corridors and woodland spaces.
- Creation and long-term management of areas of species eg rich grassland.
- Creation of a community orchard (using traditional varieties) and/or the provision of fruit trees within allotment plots or gardens.
- Provision of new bat roosting and bird nesting opportunities within new builds located adjacent to green infrastructure, including the provision of nesting opportunities for swifts and other birds.
- Provision of additional bat roosting opportunities within established areas of trees.

A well-managed network of green infrastructure can help address biodiversity losses through the provision of valuable habitats for a range of native flora and fauna in order to help counter losses, as well as through joining up these habitats, to help ensure that the built environment

of the city is as permeable to wildlife as possible. In addition to ensuring that Portsmouth is as diverse in its wildlife as it can be, this can lead to the additional benefit of bringing nature into the city to help expose people to the natural environment who might not be able to experience it in the same way as those living in more rural parts of the UK.

Development may respond to the policy by incorporating physical measures to support the known and established wildlife in the area. Examples include:

- incorporating gaps to allow hedgehogs to move between gardens without hindrance
- avoiding the use of gravel board bases to fencing
- building bat roost tiles into roofs to allow roosting
- incorporating swift boxes in all new buildings

Protected trees should not to be removed unless diseased or damaged. When replacing these trees, details should be agreed by Portsmouth City Council's Arboriculture Officer.

This policy complements PCC policy PCS13.

## **Milton Heritage Policy MH1.**

### ***Purpose***

Milton contains four Grade II listed buildings and six locally listed buildings. (pages 12-13 of Evidence Annex) These policies are to ensure that identified and potential heritage assets are appropriately conserved or enhanced.

### ***Rationale***

The Neighbourhood Plan includes a survey of designated and non-designated heritage assets that are of particular importance to the local character of Milton. These assets should be conserved or enhanced in a manner proportionate to their significance.

The NPPF at paragraph 185 says that "a positive strategy for the conservation and enjoyment of the historic environment.... Paragraph 189 of the NPPF gives guidance on assessment of significance of a site.

These policies are compliant with existing PCC policies PCS23 Design and Conservation.

### **MH1: Heritage Assets**

- 1. Development to refurbish or reuse designated and non-designated heritage assets will be supported, providing it preserves or enhances the assets and their settings.**
- 2. The original features and details of buildings should be retained where they contribute to:**
  - a) the special architectural or historic interest of listed buildings;**
  - b) the special architectural or historic interest of conservation areas;**
  - c) the architectural or historic interest of non-designated heritage buildings.**

## Interpretation

This policy is to enable the conservation and enhancement of national and local heritage assets and their settings.

## Transport

### Purpose

To provide Milton with a people centred travel network to prioritise safer walking and cycling, and improve public transport to help deliver a safer and healthier community.

To adapt existing road layouts with improved cycling infrastructure and prioritise pedestrians and cyclists in the design of new road layouts within and surrounding new developments (NPPF para 110) and DfT Cycle-Infrastructure Design Guide 2020.

To avoid exacerbating further the congestion on the local highway network, particularly those junctions described as “severely congested” in the PCC's Local Transport Plan (see evidence section) from new developments, it will be necessary to assess all development proposals for their cumulative effect on junctions at Moorings Way/Velder Avenue; Velder Avenue/Milton Road and Milton Road/Goldsmith Avenue.

The policies below are designed to help promote sustainable transport and are guided by NPPF paras 102-111 requiring transport issues to be considered at the earliest stages of plan-making and development proposals (para 102) in order that growth is directed towards more sustainable locations through limiting the need to travel and offering a genuine choice of transport modes (para 103). Of note is the local topography and the existing built environment which preclude improvement to the highway network serving Milton east of Milton Road.

To maximise their potential to contribute toward a modal shift away from fossil fuel car dependency, developments will require a comprehensive supply of EV charging points. (NPPF para 110c).

To ensure that new development is appropriate for its location, account must be taken of the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development (para 180 a, b, and c); and should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones (para 181). Planning decisions should ensure that any new development in Air Quality Management Areas and Clean Air Zones is consistent with the local air quality action plan.

### Rationale

High levels of Car-dependency in Portsmouth is one of the biggest impediments to achieving a Zero-Carbon Emissions Target<sup>1</sup> and the air pollution generated therefrom contributes to reducing life-expectancy.

Portsmouth City Council has been served with three ministerial directions to improve air quality.

The City is both small and flat but the major challenge of traffic restraint is accessibility. As the Council has commented, there are delays at peak-times on the main routes through and around the Plan Area. The proposed development areas are poorly served by local highways, public transport and safe cycling access to the City Centre.



The Director of Regeneration reported to the 6<sup>th</sup> Sept 2019 Cabinet for Traffic and Transport deciding on residents parking *“the transport network is reaching and exceeding capacity, negatively impacting in particular on productivity, economic growth, and air quality. There is a dominance of trips, including shorter intra island trips, being undertaken by private car, with public transport accounting for a small mode share. Bus travel, particularly, for such shorter distance trips, is often costly and time-consuming. Portsmouth was identified by Government as one of eight ‘third wave’ local authorities required to develop an Air Quality Local Plan aimed at identifying measures to ensure compliance with air quality statutory annual limits for NO<sub>2</sub> in the shortest possible time”*.

Traffic, and especially short car trips, have long been recognised as an issue for Portsmouth: *“Commuter distances are short compared with the rest of the South East, and there is a high reliance on the car for short trips. 16% of all car trips starting and finishing in Portsmouth are ‘short trips’ of less than 3kms in length (i.e. 9,352 out of a total of 57,691 trips)”* (PCC Sustainable Transport bid to DfT for 2016/17).

Children suffer a 50% higher casualty rate on local roads in Portsmouth than the national average <sup>2</sup>.

The Milton Neighbourhood Plan must enhance sustainable transport options with pedestrian and cycle friendly street design in new developments and through safeguarding and improving the existing Sustrans network. There is also an awareness of major policy changes in the coming decades, such as phasing out of fossil fuel powered engines and electric power becoming more widespread. The Plan must therefore require new developments to provide electric vehicle charging points and contribute to reducing car-dependency.

If our cities were designed around walking, not cars, the walking trips we take should increase. This would have added benefits of reducing air pollution; reducing road injuries; creating stronger social reactions, creating a stronger sense of community; reducing crime rates and improving mental and physical health<sup>3</sup>.

To see this change we must commit to making walking a priority, ensure walking features strongly in town plans, create a walking network and design streets as places for children to enjoy (Creating Walking Cities a Blueprint)<sup>4</sup>.

These policies are aimed at helping shift the balance towards sustainable transport and simultaneously reducing air pollution attributable premature deaths and contributing to meeting the Council's aspirations to achieve a Zero Carbon Target by 2030,

To respond to climate emergency any future planning policies must have at their core a commitment to a step change in reducing NO<sub>2</sub> emissions.

Car pollutants are a significant health risk and a reduction in car dependency will also bring other health benefits.

An active lifestyle improves mental and physical well-being which in turn will help to alleviate the increasing pressures on our health-care system.

## **Services around the main sites**

The high expansion in new housing and lack of investment to support it over recent years creates accessibility problems for Langstone Campus and the residue of the St James' Hospital surplus land. (see the Development and Character of Milton's Housing in the Evidence Section for development history)

The main development areas of St James' Hospital and Langstone Campus should be provided with improved pedestrian and cycle infrastructure and with better bus services to

Southsea, Fratton and the City Centre. Improvements should comply with the DfT Cycle-Infrastructure Design Manual July 2020<sup>5</sup>

The Sustrans National Cycle Route 222 from Petersfield to Southsea is a variation of Route 22 from London to Portsmouth and both link with the strategic South Coast Route 2 from Dover to St Austell running along Southsea Sea-front.

The Neighbourhood Plan will prioritise route 222 via Furze Lane by ensuring its retention as a bus and cycle only route to avoid “rat-running” and provide a safe passage to Locksway Road from Milton Common. Opportunities to improve the 222 route from Ports Creek to Furze Lane along the Harbour Edge will be sought from the planned sea-defence scheme.

A pedestrian and cycle north/south route through St James' Hospital will also be promoted to serve residents in Warren Avenue and north of the Hospital with an easy and safe passage to Ironbridge Lane. Bransbury Park and the Seafront.

The link with the Eastern Rd Cycle Route 222 across Milton Common is shown on Map 7 on page 25 of the Evidence Section.

Both St James' Hospital and Langstone Campus are employment sites with the former benefiting from Local Plan Policy MT4 which includes re-use for health-care, education and residential training. These uses are all helpful in retaining a local workforce reduce their travel distances and the Neighbourhood Plan will seek to retain these. See the special policies section for St James' Hospital and Langstone Campus.

The following transport policies together with the design policies and special area policies in this Neighbourhood Plan all emphasise pedestrian and cycle priority.

These policies are compliant with existing PCC policy PCS17.

## **Transport Policies TSP1, TSP2.**

### **TSP1: Highway Capacity and Impacts**

- 1. Development that generates significant additional traffic movements will be supported only where it can be demonstrated that the highway capacity of roads linking the Milton Area to the wider Portsmouth area is adequate to accommodate any additional vehicle movements generated.**
- 2. Development must demonstrate that it would have no significant detrimental impact on air-quality, including incorporation of features to improve air quality.**
- 3. Development must have no severe impact on traffic safety or congestion and should provide any highway improvements necessary to accommodate additional traffic generated.**
- 4. Street layout should include sufficient widths to allow for access of service and emergency vehicles.**

## **Interpretation**

Developers should model traffic impacts in and around the neighbourhood area to demonstrate that existing infrastructure is adequate.

Traffic generated by a proposed development will need to be considered in conjunction with other approved developments. Proportional contributions towards any necessary highway improvements should be considered where schemes are approved, to ensure that there is no significant detrimental impact on traffic safety, congestion or air quality.

## **TSP2. Balanced Transport Provision**

- 1. Development that generates additional journeys must include balanced transport provision, including sustainable modes of transport, proportionate to the scale and nature of the scheme.**
- 2. The design and layout of development should give priority to the needs and convenience of pedestrians and cyclists and include links to surrounding paths, community facilities and public transport facilities.**
- 3. Development must provide secure, weatherproof and convenient facilities for storage of cycles, including for all new dwellings.**
- 4. Electric vehicle charging points must be provided as part of parking provision.**
- 5. Parking Standards will be set at 0.75 spaces/1 bed unit; 1.25 spaces/2 & 3 bed units and 1.75 spaces/4 bed unit and above**

## **Interpretation**

The policy seeks to ensure that a range of transport options is provided, rather than over-reliance of motor vehicles

Safe pedestrian and cycle routes should be maintained and enhanced, particularly around schools and community facilities. Sustainable transport plans should support development proposals, identifying such routes, and highlighting how this policy has been addressed.

Cycle storage may be provided through shared facilities or within the curtilage of each dwelling.

## **TSP 3 Footpaths and Cycling Routes**

- 1. Development should not result in an adverse on footpaths or cycle routes, and any proposed alterations to them should not result in any reduction in setting, safety, amenity, or accessibility.**
- 2. Development around or adjacent to footpaths and cycle routes should take opportunities to enhance their setting, safety, amenity or accessibility and to improve links to them.**

## **Interpretation**

The policy protects footpaths and cycle routes and requires impacts of development to be considered.

# Special Policy Area - St James' Hospital Site

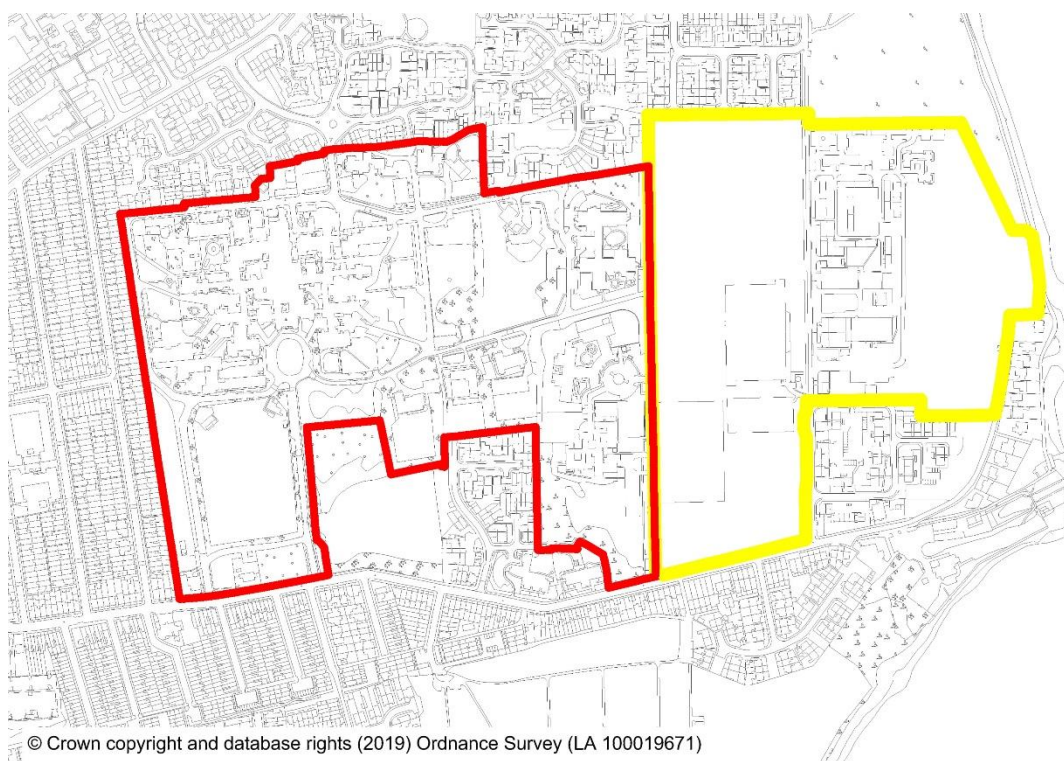
## ***Purpose***

Strategically important within the Milton area, the former St James' Hospital site is well placed to deliver a high-quality mixed-use development that meets local needs.

This policy requires that further development enhances the historic core of the hospital and chapel its attendant ancillary buildings and the wider historic landscape within which it sits. High quality and sustainable design solutions are required to complement the local distinctiveness of the area. To that end all new applications should be accompanied by a heritage assessment and include measures which will mitigate or compensate for the loss of any heritage values identified.

House building on the former hospital farmland has proceeded with no regard to infrastructure. To redress this imbalance, community facilities should be included to service local needs, create employment opportunities and reduce car dependency. Portsmouth is very densely populated and green space is at a premium and any further loss must be minimised.

The vision is to create a distinctive mixed development, a jewel within a city environment that the local community, present and future, can enjoy.



*Map 11: St James' Site (Red Border)*

## ***Rationale***

At the heart of the site is the Byzantine Gothic hospital complex and to the SE the chapel in the Early English style; designed by George Rake both date to 1879 and are listed at Grade II. These buildings along with Edwardian villas are set within a sylvan landscape and are the key contextual features for development to respond to.

Attached to Rake's practice was the local architect, A. E. Cogswell, who on Rake's death in 1883 took on the practice. In the next four decades, he became Portsmouth's foremost architect, during the city's period of greatest expansion. War damage and development zeal removed much of Cogswell's work, but at St James his extensions to the hospital's middle wards of 1897 survive as do his four Edwardian villas of 1907. Placed as they are within the landscape, they follow internationally accepted best practice in patient care. England clung to a more conservative and formal approach choosing to incarcerate the 'feeble minded'. It is not until well after World War 1 that the colony plan was adopted. These fine Edwardian villas are rare national survivals and stand as a testament to civic pride and are of obvious local significance. Clearly connected to hospitals original function, contained within the curtilage of the grounds, and as such are considered curtilage listed, in accordance with Historic England Advice Note 10, dated .February 2018.

In the 1930's the imposing castellated water tower was replaced by the landmark Lancaster House well documented by the renowned artist Edward King, a long-term resident in one of the villas. Sited in the service area to the north of the hospital this area is poorly understood, and great care should be exercised if any development is proposed in this area. The re-use of Lancaster House should be a prime consideration for a combined heat and power source for the Main Hospital Building.

Hard against the hospital are three flat roofed buildings from the second half of the twentieth century and soon to be surplus to NHS requirements. Their demolition would make a positive contribution by opening up views into and out of the main hospital façade and is to be encouraged.

The surrounding context includes large areas of housing. To the south and west predominantly two-storey red brick bay fronted terraced housing set back behind shallow front courts. The earlier phase is Edwardian the 2<sup>nd</sup> phase inter war Tudorbethan.

To the east, the former common grazing and the salt marshes fringing Langstone Harbour were incorporated into the final phases of the Inclosure Acts of 1845, and have long since disappeared. However, the University playing fields and the low density of the now mothballed campus leave an open aspect toward Langstone Harbour. The Harbour benefits from its own protection but with sensitive planning the development at St James can play its part in enhance the harbour's setting.

To the north, the former hospital farmlands have since the late 1960s been developed for housing. The utilitarian style favoured by the volume house builders and layouts based on highway standards predominate. Later developments featuring flint detailing are a welcome nod to the regional vernacular.

At the same time, it is necessary to protect the green parkland character of the area and respond to the setting of the listed and related unlisted buildings. The vision is to create a distinctive mixed development in a parkland setting - a unique jewel within a city environment that the local community, present and future, can enjoy. Healthcare, Elderly or care related uses on the remaining area of the site will reduce the impact on the constrained local highway network and are more consistent with achieving Sustainable Development.

Paragraph 170 of the NPPF is relevant here, speaking of contributing to and enhancing the natural and local environment. Paragraph 185 of the NPPF also speaks of setting out a positive strategy for the conservation and enjoyment of historic assets.

## Policy STJ1.

### **STJ1: St James' Hospital Site**

- 1. Development of St James' Hospital site will be supported for the following uses:**
  - Residential, including houses and apartment or flats;
  - Specialist residential accommodation, including schemes for the elderly or dementia care;
  - Healthcare and other community facilities;
- 2. Development must retain and incorporate the Grade II Listed Hospital, the Grade II Listed Chapel and the ancillary villa buildings within the curtilage of the site.**
- 3. The design and layout complement the local distinctiveness of the site and parkland landscape should have due regard to the following design and development brief.**
- 4. Open space designated at St James' Hospital Grounds East and shown on the Green Spaces Map will be available for health-related development on that part of the site so designated if need for the development is demonstrated to the satisfaction of the LPA.**
- 5. The requirements of this policy apply in addition to other policies in this plan, especially Environmental and Transport policies.**

### **Interpretation**

The policy and brief apply in addition to other policies in the Neighbourhood Plan.

The policy complements the existing Portsmouth Plan policies MT3 & MT4 explain the constraints of the site and MT4 specifically refers to the need for preserving the integrity of the Grade II Hospital Building and Chapel and for the surrounding highway network to accommodate satisfactorily the additional traffic generation.

Design and Access Statements supporting future planning applications provide an opportunity to demonstrate how development proposals address the requirements of the policy and brief.

For a site of this importance, independent design review is essential, as described in Paragraph 126 of the NPPF. This is suggested at a relatively early and conceptual stage, and then to test detailed design proposals at a later stage.

# St James's Hospital Site Design and Development Brief

## Masterplanning

Given the importance of the site and the need to avoid fragmented development, a comprehensive masterplan for the site should be prepared in advance of and to accompany planning applications. This ensures that if the site is developed in phases or incrementally, each scheme forms part of a wider development framework.

## Urban Form

Three specific models for townscape and urban form are suggested to respond to this:

Buildings freestanding in the landscape (responding to the historic hospital complex). This would be appropriate adjacent to the hospital buildings.

Terraced blocks, responding to the traditional Victorian and Edwardian context, though designed to address current needs and sustainability considerations.

Perimeter blocks, with central courtyard areas providing amenity space and with active frontage to the surrounding streets.

## Landscape

Development should complement the high-quality landscape setting, including retention and incorporation of existing trees protected by Tree Protection Orders (TPOs). The planting of new trees of a suitable species to complement existing trees will be encouraged in future development proposals to help contribute the City Council's zero carbon emissions target by 2030.

Development may be high density (three storeys) in the developed parts, responding to the surrounding urban context. This is a means to ensuring that development is viable, whilst retaining a significant landscape setting.

Development must take account of topography (mainly flat), landscape, trees and plants, wildlife habitats, existing buildings, site orientation and microclimate. Sustainable Drainage should be incorporated into development. Trees, boundary lines and pathways should be incorporated into the design and layout of any scheme.

## Historic Buildings

The grade II listed chapel and central building, together with the surrounding villas, should be retained and incorporated into the layout of the new development. It would be inappropriate to support a scheme that damaged or destroyed the local historic environment. Past harmful alterations and additions should be reversed.

New development should complement, but not imitate, the historic buildings. Imitation is especially harmful to the setting of the listed buildings, which must retain their distinctive and individual identity. New development should have due regard to the listed status of the Main Hospital Building and Chapel. In determining planning applications, there are special statutory duties relating to the impact of development on listed buildings and their setting.

## **Permeability and Movement**

Pedestrian convenience should take priority in the design of the scheme. The scheme should link to surrounding footpaths and provide a safe, attractive, permeable and convenient environment for pedestrians within the site.

Car parking and highways should be carefully integrated into the development, recognising that they are not just about transport, but also form part of the public realm.

Cycle facilities should be provided and there should be easy access to surrounding public transport facilities through convenient pedestrian links. Convenient east-west movement across the site should be designed into the layout.

As part of the contextual analysis for any new development, it is necessary to identify community facilities around the site and to ensure that the layout allows for convenient pedestrian access.

## **Sustainable Construction**

Design solutions that incorporate superior environmental performance will be expected, in line with Paragraph 131 of the NPPF.

## **Renewable and Low Carbon Energy**

To help increase the use and supply of low carbon energy as prescribed in Paragraph 151 & 153 of the NPPF, particularly para 151c) states new Plans should identify opportunities for development to draw its energy supply from decentralised, renewable or low carbon energy supply systems and for co-locating potential heat customers and suppliers. The Main Hospital Boiler House known as “Lancaster House” provides an opportunity to preserve a well-designed historic building and the embedded carbon therein to utilise existing service ducts and pipes in and through the Main Hospital Building.

## **Nutrient Neutrality**

Development proposals must undertake nutrient neutrality calculations for development that would result in increased sewage production and demonstrate that there is current headroom at receiving wastewater treatment works in line with Natural England’s Advice on achieving nutrient neutrality for new development in the Solent Region

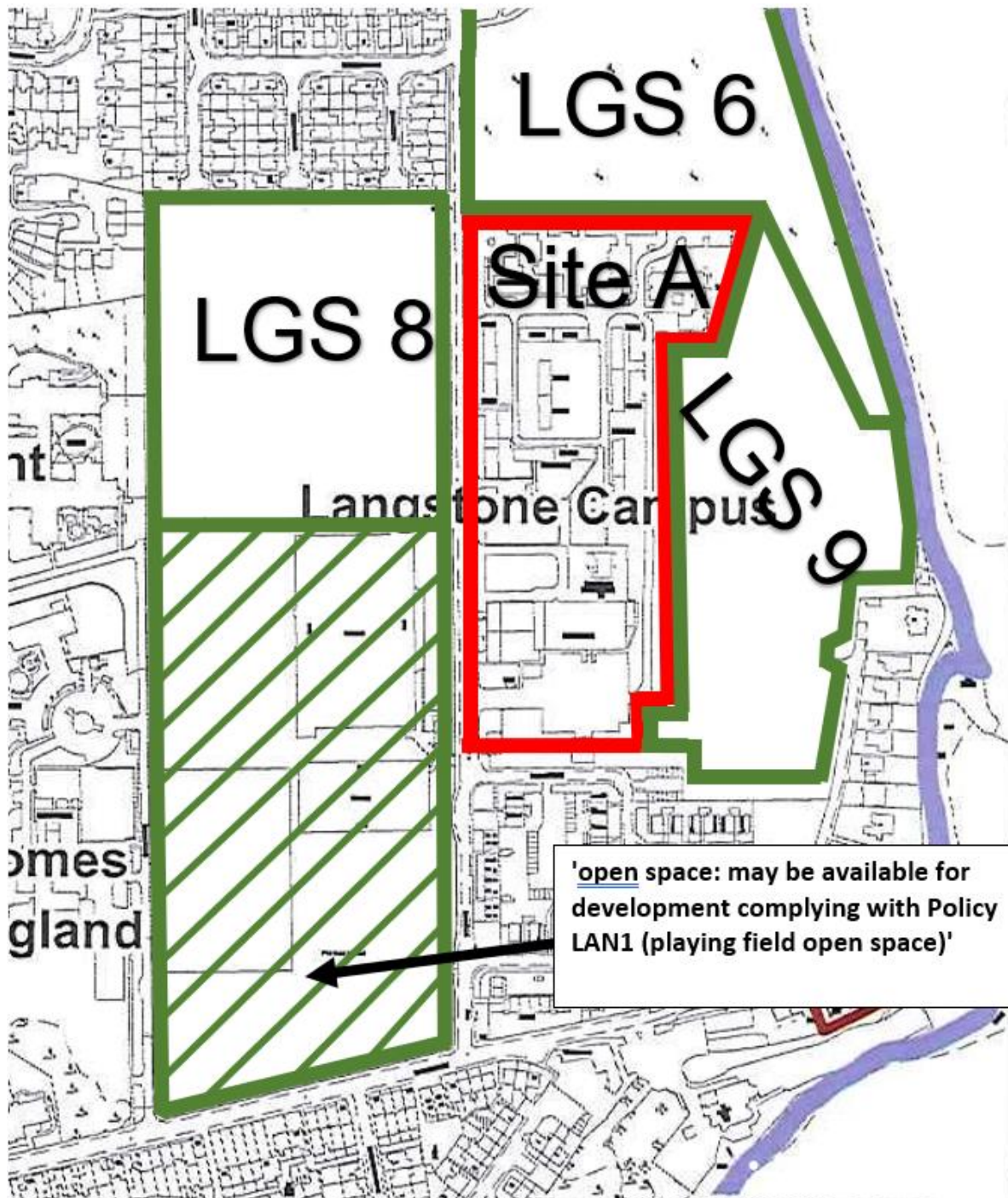


## **Special Policy Area - Langstone Campus**

### **Purpose**

Future development of the Langstone Campus offers an opportunity to provide an extension to Milton Common enhancing open space provision for Milton and Portsmouth by bringing the developed edge of the city to the west of Furze Lane on the existing University playing fields (shown as “playing field open space” on map 12) in line with the existing development to the north of the site.

By removing the existing built footprint of the University Campus (Langstone A) and replacing with new open space provision in the form of grass and local shrub areas with close links to Milton Common, an enlarged and visually enhanced, continuous, Local Green Space can be created.



Map 12 – Langstone site

This will bring benefits to the coastline as it clears the vista from any new development, enhances the approach to the coastline, and creates an extended habitat for wildlife from Milton Common. It would improve the recreational space, particularly here, as it removes a bottleneck that funnels users along a narrow part of the coastline and would give users more space to enjoy.

## Rationale

The land is in the ownership of the University of Portsmouth and is within the existing Langstone Harbour Open Coastal Area. There are significant environmental constraints; an SSSI, an SPA and within a SAC, these designations are overlapped by the 1987 inscription of Chichester and Langstone Harbours as a RAMSAR site.

The Local Plan Policies LH1 and LH2 say that “favourable consideration will only be given to proposals which specifically require a coastal location. Any such proposals will need to show that they do not have an adverse effect upon the coastal landscape, public access to the waterfront, navigation within the harbour, or nature conservation interests”.

Development on Site A largely predates these conservation designations.

The site and its context are of high sensitivity in terms of ecology, nature conservation, wildlife and biodiversity. This is clearly not a site for intensive over-development, and any redevelopment should take the opportunity to reduce the harmful impact caused by the existing campus and to enhance the various values of the coastal area. Proposals for redevelopment, should improve the visual amenity from within and outside of the site, especially from the coast, and clearly demonstrate how Brent Geese grazing can be retained, managed and protected. A starting principle should be that new development must be balanced by demolition of existing development, in terms of floor space and intensity of use.

A re-use of the Langstone Campus Site A for the existing education/residential institutional use to enable the site to accommodate a school over the Plan period was considered at the Regulation 14 Stage but deemed non-compliant with the Habitat Regulations without offsetting or mitigation. So that these uses could survive, provision has been made for these to be transferred to the “playing field open space”.

It is especially important to recognise the part the open nature of eastern coastal fringe has in balancing the highly developed and restricted nature of the western seaboard to assist the health and well-being objectives for all Portsmouth residents.

Portsmouth is the most densely populated City in the UK with very low provision of amenity open play-spaces (February 2019 City Council Open Space Needs Assessment) and Green Infrastructure Background Papers to the new City Plan identify a 77% deficit in amenity open space using the Council's own standards and a deficit of 60% using the “Fields-In-Trust guidelines rising to 93% and 76% respectively in 2034). The stresses on physical and mental health and well-being are acknowledged as being relieved by a good supply of open spaces (City Council Health Background Paper Feb 2019). The 2019 Environment Audit Committee Report “Our Planet Our Health” suggest that “the lack of green space costs over £220 per person per year due to mental health problems alone”.

The paucity in Natural and Semi-Natural Green Spaces in Portsmouth rises to 32% in 2034 (or 22% using the F-I-T guidelines) justifying the vision to expand Milton Common into the Campus for the wider health and well-being of Portsmouth residents and to permit “Biodiversity Gain” in accordance with the Council's 2019 Biodiversity Paper 6 also proposes seeking Biodiversity Net Gain from development proposals accordance with NPPF paras 170, 174 and 175. The Council's 2019 Biodiversity Paper 6 also proposes seeking Biodiversity Net Gain from development proposals.

Following 19 March 2019, Full Council declaration of a Climate Emergency setting a Zero Carbon Emissions Target for 2030, this site has potential to offset carbon emissions elsewhere by its use as a solar power generation source on the redundant hard-standing areas.

The policies below allow for alternative uses compliant with nature conservation and the visual amenity of a coastal setting and landscape.

## **Policy LAN1.**

### **LAN1: Langstone Campus**

**1. Development of the Langstone Campus will be supported, providing:**

- **There is no adverse impact on the coastal landscape**
- **Any development on the open space shown as 'open space: may be available for development complying with Policy LAN1 (playing field open space)' on the Green Spaces Map and Map 12 is balanced by new open space provision on reclaimed land on Site A (Map 12), the new open space to link LGS 8, LGS 9 and LGS 6 and thereby increase the grazing resource for Brent Geese.**
- **The scheme includes details of how Langstone Campus Site A will be restored as open landscape.**
- **All new development proposals submit a Project Level HRA to consider the effects of development on the European Sites. Permission will not be granted for those that would lead to adverse effects to the integrity of European Sites.**

**2. Reclamation on Site A could include:**

- **Recreational and sports facilities or green spaces ancillary to an educational use or as independent facilities.**
- **Returning the entire site as part of the coastal environment.**
- **Community uses that maintain the open character and wildlife value of the site.**

**3. Development and reclamation works must protect and enhance the Local Nature Reserve and the Chichester and Langstone Harbour SPA, Ramsar and SSSI within the Solent Maritime SAC including wildlife habitats for birds and have due regard to the policy guidance in the Solent Waders and Brent Goose Strategy 2020.**

**4. Development proposals must respond to the following brief for the Langstone Campus.**

## **Interpretation**

The policy allows the area marked as “playing field open space” on map 12 to be developed, in parallel to reclamation of Langstone Site A. The policy and brief apply in addition to other policies in the Neighbourhood Plan. The “playing field open space” area indicates the boundary of the equivalent area of development, should development be transferred from Site A to the “playing field open space” area.

In the event of an extension of Milton Common into Site A, the land will be managed in accordance with the principles of the Milton Common Restoration and Management Framework avoiding compromising the integrity and function of the Core Brent Geese Grazing Area and, where possible, enhancing it.

Design and Access Statements supporting future planning applications provide an opportunity to demonstrate how development proposals address the requirements of the policy and brief.

For a site of this importance, independent design review is essential, as described in Paragraph 126 of the NPPF. This is suggested at a relatively early and conceptual stage, and then to test detailed design proposals at a later stage.

## **Langstone Campus Site Design and Development Brief**

Design and Access Statements supporting future planning applications should set out how development proposals address the requirements of the brief.

### **Masterplanning**

A comprehensive masterplan should be prepared to ensure that if the site is developed in phases each element will adhere to a wider development framework.

### **Environment**

Proposals for redevelopment, should improve the visual amenity of the site from the shoreline and views from within the site. It should clearly demonstrate how Brent Geese grazing can be retained, managed and protected.

The Unitary Authority Declared a Climate Emergency in 2019 with the need to reduce carbon emissions across the City to achieve a “Net Zero” Target by 2030. This site is ideally suited for solar power generation on redundant hard-standing areas.

### **Mixed Use**

Existing Langstone Harbour policies, national and international designations alongside a poor transport network preclude Site A as suitable for any significant level of housing. There could however be potential to re-use Student Accommodation Blocks for Residential Care thus avoiding demolishing otherwise serviceable buildings. Any such re-use would be dependent on a Project Level HRA affirming that there would be no adverse effects to the designated sites.

The area identified as “playing field open space” has also been identified as a significant wildlife habitat. Any changes to the site should take account of its wildlife habitat and there should be no further use of artificial turf. Small-scale development on this part of the site may be considered, providing it supports the wildlife and community value of the site and does not compromise the open quality of the site.

### **Pedestrians and Cyclists**

Pedestrian and cycle convenience should take priority in the design of the scheme. The scheme should link to surrounding footpaths and cycle routes to Milton Common and the coastal area, providing a safe, attractive, permeable and convenient environment for both pedestrians and cyclists.

## **Traffic**

It is envisaged that access to the “playing field open space” site will be from Locksway Road.

To assess the likely transport impacts of proposed development for residential institutional or education uses further detailed work will be needed to support and inform planning applications for this site to understand existing highway capacity and the collective impact of development proposals for the site, together with all other approved development on the island. Similarly, the effects on air quality should be accounted for, especially the impacts of pollution on human health and on the areas’ protected landscapes and habitats.

## **Sustainable Construction**

Design solutions that incorporate superior environmental performance will be expected, in line with Paragraph 131 of the NPPF.

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# Agenda Item 9

## PORTSMOUTH CITY COUNCIL - PUBLIC NOTICE

### OMISSION FROM FORWARD PLAN FOR THE PERIOD COVERING 26 AUGUST TO 26 NOVEMBER 2022

**NOTICE IS HEREBY GIVEN that at a meeting on Tuesday 27 September 2022, the Cabinet will make a decision on the following item:**

A report by the Director of Regeneration

#### **Cosham Development Sites**

This report updates members on the Cosham land assembly sites that form the intended strategic regeneration area and recommends the immediate disposal of the former PCMI site to Hampshire & Isle of Wight Fire and Rescue service [HIWFR]. This is a deviation from the recommendations previously approved in the Cabinet resolution of the 2 February 2021.

Any questions about the proposed decision should be addressed to:

Tom Southall, Assistant Director, Property and Investment

Tel 023 9283 4289, tom.southall@portsmouthcc.gov.uk

This decision is a Key Decision for the purposes of the Forward Plan as defined in Article 13 of the Constitution but was not included in the Forward Plan covering the period 26 August to 26 November 2022 and is therefore an omission from the Forward Plan. The Chair of the City Council's Scrutiny Management Panel has been notified of and agreed to the decision being made, in accordance with the City Council's Constitution (General Exceptions, Section 15).

The reason why urgent action has to be taken in connection with this proposal is that the need and urgency around the report has only recently occurred.

The decision will be taken at:

- The Cabinet meeting held on Tuesday 27 September 2022 at 12 noon.

20 September 2022

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# Agenda Item 11



<b>Title of meeting:</b>	Cabinet
<b>Date of meeting:</b>	27 September 2022
<b>Subject:</b>	The Carers Leave Bill
<b>Report by:</b>	Clare Rachwal, Deputy Head of Market Development & Community Engagement, Adult Social Care
<b>Wards affected:</b>	All
<b>Key decision:</b>	No
<b>Full Council decision:</b>	No

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## 1. Purpose of report

To inform Cabinet of the Carers Leave Bill currently in the parliamentary process.

## 2. Recommendations

Cabinet support and formally endorse the Bill.

## 3. Background

Carers UK are a UK charity providing a community for carers and a movement for change. They undertake research on a regular basis and the following information is summarised from their website [For Professionals - Carers UK](#)

Millions of people in the UK juggle their unpaid caring responsibilities with paid employment. Balancing work and care can be a real struggle – with many carers saying they are tired, stressed and struggling to manage their own physical and mental health.

The [latest Carers UK research](#) shows that the number of unpaid carers remains higher than before the pandemic with one in five of the UK's adults (approximately 10.58 million people) now supporting a relative, close friend or neighbour because of chronic illness, including mental ill-health, dementia, disability, or older age.

In 2020, the number of people in paid work who were also providing unpaid care increased to over 7 million. The stresses and strain of having to juggle paid work alongside unpaid care has led to hundreds of thousands of people having to leave the labour market entirely. On average, 600 people a day leave work to care – with over 500,000 people leaving work to provide unpaid care in the two years before the COVID-19 pandemic.

A right to Carer's Leave is an issue that Carers UK has campaigned on for a long time. This has recently taken a firm step forward with the introduction of a Private Members' Bill on Carer's Leave, by Wendy Chamberlain MP, the Liberal Democrat MP for North East Fife.

The Bill's long title is: 'Bill to make provision about unpaid leave for employees with caring responsibilities.' Second Reading of the Bill will take place in the House of Commons on 9 September 2022.

The Bill is not yet published. However, as a principle, it would help support unpaid carers to remain in work alongside their unpaid caring responsibilities – and, given the current cost of living crisis, there has never been a more important time to do so.

Passing this Bill could:

- Give rights to at least 2.34 million employees who are carers, possibly more
- Mean that around 1.4 million employers to whom this applied would have to think about their employees with caring responsibilities, and for many, create carer-related policies for the first time.
- Mean that more forward-looking employers would go further than the legislation required and introduce paid Carer's Leave, to help them stay ahead with recruitment.

Carers UK research shows that giving carers the right to take Carer's Leave would:

- Improve finances for carers in the short and longer term as they are more able to juggle work and care.
- 37% of working carers said they needed unpaid Carer's Leave, and a further 1 in 7 said if they didn't get it, they would have to reduce working hours or give up work altogether.
- Particularly support women, who are more likely to be juggling work and care, and who are much more likely to be in part-time work rather than full-time.
- Bring increased productivity for employers, improving their employee retention rates and reducing their recruitment costs. One employer estimated that a combination of their policies to support carers in their workforce saved them £3.1 million per year.
- Bring economic gains for the Treasury, through increased productivity, due to more carers being able to continue juggling work alongside their unpaid caring responsibilities, rather than having to leave the labour market. Our research in 2019 showed as many as 600 people a day were having to quit work because they were not getting the support they needed.

#### **4. Reasons for recommendations**

The value of the care provided during the pandemic was equivalent of £193 billion a year despite the huge value to the economy. Nearly 7 out of 10 (69%) of the general public feel that the role of unpaid carers is not well valued by the general public. This feeling has increased since early in the pandemic. Three quarters of carers (75%) caring before the pandemic think that the role they do is not valued.

The peak age of caring is 55-64 with 29% of adults providing care often at the peak of their working lives, losing working carers to early retirement means losing highly skilled staff earlier than is necessary.

PCC have a range of policies that enable special leave for a variety of circumstances and now that we are working in a more flexible way have even greater ability to support staff with caring responsibilities. PCC has also signed up to the Employer for Carers charter

and we have a good proportion of staff who are themselves carers and our action in supporting this campaign will demonstrate our commitment to our working carers

We also have an aging workforce and therefore an increasing likelihood of staff with caring responsibilities. We have a huge amount of organisational knowledge, skill and capability vested in the workforce which we are loath to lose for lack of support. Whilst we can't compete on pay to attract and retain high calibre staff, we can compete on working conditions, and having an overt approach to supporting staff with things like caring puts us ahead of the game compared to many other employers.

We know that we are experiencing a labour market crisis and are struggling to recruit with pay being a major factor. Our Director for Corporate Services is doing some work across corporate services and with HR specifically to develop our approach at a strategic level to attract and retain good people. Much of this will be pay related but there are many other intrinsic factors that attract people and make them want to stay in a place, the culture and values being primary amongst them - so a culture that values staff, that values and supports their role as carers; values that align with people's personal belief systems; frameworks to support progression and development; investment in our managers and their confidence and capability; a safe and pleasant working environment are all things that enhance our reputation as an employer, attract good people and make them want to stay.

**5. Integrated impact assessment**



Integrated Impact  
Assessment ASC Care

**6. Legal implications**

The purpose of this report is to inform cabinet of pending legislation and therefore there are no legal implications to consider at this stage.

**7. Director of Finance's comments**

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

The City Council will need to develop appropriate policies and implement any changes to its current arrangements, should the proposed bill become legislation. Any policy changes will require detailed financial appraisals to be undertaken, together with an identification of funding proposals should additional costs to the City Council arise.

.....  
Signed by:

**Appendices:**

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

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

Title of document	Location

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

.....  
Signed by:

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# Agenda Item 12



## THIS ITEM IS FOR INFORMATION ONLY

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

<b>Title of meeting:</b>	Cabinet
<b>Subject:</b>	Adult Social Care Funding Changes
<b>Date of meeting:</b>	27 September 2022
<b>Report by:</b>	Richard Webb, Finance Manager
<b>Wards affected:</b>	All

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### 1. Requested by

- 1.1. This report was requested by the Deputy Leader of the Council.

### 2. Purpose

- 2.1. The purpose of this report is to provide Members with an update on the proposed changes to the funding arrangements for adult social care, as set out in the recent government white paper '*Build Back Better: Our plan for health and social care*<sup>1</sup>'; and the action being taken by the Council to prepare for these changes.

### 3. Background

- 3.1. In September 2021, the government published '*Build Back Better: Our plan for health and social care*'. This publication forms part of the wider reforms announced by the government in the 'People at the Heart of Care' white paper
- 3.2. The primary objective of the proposals set out in the '*Our plan for health and social care*' is to change the funding arrangements for social care, through rebalancing the financial responsibility for personal care costs between the individual and the state; with the cost to the individual reducing and the cost to local authorities increasing.

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1

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1015736/Build\\_Back\\_Better-Our\\_Plan\\_for\\_Health\\_and\\_Social\\_Care.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1015736/Build_Back_Better-Our_Plan_for_Health_and_Social_Care.pdf)

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- 3.3. In March 2022, the government published a consultation on the proposed changes. The consultation closed in April 2022 and the government has subsequently published its response<sup>2</sup> in two parts (on the 15 June 2022 and 07 July).
- 3.4. It is intended that the changes to the charging arrangements will become operational from October 2023.
- 3.5. There are 4 key components to the changes:
  - A cap on the amount any individual can spend on their personal care over a lifetime
  - A more generous system of means testing
  - Enactment of section 18(3) of the Care Act to enable eligible individuals to ask the local authority to arrange their care
  - A 'fair cost of care' will be established to support providers
- 3.6. A report was presented to the Health, Wellbeing & Social Care Portfolio meeting on 5 July 2022<sup>3</sup>, in respect of the 'fair cost of care' changes. Therefore, this report will focus of the first three items listed above.

## **4. Changes to the charging arrangements**

### Cap on personal care and daily living costs

- 4.1. One of the key elements of the changes is the proposed introduction of the financial limit on the costs that people will need to spend to meet their eligible care and support needs. The financial limit (care cap) will be set at £86,000 and apply from October 2023. Only costs incurred from October 2023 will count towards the care cap.
- 4.2. Under these proposals, where the City Council is arranging the care and support for an individual, only the amount that the individual is charged by the local authority (based on a financial assessment) will count towards the care cap.
- 4.3. Where an individual fully funds and arranges their care and support themselves, the amount that will count towards the care cap, will be the amount that it would have cost the local authority to have met the individual's eligible need.

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<sup>2</sup> <https://www.gov.uk/government/consultations/operational-guidance-to-implement-a-lifetime-cap-on-care-costs/outcome/charging-reform-government-response-to-the-consultation-on-supporting-local-preparation-guidance>

<sup>3</sup> <https://democracy.portsmouth.gov.uk/documents/s39090/Market%20Sustainability%20and%20Fair%20Cost%20of%20Care%20Fund.pdf>

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- 4.4. Everyone will remain responsible for their daily living costs, such as rent, food and utility bills, and this will apply equally to those in a care home as to those in their own home. This approach is intended to ensure a level playing field between those who receive care in a care home and those receiving care in their own home. Where an individual's needs are being met in a care home, these costs, to be referred to as Daily Living Costs, (DLCs) which are assumed to be the proportion of residential care fees not to be directly linked to personal care, will not count towards the cap on care cost. People will remain responsible for their DLCs throughout their care journey, including after they reach the cap
- 4.5. Local authorities and providers are not required to calculate actual daily living costs for each person in a care home progressing towards the cap. Instead, daily living cost will be set as a national, notional amount of £200 per week, (expected to be up-rated annually) will apply to anyone who receives care in a care home. Local authority financial support will remain available to people who cannot meet their DLCs.
- 4.6. Costs that will not count towards the care cap include:
  - Financial contributions from the local authority towards an individual's care and support
  - The Daily Living Costs (set at £200 per week for 2021-22)
  - For individuals, whose needs are being met by the Council, any top-up payments they or a third-party chose to make a for a preferred choice of accommodation
  - Costs of meeting non-eligible care and support needs
  - Any payments for informal care provided by a relative or friend
  - NHS funded nursing care (FNC) for people in care homes and continuing health care

Means Testing

- 4.7. These changes result in a more generous means test, which will mean more individuals will receive financial assistance towards the cost of their eligible care and support needs. The change will be achieved through a change in the financial thresholds, which are referred to as the 'Lower Capital Limit' and 'Upper Capital Limit'. The table below shows the current and new financial thresholds.

	Current Value	New Value <i>(from October 2023)</i>
Lower Capital Limit	£14,250	£20,000
Upper Capital Limit	£23,250	£100,000

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- 4.8. The means test for financial support will continue to work in the same way that it does now, in determining what someone can afford to contribute towards the cost of their care, based on the amount of capital assets and income a person has.
- 4.9. Currently an individual with capital assets between £14,250 and £23,250 will be paying a contribution towards their care and support, known as 'Tariff Income'. Tariff Income is an amount added to an individual's assessed income, within their financial assessment, at the rate of £1 for every £250, or part thereof, of capital between these two limits. From October 2023, the following arrangements will apply:

<b>Financial Thresholds</b>	<b>What an individual will pay</b>
Capital assets below £20,000	An individual will pay a contribution to their care and support from their income (subject to a financial assessment) but will not pay any contribution from their capital assets.
Capital assets between £20,000 and £100,000	An individual will contribute £1 for every £250, or part thereof, between these threshold limits from their capital, in addition to the financially assessed contribution from their income.
Capital assets above £100,000	An individual will pay the full cost of their care and support.

Section 18(3) of the Care Act

- 4.10. In addition to the above changes, the government intends to use existing legislation included within the Care Act 2014, to enable self-funders to be able to ask their local authority to arrange their care for them. Whilst self-funders in receipt of Domiciliary Care support can already request this, the proposed changes will expand this option individuals with eligible care needs, who are in receipt residential care.
- 4.11. On the 07 July 2022, the Minister of State for Care and Mental Health announced<sup>4</sup> that the application of Section 18(3) would now be subject to transitional arrangements. Under these arrangements, people entering residential care from October 2023 will be eligible to ask their local authority to arrange their care for

<sup>4</sup> <https://questions-statements.parliament.uk/written-statements/detail/2022-07-07/hcws189>

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them. Anybody already living in residential care will be eligible from April 2025 at the latest, and earlier if the government considers that the market can sustain full rollout.

- 4.12. The Minister of State explained that *'This staged approach to introduction will allow individuals funding their own care to benefit from local authorities' expertise in commissioning as quickly as possible, while allowing local authorities and social care providers to plan for this change and avoid unnecessary disruption to service provision.'*

### Care Account

- 4.13. Alongside these changes, the government will require local authorities to maintain a 'care account' record for everyone who has been assessed as having eligible care and support needs, regardless of whether these needs are met by the local authority or by the person themselves.
- 4.14. The care account record is intended to monitor an individual's progress towards the care cap. When an individual is nearing the cap, it is expected that the local authority will work in conjunction them to ensure that the local authority is able to take responsibility for the cost of care as soon as the cap is reached.
- 4.15. The care account must record:
- The total cost of meeting someone's eligible needs
  - The persons current rate of progress towards the cap
  - The total amount the person has accrued towards the cap to date
  - Any amount attributable to daily living costs
  - Any adjustments to the accrued costs
- 4.16. The local authority will also be required to provide a statement every 12 months to individuals with a care account record. In addition, the local authority must provide statements at other times where a person makes a reasonable request.

## **5. Financial & Resource Impact**

- 5.1. As set out in *'Build Back Better: Our plan for health and social care'*, the government announced the introduction of the UK-wide 1.25% Health & Social Care Levy based on National Insurance contributions. It was intended that the funds raised through this levy would be ring-fenced to fund the investment in health and social care as out in the government's white paper.

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- 5.2. It is expected that this levy would raise around £12bn a year on average across the UK. Of the £36bn expected to be raised during the first three years of the new levy, £5.6bn has been earmarked to support the social care reforms; with £3.6bn to be allocated to local authorities to support both the funding changes and the fair cost of care exercise.
- 5.3. There are some national concerns that the funding proposed by government to support the implementation and operation of these changes will be insufficient. The County Council's Network (CCN) and Newton recently published 'Preparing for Reform'<sup>5</sup>. One of the key findings from this review, was the conclusion that an additional £10bn nationally is required over the next 10 years to fully fund these changes.

*'The analysis from this programme suggests that the reforms will have a greater financial impact than estimated in the Government's Impact Assessment over the 10-year period (£29bn - £32bn vs. £19bn). In order to properly fund these reforms, social care will require approximately 50% of the Health and Social Care National Insurance Levy (£5.6bn - £6.2bn per year by 2031/32 of a total levy of £12bn).'*

- 5.4. The changes are also expected to have a significant operational impact and it is likely to create further pressure on the social care workforce. The CCN & Newton are estimating that over 5,000 additional staff will be required nationally to carry out the extra care and financial assessments for those seeking to benefit from the changes.
- 5.5. The financial and resource impact of these changes for the City Council is currently uncertain. The two main areas of uncertainty are (a) the number of self-funders that may come forward to utilise the benefits arising from the changes and (b) the impact of the changes arising from the means test, as this will depend on individual financial circumstances.
- 5.6. At this stage, the financial impact of these changes is not yet included in either the Council or Adult Social Care Medium Term Financial Plans, as it is assumed that funding will be provided by central government to meet these new burdens. A consultation on the proposed funding distribution methodology for 2023-24 to support these changes has been launched and is due to close on 23 September 2022. Further details are awaited on the funding arrangements and allocations for the Fair Cost of Care exercise for 2023-24.
- 5.7. In addition to the impacts of the funding changes, Adult Social Care (ASC) will also be subject to a new inspection and assurance process from April 2023. It

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<sup>5</sup> <https://www.countycouncilsnetwork.org.uk/advocacy/publications-and-research/>

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has been more than a decade since ASC was inspected and, in that time, Local Authorities have had to make difficult financial decisions to prioritise the services delivered to their populations. Those resources that would have been in place to manage an assurance and inspection process in ASC are no longer in place. The preparation for assurance/inspection is therefore an additional draw on resources and will not be funded by central government.

- 5.8. Furthermore, the operation of 'Business as Usual' arrangements following the main waves of COVID-19, have been complicated by several factors including financial pressures for uplifts from key suppliers, staff capacity to meet statutory demand, the increase in pressure generated by the NHS discharge to assess process, increased demand for domiciliary care, the cost-of-living impact on care provision and an unstable recruitment market.
- 5.9. Taken together, these issues are placing pressure on ASC locally and nationally, (as evidenced through many recent reports and surveys) and doubtless the cost-of-living impact on supplier uplifts in April 2023 will add to this picture. There is significant risk in gaining and maintaining the capacity to balance these agenda and preparing for what will be a step change in working practice because of the breadth of the reforms proposed within an already stretched financial allocation.

**6. Preparation & Next Steps**

- 6.1. To ensure that these changes are implemented successfully within Portsmouth, a project team has already been established. The objectives of this project team are to ensure:
  - Existing clients are successfully supported to transition to the new funding arrangements.
  - Additional client demand is identified as soon as possible to enable both Adult Social Care & Finance to be able to successfully adapt their resourcing requirements to support them.
  - The financial impact of the changes is fully understood.
- 6.2. Five key workstreams have been identified to enable the successful delivery of this project and each workstream has a specified lead officer.

<b>Workstream</b>	<b>Objective</b>
Social Care	To ensure that social work teams are aware of the changes, can support clients with them, and are trained on any changes to the case management system and related workflows.

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Financial Assessments	To ensure that financial assessment teams are aware of the changes, can support clients with them, and that the changes to the financial assessment process, the care cap, as well as the operation of the new care accounts are successfully implemented.
Systems	To work with our IT partners and internal teams, to ensure the necessary system changes are implemented to the ASC Case Management and ASC Finance System.
Finance	To understand and quantify the financial impacts of the changes.
Communications	To ensure the changes are effectively communicated to clients, care providers and staff.

- 6.3. There are 6 trailblazer authorities who are leading on the early implementation of these changes with the Department for Health & Social Care (DHSC). The DHSC has published a list of eight key things that have been identified from the trailblazers, which they think local authorities can be doing in preparation for these changes. The table at Appendix 1, provides a summary of activities and progress made by Portsmouth against these eight areas.
- 6.4. As the implementation of these changes progresses, further updates will be provided to Members.

.....  
Signed by (Director)

**Appendices:** None

**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:

<b>Title of document</b>	<b>Location</b>
'Build Back Better: Our plan for health and social care'	<a href="https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1015736/Build_Back_Better-Our_Plan_for_Health_and_Social_Care.pdf">https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1015736/Build_Back_Better-Our_Plan_for_Health_and_Social_Care.pdf</a>



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**Appendix 1 - Eight key things trailblazers think local authorities can be doing now**

Recommendation	PCC Progress Assessment
<p>1. Undertake a full gap analysis to understand what activity you will need to undertake to be compliant with the new legislation.</p>	<ul style="list-style-type: none"> <li>• Following the recent government publications, work is now underway to understand the impact on our existing processes and systems to ensure we remain compliant with the changes in legislation.</li> </ul>
<p>2. Make sure all service heads have read the guidance and understand the changes.</p>	<ul style="list-style-type: none"> <li>• Briefing sessions have been delivered to Cabinet Members, ASC Management team, Social Care Practitioners &amp; Finance teams throughout July and August.</li> <li>• An Intranet page is now available to provide information for staff on the funding changes, with links to further useful information.</li> <li>• Further briefings will be delivered as the implementation of the changes progress, in addition to regular updates within the ASC staff bulletins (which ASC finance also receive).</li> </ul>
<p>3. Create programme structure &amp; governance including Comms, Finance, Heads of Service, PSW, Commissioning, Brokerage, Financial Assessment Team, Data and Reporting and System Development.</p>	<ul style="list-style-type: none"> <li>• A project board has been established with the following representatives: <ul style="list-style-type: none"> <li>• Head of Service (Adult Care &amp; Support)</li> <li>• Principle Social Worker</li> <li>• Finance &amp; Systems (including leads for systems &amp; reporting, brokerage, financial assessments, etc.)</li> <li>• Communications.</li> </ul> </li> <li>• The Communications team will also be working with Learning &amp; Development to develop a formal training programme for staff.</li> </ul>
<p>4. Understand any local variation in the impact of reforms (e.g., local cap, demographics, number of care homes,</p>	<ul style="list-style-type: none"> <li>• Work is currently underway to collect the necessary data to quantify both resource and financial impacts of the changes.</li> </ul>

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<p>number of self-funders, number of home owners, digitally enabled).</p>	<p>Specifically:</p> <ul style="list-style-type: none"> <li>• Data is being collected to understand the number of potential self-funders in Portsmouth, as well as establishing how the change in capital thresholds for tariff income will affect current client contribution values.</li> <li>• The financial assessments and benefits team will be contacting existing clients to request further required financial information from existing self-funding clients. Additional staff resource will be sought to complete this.</li> <li>• We are part of a working group with other LA's who are using the ContrOCC finance system, to develop reporting tools to help quantify the financial impact and support the implementation of the changes.</li> <li>• We have links with neighbouring authorities to share knowledge and insights.</li> </ul>
<p>5. Crunch the numbers. How many are likely to hit the cap in their lifetime? How will you manage these messages?</p>	<ul style="list-style-type: none"> <li>• As per 4 above.</li> </ul>
<p>6. Seek opportunities for join up. New operating model? Strength Based Assessment? Covid legacy? Trusted Assessor model? Community Relationships?</p>	<ul style="list-style-type: none"> <li>• Opportunities will be explored through the Social Work project workstream.</li> </ul>
<p>7. Plan your early assessment approach.</p>	<ul style="list-style-type: none"> <li>• We are seeking to recruit additional Social Work and Financial Assessment &amp; Benefits Officers.</li> <li>• Through early recruitment we are seeking to utilise the resource to undertake early preparation and engagement with clients. Initially the additional Social Work capacity will also support the wider workforce with other assessment backlogs.</li> </ul>

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8. Think about when you are going to train staff and the delivery vehicle for this. What else will be happening during this time? i.e. other reforms, winter pressures.

- As per above, briefing sessions have already begun.
- A detailed communications plan is also being developed, to ensure there is appropriate engagement and information for clients, care providers and staff.
- Additional training will also be developed in conjunction with Learning & Development colleagues.

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# Agenda Item 13



## **THIS ITEM IS FOR INFORMATION ONLY**

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<b>Title of meeting:</b>	Cabinet
<b>Subject:</b>	Violence Against Women and Girls - Findings from the Community Safety Survey 2022
<b>Date of meeting:</b>	27 <sup>th</sup> September 2022
<b>Report by:</b>	Caroline Hopper, Corporate Projects Manager, Strategy, The Executive
<b>Wards affected:</b>	All

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### **1. Requested by Cllr Fazackarley**

### **2. Purpose -**

**To update cabinet following a report in March this year that recommended adding questions to the Community Safety Survey 2022 allowing residents to share their views about how public lighting and CCTV could be improved to promote safer streets and a safer public domain for women and girls.**

### **3. Information Requested**

- 3.1 In December 2021 there was a request for a Safety Audit to allow Portsmouth residents to share their views about how public lighting and CCTV could be improved to promote safer streets and a safer public domain for women and girls.
- 3.2 Every two years since 2010, the Safer Portsmouth Partnership carries out face-to-face surveys with approximately 1,000 residents to seek their views and their experience of crime and anti-social behaviour in the city.<sup>1</sup> The survey collects demographic information, so that responses from females only can be extracted, or can be compared with answers from males.
- 3.3 The field work for the survey took place in February (2022) and included additional questions relating to the safety of women and girls - see para 3.4. Adding these

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<sup>1</sup> The Community Safety Research team (now sitting within the Public Health Intelligence Team) co-ordinate this piece of research, employing and supervising students, enabling them to conduct the fieldwork

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questions to the biennial<sup>2</sup> survey provides a consistent opportunity for the public to feedback their views in relation to the safety of women and girls going forward.

3.4 Question 9a of the Community Safety Survey was amended to include 9b:

- 9a - Are there any parts or places in Portsmouth where you feel unsafe or where you avoid going due to feeling fearful of crime?
- 9b - Please tell us where you feel unsafe or avoid, giving as much detail as possible about the location. Thinking about each location can you tell us why you feel unsafe or avoid these locations.

**4. Findings**

4.1 The places that women most avoided or felt unsafe were similar to those mentioned by males, although generally a slightly higher proportion of women felt unsafe in these areas than men: Somerstown (19%), City Centre (13%) and Buckland (12%) were the most commonly mentioned areas. However, women are twice as likely to feel unsafe in the City Centre/Commercial Road area than males, when it was dark or at night (73%, n60) than at any time (27%, n22).

Table 1: Areas that participants feel unsafe or avoid due to fear of crime, comparison by gender

Area	Females		Males	
	Number	%	Number	%
Somerstown	123	18.6%	72	12.4%
City Centre / Commercial Road	85	12.9%	35	6.0%
Buckland	81	12.3%	67	11.5%
Fratton	45	6.8%	27	4.6%
Southsea	43	6.5%	28	4.8%
Guildhall	31	4.7%	15	2.6%
Northend	15	2.3%	19	3.3%
Paulsgrove	15	2.3%	14	2.4%

4.2 Overall, most female participants felt unsafe because they had heard that these areas had a bad reputation, although some participants provided more concrete reasons such as drug issues, a high crime rate, groups or gangs hanging around or poor lighting. This, together with the fact that residents have reported feeling unsafe in these areas since the survey began 20 years ago, means that there is scope for

<sup>2</sup> Every two years

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doing further work to improve the reputation of these areas, alongside work to tackle drug misuse and crime.

- 4.3 Overwhelmingly female participants felt that a greater police presence in these areas would help them feel safer, but other solutions were mentioned, including better lighting and CCTV, also more provision/activities for young people, tackling drug misuse and providing education/awareness.

*"Do up the High Street, provide youth centres and homeless shelters, take care of commercial properties"*

*"A presence, day and night, maybe volunteers, and CCTV monitored"*

*"Better lighting, more security and police on the streets"*

- 4.4 The survey did not ask about feelings of safety or experience of sexual crime within and around the Night-Time Economy (NTE). Violence against women and girls (VAWG) within the NTE is a growing area of focus for Police both nationally and locally.
- 4.5 A further report from the Director of Public Health on the overall findings from the Community Safety Survey 2022 will be brought forward at a later date.

## **5. Wider context**

- 5.1 The Police and Crime Commissioner for Hampshire has committed to recruiting an extra 600 officers across Hampshire to improve police visibility and reduce crime, although it will take time before all the new officers complete their training and are deployed.
- 5.2 The council has upgraded all streetlighting within the highways network to LED controlled by a central management system. Stakeholders including, Police, Community Safety, University of Portsmouth, and organisations working in and around the Night-time Economy (NTE) supported the review of the adaptive lighting profile. Work to upgrade lighting in and around Local Authority Housing stock to the same standards is underway and will benefit some areas within the City Centre, Buckland and Somerstown. The importance of lighting is also being considered within the re-development of the former Horatia and Leamington sites. Some

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recreational spaces have also benefited from lighting upgrades funded by the Home Office via Safe Streets.

- 5.3 PCC has 132 public space surveillance cameras (PSS) across the city. The CCTV control room is manned 24 hours a day, 7 days a week. In addition to the PSS cameras there are 2,000 cameras across housing blocks and other PCC buildings. There is a suite of rapid re-deployable cameras that can be deployed to crime and anti-social behaviour hotspots across the city, and several have been installed as a result of the Safer Streets funding.
- 5.4 In the wake of high-profile deaths of women in the last year (Sarah Everard in March 2021, and Sabina Nessa in September 2021), there has been an increased focus nationally on the prevalence of harassment, bullying and intimidating behaviour in public spaces, particularly towards women and girls. An Environmental Visual Audit (EVA) of the Guildhall Area was undertaken by the Police in 2021 and made 23 recommendations for situational and behavioural measures. This was aimed primarily at reducing opportunity for sexual crime to occur alongside ensuring that where incidents do occur, staff within the NTE respond appropriately. Some of these recommendations have been and/or are being addressed through Safer Streets funding, others will require more significant investment such as Levelling Up funding<sup>3</sup>.
- 5.5 The Council is in the process of creating a masterplan plan for the whole city for the next fifteen years. This plan recognises the challenges Portsmouth faces and puts forward a new plan for ensuring the city centre is viable and vibrant. This plan provides an opportunity to design out crime. A key element to this plan is encouraging new development. To support this aspiration the Council is in discussion with Homes England about potential Brownfield Infrastructure Funding investment in City Centre North and Sommerstown area. A bid totalling 19.8M to transform the Guildhall Area of the city centre has also been submitted to the Levelling Up Fund. This bid was supported by the Police and the University of Portsmouth, and included £9.5m for wayfinding, bespoke lighting, and a permanent pedestrianised zone. The outcome of this bid is expected in October.

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<sup>3</sup> Community Safety and Environment Portfolio noting paper: Situational Crime Prevention to support the safety of Women and Girls in Guildhall, November 2021.



**THIS ITEM IS FOR INFORMATION ONLY**

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

**6. Safer Streets - Home Office funding rounds 2,3, and 4**

- 6.1 Safer streets is a national initiative to reduce crime, making residents safer and reducing demand on the police, funded by the Home Office.
- 6.2 Since June 2021, Portsmouth has benefited considerably from Safer Streets funding, having been successful in funding rounds two, three, Safety of Women at Night (SWaN) and most recently awarded further funding through round four. The combined total awarded exceeds £1.6m.
- 6.3 There has been a review of, and improvements to, lighting and CCTV in the city as part of the Safer Streets Initiative, with further improvements planned within the Guildhall Walk and Hotwalls area during 2022.
- 6.4 Challenging underlying social norms that create the context for criminal activity and building local capacity to respond is key to improving feelings of safety. Safer Streets four funding will see the continuation of initiatives including active bystander training, peer mentorship work in schools, and on-going development of a network of safe spaces across the city. This work is being undertaken in partnership with the neighbouring authorities of Gosport, Fareham, Havant and Isle of Wight.

**7. Conclusion:**

- 7.1 It is noted that the findings of the Community Safety Survey, alongside other work being undertaken such as Safer Streets, will be used as part of an evidence base for any further, targeted infrastructure work in the identified areas and for more positive communications to try and reduce reputational issues in areas identified. The survey did not ask about feelings of safety or experience of sexual crime within and around the NTE. It is noted this is an area for further exploration and consideration will be given about how best to understand the prevalence of this issue locally moving forward.

.....  
Signed by Paddy May  
Corporate Strategy Manager

**THIS ITEM IS FOR INFORMATION ONLY**

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

**Appendices:** none.

**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
Community Safety and Environment Portfolio noting paper: Situational Crime Prevention to support the safety of Women and Girls in Guildhall, November 2021.	Corporate Strategy
Portsmouth Community Safety Survey 2022	Public Health

# Agenda Item 16



<b>Title of meeting:</b>	Cabinet
<b>Date of meeting:</b>	27 September 2022
<b>Subject:</b>	Portico Shipping Limited - Three Year Business Plan
<b>Report by:</b>	Port Director
<b>Wards affected:</b>	All
<b>Key decision:</b>	No
<b>Full Council decision:</b>	No

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## 1. Purpose of report

- 1.1. The Council wholly owns Portico Shipping Limited ("**the Company**"), a company which provides cargo handling and stevedoring services from Portsmouth International Port.
- 1.2. The Company's board of directors are required, by their Articles of Association, to prepare a Business Plan covering the next three years and to seek the approval of Cabinet as shareholder, of that Business Plan. Once approved, the directors of the Company must ensure that the Company's business is conducted in compliance with that plan.
- 1.3. The report sets out the advice and recommendations from the Council's officers together with areas of concern and key risks for Cabinet to consider in its on-going investment in the Company.

## 2. Recommendations

- 2.1. It is recommended that.
  - 2.1.1. the Company's three-year business plan is approved, as set out in Appendix A.
  - 2.1.2. Cabinet notes the likely call-down on the £15 million loan approved within the Council's existing Capital Programme in the Financial Year 2022/2023, as set out in Appendix C which will be:
    - a) at a rate of interest consistent with Subsidy Control rules.
    - b) necessary either for the sustainability of existing income streams of the Company or for the generation of additional income for the Company.
    - c) represents the most favourable return to the Council
  - 2.1.3. Cabinet directs the Company to provide the Cabinet with an indicative business plan by the 31 December each year, and for the Company to bring forward its next annual business plan to Cabinet for approval by no later than the 31 March in each year.



- 2.1.4. The Company business plan, in addition to the requirements set out in article 146 of its' Articles of Association, must in addition demonstrate to the Cabinet's satisfaction that it is:
- a) based on robust assumptions with a more than reasonable chance of being achievable.
  - b) prepared to illustrate the financial effect of reasonable optimistic and reasonable pessimistic scenarios to enable the Cabinet to understand the reasonable range of risk associated with the "Base Case" Business Plan.
  - c) reflects the exposure of the company to cyclical trade factors and adverse weather and demonstrates to the Cabinet that the three-year Business Plan provides an overall net return to the Council over the period considering all returns received by the Council through rents, dues and all other profit elements of services provided by the Council (including the Portsmouth International Port).

### **3. Background**

- 3.1. On 26 February 2019 Cabinet approved making available to the Company a Loan Facility of up to £15m. To 31 March 2022, the Company had drawn down £7.6m of the £15m loan facility.
- 3.2. On 14 February 2022 Cabinet approved the Company's revised Articles of Association. One of the requirements of the Articles is for the Company to prepare and submit a Business Plan for approval by the Cabinet on behalf of the shareholder covering the next three years. The Company intend that the report at Appendix A fulfils this obligation for the years 2022/23 to 2024/25.

### **4. The Company's business plan**

- 4.1 The Company's business plan should include the following:
- 4.1.1. Annual operating revenue plan and capital expenditure requirements.
  - 4.1.2. A balance sheet forecast.
  - 4.1.3. A minimum 3-year term financial strategy plan to include (amongst other things) all proposed investments, borrowing and new business of the Company and a list of key risks of its business.
  - 4.1.4. A plan for the use of any surpluses made in each year including the making of any distribution of profit subject to law.
  - 4.1.5. An annual profit and loss account; and
  - 4.1.6. Any other such information as requested in writing by the Cabinet.
- 4.2. In addition to addressing the above requirements, it provides an overview of the company's financial performance over the last three years and provides information about the Company's board structure and director appointments. The Company's business plan is provided in Appendix A.
- 4.3. The Company operates in a highly competitive market and needs to be able to offer shippers an efficient and cost-effective operation. The Managing Director



(MD) is focused on delivering the best possible financial return and has produced a strong management cost control culture. There remain some legacy agreements at the Company (MMD customer contracts) that are sensitive to market conditions and commercial volatility e.g., fruit trade and changes to EU trading conditions impacting on transshipment of deep-sea cargo to EU (removing the need for landing cargo in the UK). The UK Government decision to refocus border controls towards a new Target Operating Model by the end of 2023, has immediately added risk to the 2022/23 budget which was approved by the Company Board due to delays and uncertainty in bringing into operation the Border Control Post (BCP). The MD is focussing the team on mitigation, with the BCP income loss of £675,000 reduced to a 'net' impact of £450,000.

- 4.4. It should be noted that the Portico budget also includes £1.36 million of fuel and energy costs. This takes into account the significant increase in electricity costs and new rules that prevent businesses from using red diesel on equipment. Portico will closely follow the details of the support to businesses for energy costs announced by the new Prime Minister and, subject to meeting the criteria, will seek funding support to help mitigate the financial burden.
- 4.5. A further risk to the budget is any delay to the planning process for Brett Aggregates concrete batching operation. The Company suffered an impact on the sand and gravel imports due to planning delays in the last two financial years and, although work has commenced on the approved sand and gravel terminal, risk remains to further delays if the planning decision on the concrete batching operation is delayed further.
- 4.6. The Company has also suffered from lack of available operational land due to the reduction of 2 acres for the construction of the BCP. The Portsmouth International Port (PIP) masterplan has recognised this need along with the cruise and ferry demands and the port is working with the Portsmouth City Council property team to identify short, medium, and long-term opportunities.
- 4.7. The Company is outperforming on its business plan to handle general cargo other than fruit and, subject to availability of operational land, has a strong pipeline of commercial opportunities.
- 4.8. Other than the Port of Southampton, the Company operates the only deep-sea general cargo facility on the South Coast. This is an asset that is being exploited to its full potential. Suitable hinterland to support operations will be needed to realise the long term overall economic benefits to the port.
- 4.9. Given all the factors above there has been a robust budget procedure overseen by an experienced board of directors and, although it is not without risk, Council officers are satisfied that the Cabinet should support the Company business plan.

## **5. Reasons for recommendations**

- 5.1. The Company's business plan identifies that it will provide a return to the shareholder (Council) over the 2022/23 to 2024/25 period. On balance, there is a good, commercially justified case for the shareholder (Council) to make further investment in the Company to enable diversification of the Company's existing operations while increasing capacity and responsiveness to changes in the



market. It is reasonable to conclude that this provides the best prospects to deliver commercially attractive returns to the Council over the three-year term.

## **6. Integrated impact assessment**

- 6.1. An integrated impact assessment is not required as the recommendation does not have a negative impact on any of the protected characteristics as described in the Equality Act 2010. The capital investment set out in the Company's business plan is not for any service that could impact on customers from an equality perspective.

## **7. Legal implications**

- 7.1. As outlined in paragraph 3.2, the Company are required to produce a Business Plan on an annual basis for approval by Cabinet (on behalf of the shareholder). Once approved, the directors of the Company are responsible for managing the Company in accordance with the Business Plan. Cabinet may wish to receive regular updated from the directors as to the performance of the Company against the approved Business Plan, as it is Cabinet's responsibility to hold the directors to account for their performance.
- 7.2. The Company has appointed to its board of directors two Councillors as well as one of the Council's finance managers. Those individuals will have legal duties as directors to the Company that may conflict with their duties to the Council, and Cabinet should, in the interests of good governance, ensure that it monitors those conflicts and addresses them where necessary.
- 7.3. As a result of the cabinet decision of the 26<sup>th</sup> July 2022, the Council has appointed the cabinet member for Culture, Leisure and Economic Development as the portfolio holder responsibility for company matters. A Company Advisory group is in the process of being established, chaired by the cabinet member, which will, amongst other things, review and scrutinise business plans of the Council's companies. Due to the timing of this report however (before the establishment of the advisory group), this business plan has not been considered by the advisory group and instead been subject to scrutiny and review by the Council's finance team.

## **8. Deputy Director of Finance's comments**

- 8.1. The Company is required to produce as part of its business plan.
- 8.1.1. Annual operating revenue plan and capital expenditure requirements - this would set out how, through the setting of targets, the business plan will be achieved.
- 8.1.2. Whilst a full balance sheet has not been provided, a high level summary of assets and liabilities is set out in paragraphs 3.13 and 3.14 of Appendix A.
- 8.1.3. A minimum 3-year term financial strategy plan to include (amongst other things) all proposed investments, borrowing and new business of the Company and a list of key risks of its business - this has been provided in Appendix A.
- 8.1.4. A plan for the use of any surpluses made in each year including the making of any distribution of profit subject to law - this is not applicable as deficits are forecast over the 3-year period.



8.1.5. Due to the commercial sensitivity of such information, the three year business plan set out in paragraph 3.6 of Appendix A is presented in a summarised format, however the Deputy Director of Finance has been provided with more detailed Profit & Loss forecasts covering the periods 2022/23 to 2024/25.

8.2. The Budgeted and Forecast shareholder contributions provided for within the Budget Report approved by City Council in February 2022 as compared to the contributions assumed within the Company Business Plan approved by the Company Board in March 2022 (and set out in Appendix A) are as follows:

	<b>2022/23</b>	<b>2023/24</b>	<b>2024/25</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>
<b>Shareholder Contribution (PCC Budget &amp; Forecast)</b>	1.000	1.000	1.000
<b>Shareholder Contribution (Portico Business Plan)</b>	1.350	0.395	0.465
<b>PCC Budget &amp; Forecast deficit/(surplus)</b>	0.350	(0.605)	(0.535)

8.3. Since the Company Board approval of the Business Plan, and as a result of UK Government decisions as outlined in paragraph 4.3, it is forecast that a further net loss of income in 2022/23 of £650,000 will arise. Therefore, mitigations totalling £200,000 have already been identified by the Company Board and the budget risk is currently assessed to be £450,000. Therefore, there is currently a potential requirement for a Council shareholder contribution of £1.8m compared to the £1m currently budgeted. It remains early in the financial year and the Company are continuing to investigate cost mitigation measures/income opportunities and the level of the required Council Shareholder Contribution will be reassessed when the Council's Budget and Forecasts are comprehensively reviewed in the autumn. This includes on-going discussions with the Government about the potentially abortive costs the Government's change of policy on Border Controls might incur.

8.4. From 2023/24, the Company will be aligning its budget setting timetable with the Council's to remove the timing differences in budget assumptions that currently exist between the City Council Budget and Forecast and the Company Business plan.

- 8.5. The defining financial consideration for the Council is the total return to the Shareholder (often referred to as the "net benefit"). This considers all other income streams to the Council derived as a direct consequence of operating the Company, net of all costs, in deriving that income and is described below:

Portico Profit / Loss	
+	Net Income to Port (from port dues etc.)
+	Net Income to PCC (from rent and interest on loans and leases etc.)
+/-	Dividend / Financial Support
-	PCC Capital Financing Costs
+/-	Increase / reduction in the investment value of Portico (i.e. capital gain / loss)
<hr/>	
<b>= Total Return to Shareholder (Portsmouth City Council)</b>	

- 8.6. Accordingly, the Company's profit / loss is not the same as return to PCC, rather it is one component of the overall return to which other income streams and costs are added. It follows therefore that a loss by the Company does not necessarily translate into a negative return for PCC.
- 8.7. Based on the Company's business plan, the return to PCC is summarised in the below table:

**Table 1: Return to PCC**

	2022/23 £	2023/24 £	2024/25 £
Return to PCC	54,100	1,259,100	1,467,600

- 8.8. The table shows that the return to the Council increases year on year and exceeds £2.2m over the 3-year period.

.....  
Signed by:



**Appendices:**

Appendix A - Report from Portico Shipping Limited and 3 Year Business Plan.

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

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

Title of document	Location

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

.....  
Signed by:

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<b>Report from</b>	The Managing Director of Portico Shipping Limited ("the Company") on behalf of the board of directors of the Company
<b>Title</b>	Portico Shipping Limited - update to shareholder and submission of Business Plan for approval

## 1. Purpose of report

1.1. The purpose of this report is to:

1. Provide an overview of Portico's financial performance over the last three years.
2. Gain Portsmouth City Council's approval of Portico Shipping Limited's three-year business plan.
3. Inform the Cabinet of the new Portico board structure and appointments.

## 2. Background

2.1 On 26 February 2019 Cabinet approved a loan facility of £15m to Portico, for the necessary Capital Investment required to deliver a return of £19.3m over the 5-year period 2019/20 to 2023/24. The loan facility was approved in principle by the City Council on 12 February 2019.

2.2 On 14 February 2022 Cabinet approved Portico's revised Articles of Association. One of the requirements of the Articles is for Portico to prepare and submit a Business Plan for approval by Portsmouth City Council as shareholder covering a three-year period.

## 3. Trading Position

3.1. Portico is progressing through a transition phase, with a new management team and an evolving strategy of diversification. The company is adapting to a changing shipping market as well as diversifying its customer base.

3.2. To adapt to these changing circumstances, a £15m loan facility (referred to above) was agreed by the shareholder in February 2019. To 31 March 2022 Portico had drawn down £7.6m of the £15m loan facility, which gives a remaining draw down balance of £7.4m.

3.3. The £7.6m draw down of the loan facility was invested in a range of areas including building refurbishments, IT infrastructure and equipment. Exempt Appendix A provides a summary of the investments funded by the £7.6m loan drawdown. In addition to the £15m loan facility, Portico also received from the shareholder a £3.5m loan in substance which financed the demolition of a warehouse and resurfacing of the area.

3.4. Portico's trading results for the previous three years, excluding provision of support to Portico in the form of a revenue grant, are summarised in the following table

**Table 1: P&L Summary for Previous Three Years**

	<b>2019/20</b> £	<b>2020/21</b> £	<b>2021/22</b> £
Turnover	11,804,561	11,508,849	13,620,470
EBITDA / (Negative)	(3,975,601)	(2,990,951)	(2,723,140)
Net (Loss)	(4,218,759)	(3,282,769)	(3,184,608)

The table shows an improving financial position over the three-year period. Over the last two years Portico's turnover increased significantly which reflected an increase in Customs Agency income due to increased clearance requirements as a result of Brexit. Although fresh produce coming through Portico reduced, Portico gained significant success in attracting increased volume of General and Project Cargo, which is in line with the company's diversification strategy. The Portico board remains concerned over lack of available land with current demand unable to be realised due to the terminal footprint which has fed into the Portsmouth International Port masterplan and the local plan consultation.

- 3.5. The revenue grant Portico received from the Council for the previous three years reduced year on year. This is shown in the below table:

**Table 2: Revenue Grant for Previous Three Years**

	2019/20 £	2020/21 £	2021/22 £
PCC Revenue Grant	4,300,000	3,300,000	3,250,000

- 3.6. The trading environment, driven by factors including the impact of Brexit, delays to border controls, Covid-19, significant delays in planning approval for a new customer (Brett Aggregates), a reduction in operational land due to the new Border Control Post development, customer requirements and competitors, meant that the revenue grants Portico received were higher than what had been forecast. However, Portico's future three-year business plan shows an improving financial position. The Board has signed off the business plan for 2022/23 and is in the process of approving the plan for 2023/24 and 2024/25. The three-year business plan is summarised in the following table, excluding revenue grant from PCC:

**Table 3: Three Year Business Plan**

	2022/23 £	2023/24 £	2024/25 £
Turnover	17,955,000	19,954,000	20,750,000
EBITDA	620,000	1,787,000	1,801,000
Net Profit / (Loss)	(1,350,000)	(395,000)	(465,000)

- 3.7. The table shows that Portico's turnover is forecast to increase year on year and turnover exceeds £20m by 2024/25. EBITDA is also forecast to increase year on year and Portico's bottom line is significantly improved in 2023/24 and 2024/25 compared to 2022/23. Portico's operating profit is positive, and representative of the business development targets sought by the organisation. Please see Exempt Appendix 3 for further information.
- 3.8. Portico proposes that over the 2022/23 to 2024/25 three-year period, any surpluses generated are reinvested in the company. This will reduce Portico's CAPEX borrowing requirement and will allow the company to increase future income generation.
- 3.9. Portico's capital requirements are summarised in the below table:

**Table 4: Three Capital Requirement**

	2022/23 £	2023/24 £	2024/25 £	Total £
Capital Requirement	6,700,000	300,000	3,800,000	10,800,000

- 3.10. To 31 March 2022 Portico had drawn down £7.6m of the existing £15m loan facility, which gives a remaining drawn down balance of £7.4m. The table shows that Portico's capital requirement over the 2022/23 to 2024/25 period totals £10.8m. At a later point in time, Portico will seek the necessary permissions from the Council to increase its loan facility.
- 3.11. Portico's capital requirements reflects the need for the business to continue to invest in facilities to enable the company to meet customer demand and attract business. This includes investment in a warehouse, land modifications and equipment. Exempt Appendix B provides further detail.
- 3.12. To allow Portico to further expand, increase its turnover and improve its bottom line, the company is in need of further land. Portico is actively working with its property advisors and the Council to identify suitable land to enable expansion of the business.
- 3.13. Portico's balance sheet identifies the company's assets and liabilities, and this balances to the company's equity. As at 31 March 2022, the company's fixed assets totalled £13.6m, current assets totalled £8.5m which gives total assets of £22.1m. Liabilities totalled £16.9m which gives net assets of £5.2m.
- 3.14. Portico's business plan will impact on its balance sheet. The gross book value of the company's fixed assets will increase by the £10.8m of capital investment identified in this report. Those assets, created as a result of the investment, along with Portico's existing fixed assets, will be depreciated in line with Portico's depreciation policy. The loans sought from the Council to finance this investment will be recognised as liabilities in Portico's balance sheet and will reduce in line with loan repayments. Portico's equity will change to reflect the overall change in the company's net assets.
- 3.15. Portico maintains a comprehensive risk register which is regularly reviewed and updated. It contains mitigation actions to minimise risk exposure. There is a robust internal audit procedure carried by the Council's Internal Audit Team on a regular basis, which provides assurance to the Company and the Council. Brexit remains a risk to the business including the uncertainty over the Northern Ireland Protocol and the Border Operating Model. Land availability is a risk as Portico needs further land to meet demand and to realise its full potential. This need has fed into the Portsmouth International Port masterplan and the local plan consultation. Another risk facing the business is staff recruitment and retention given the current labour market.

#### **4. Portico Board**

- 4.1. Portico has recently undertaken a review of its corporate governance, Board structure and Articles of Association. This was set out in a report to Cabinet on 14 February 2022. Portico's Board has been restructured, which now includes independent Non-Executive Directors, to provide independent external expert input to the company.
- 4.2. The current structure of the Portico Board and appointments is as follows:
  - **Camilla Carlbom Flinn – Chair, Independent Non-Executive Director**  
Camilla is Chair of Carlbom Shipping Ltd, specialist shipping agents based on the Humber. Camilla is also Honorary Consul for Sweden for Humberside, Lincolnshire and Nottinghamshire; Honorary Consul for Finland for Immingham, Grimsby and Hull and Deputy Lieutenant of the County of Lincolnshire.

- **Justin Atkin – Independent Non-Executive Director**  
Justin is the UK and Ireland representative for the Port of Antwerp and an independent industry expert.
  - **Cllr Gerald Vernon-Jackson – Non-Executive Director**  
Cllr Vernon-Jackson is a Liberal Democrat Councillor and the Leader of the Council.
  - **Cllr Simon Boshier – Non-Executive Director**  
Cllr Boshier is a Councillor and the Leader of the opposition Conservative group.
  - **Steve Williams MBE – Managing Director, Executive Director**  
Steve is employed by Portico and is responsible for the strategic direction of the company. He has over 30 years' experience in the port sector and is a full-time employee of Portico. Steve was awarded the MBE in the Queen's honours in 2020 for his work at Portico during the pandemic to maintain operations and ensure essential supplies continued to flow to supermarkets.
  - **Richard Lewis – Operations Director, Executive Director**  
Richard is employed by Portico and is responsible for the Health and Safety and the day to day running of Portico. Richard's career in maritime and shipping began in the merchant Navy where he served as a Deck Cadet to Chief Officer, sailing worldwide on ocean salvage vessels. He then moved to onshore operations, working as a General Manager at Geest Line for 30 years. He was previously Head of Operations at Portico.
  - **Mark Webb – Chief Financial Officer, Non-Executive Director**  
Mark is employed by the Council as a Finance Manager and has been based at Portsmouth International Port since 2010. He heads up the finance team at Portico and brings a wealth of financial and commercial expertise to the company.
- 4.3. Portico employs its own Company Secretary, Shakira Hiron, who is a professional in maritime law and a full-time employee of Portico.
- 4.4. Portico ensures that its directors, together with its wider workforce, maintain the necessary skills to discharge their responsibilities.
- 5. Reasons for recommendations**
- 5.1. Portico's business plan identifies that it will provide a return to the Council over the 2022/23 to 2024/25 period. The continued investment in Portico by the Council will enable further diversification of Portico's existing operations while increasing capacity and responsiveness to changes in the market. It is reasonable to conclude that this provides the best prospects to deliver commercially attractive returns to the Company, and ultimately the Council over the three-year term.
- 5.2. Like all businesses, the past 2-years global trade supply chain, Brexit and the pandemic has impacted significantly on the progress of the Portico business plan. However, despite this the trend has continued to show an improvement particularly in diversifying to general and project cargo. The Portico board are committed to the long-term strategy that will give PCC a long-term return on investment and would therefore recommend the 3-year business plan for approval.

.....  
Signed by:

**Exempt Appendices**

Exempt Appendix 1: Portico's Capital Investment Funded from the £15m Loan Approval

Exempt Appendix 2: Future Three Year Capital Requirements

Exempt Appendix 3: Years 2 & 3 Business Plan (confidential)

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By virtue of paragraph(s) 3, 4 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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