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# NOTICE OF MEETING

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## CABINET

**TUESDAY, 3 OCTOBER 2023 AT 2.00 PM**

**COUNCIL CHAMBER - THE GUILDHALL, PORTSMOUTH**

Telephone enquiries to Anna Martyn Tel 023 9283 4870

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

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## Membership

Councillor Steve Pitt (Chair)

Councillor Suzy Horton (Vice-Chair)

Councillor Dave Ashmore

Councillor Kimberly Barrett

Councillor Ian Holder

Councillor Lee Hunt

Councillor Hugh Mason

Councillor Darren Sanders

Councillor Gerald Vernon-Jackson CBE

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

- 1 Apologies for Absence**
- 2 Declarations of Interests**
- 3 Record of Previous Decision Meeting - 5 September 2023 (Pages 7 - 12)**  
A copy of the record of the previous decisions taken at Cabinet on 5 September 2023 is attached.
- 4 Sea Change (Shore Power and ZEVl update) (Pages 13 - 30)**  
Purpose

To discuss the proposal of the SEA CHANGE project at the Portsmouth International Port (PIP) and to seek project approval.

**RECOMMENDED that the Cabinet**

- 1. Cabinet and Full Council notes the importance of investing in shore power at Portsmouth International Port (PIP).**
- 2. Cabinet and Full Council notes the existing funding for shore power in the capital programme, and the revised funding requirement for shore power.**
- 3. Subject to a satisfactory financial appraisal approved by the Director of Finance and Resources & S.151 Officer, Full Council approves to investing in shore power at a capital cost of £26.1m to be funded as follows:**
  - **Grant: £18,474,158**
  - **Prudential Borrowing: £4,625,842**
  - **Corporate resource: £3,000,000**

**5 Portsmouth Greening Strategy and Delivery Plan (Pages 31 - 66)**

Purpose

To introduce the refreshed Portsmouth Greening Strategy and Delivery Plan, which serves to inform and set the Green & Healthy City work programme from mid-2023 onwards, and was approved for presentation to Cabinet by the portfolio holder for Climate Change and Greening the City in July 2023.

**RECOMMENDED that the Cabinet approve the Greening Strategy and Delivery Plan, recognising that the greening agenda is broad, with significant activities being undertaken across Council directorates and in collaboration with partner organisations.**

**6 Portsmouth City Council's Carbon Action Plans (Pages 67 - 84)**

Purpose

To seek approval of the draft Carbon Action Plans for publication.

**RECOMMENDED that the Cabinet approves the Carbon Action Plans for publication.**

**7 Portsmouth Youth Justice Strategic Plan 2023-2025 (Pages 85 - 146)**

Purpose

To share with the Cabinet details of the Portsmouth Youth Justice Strategic Plan 2023-25 (Appendix 1) and seek approval for that Plan.

**RECOMMENDED that the Cabinet approve the plan and the priorities set out within it.**

**8 Memorial for Her Majesty Queen Elizabeth II - update (Pages 147 - 150)**

Purpose

To update Cabinet on progress working towards a memorial for Her Majesty Queen Elizabeth II, subsequent to the Notice of Motion that was adopted at Full Council on 11 October 2022.

**9 Draft Equality, Diversity and Inclusion Strategy (Pages 151 - 168)**

Purpose

To seek approval from Cabinet to take the draft equality, diversity and inclusion strategy to public consultation.

**RECOMMENDED that the Cabinet approves the draft equality, diversity and inclusion strategy be consulted on before a final version of the strategy is brought to a future meeting for adoption.**

**10 Tipner West and Horsea Island East Regeneration (Principles) (Pages 169 - 190)**

Purpose

1. To seek approval of a revised set of principles to use as a strategic brief to bring forward a scheme for development on Tipner West and Horsea Island East. It includes an overarching project objective which will be used as part of the planning consent process to set out what the council aims to achieve.
2. To provide members with information on the sifting process to shortlist future development options for Tipner West and Horsea Island East and summarises thumbnail options to be developed further.

**RECOMMENDED that the Cabinet recommends to Full Council**

1. **Note the content of this report.**
2. **Consider and endorse the revised principles advanced by the cross-party steering group set out in Appendix A as a strategic brief to bring forward a scheme for development on Tipner West and Horsea Island East.**
3. **Note the single overarching project objective in Appendix B that provides a high-level vision of what the Council is seeking to achieve.**
4. **Note the masterplan options sifting process and regulatory engagement that is underway to create a shortlist of viable development options.**
5. **Note the thumbnail options in Appendix C, which are to be worked up and sifted leading to a preferred masterplan option for the area known as Tipner West and Horsea Island East to be subsequently developed.**
6. **Notes the proposed programme for progressing the project in Appendix D.**

**11 Tipner West and Horsea Island East Regeneration (Preparatory Steps) (Pages 191 - 200)**

Purpose

To provide an update on the progress of the preparatory work necessary for the purposes of the Council, in its capacity as promoter of development, obtaining the relevant planning permission(s) and other consents likely to be required for the Tipner West and Horsea Island East Regeneration (**the Project**).

**RECOMMENDED that the Cabinet**

**1. Note the update on the progress in respect of the Project of:**

- (i) work being undertaken by the Council (as promoter of the Project) for the purposes of obtaining the necessary planning permission(s) and other consents likely to be required, and**
- (ii) land assembly and land referencing;**

**2. On the basis of the Cabinet and Full Council resolutions contained within the contemporaneous report to the Cabinet and the Full Council titled "Tipner West & Horsea Island East Regeneration" for meetings on 08/10/2023 and 17/10/2023 respectively (the Contemporaneous Report), approve the taking by the Council (as promoter of the Project) of all steps required to progress each aspect of the consenting strategy for the Project. This strategy is likely to require the Council (as promoter of the Project): (1) to make and thereafter promote an application for an order to be made under the Transport and Works Act 1992 (the TWAO application), which would include seeking inclusion in the TWA Order of compulsory acquisition powers where necessary, (2) to make and thereafter promote an application(s) for a Marine Licence(s), and (3) to make and thereafter promote an application(s) for a planning permission(s) under the Town and Country Planning Act 1990 (the TCPA application). This includes:**

- (a) the preparation of all relevant documentation for the above applications and the service of all necessary pre-application statutory notices; and**
- (b) seeking and obtaining information in respect of all relevant land and interests in land in relation to the applications referred to in this paragraph 2.2. The intention is to seek and obtain this information by making voluntary 'requests for information' and then, where appropriate, by issuing statutory requisitions for information in connection with interests in land under section 16 of the Local Government (Miscellaneous Provisions) Act 1976;**

**3. Delegate authority to undertake all steps and actions referred to in paragraph 2.2 above to the Director of Regeneration;**

**4. Delegate authority to the Director of Regeneration to negotiate and complete agreements for the acquisition of relevant land and interests in land for the delivery of the Project. These negotiations will be in accordance with the Compensation Code and advice will be sought from the City Solicitor, in consultation with the Leader;**

**5. Delegate authority to the Director of Regeneration to confirm the instruction of / instruct land referencing agents to identify all the third-party land and land interests required to deliver the Project and inform discussions with landowners as a precursor to negotiations to acquire**

land / interests based on voluntary agreements;

6. Note that Officers may need to seek a future resolution in respect of the Council seeking compulsory purchase powers in relation to the development to be authorised by the TCPA application (as the TWAO application will separately seek authorisation, where required, for compulsory purchase powers in relation to development it relates to) by the Council making a compulsory purchase order under section 226 of the Town and Country Planning Act 1990 (as well as, where necessary, under section 17 of the Housing Act 1985 and sections 239 and 240 of the Highways Act 1980) should the land referencing exercise identify third party land or rights that the Council is unable to purchase by agreement;

7. Note that Officers may need to seek a future resolution to grant the Director of Regeneration and the City Solicitor authority, in accordance with section 122 of the Local Government Act 1972, to declare that any land acquired or held and required for the delivery of the Project scheme is, where they conclude that it is no longer needed for its present purpose, appropriated for such statutory purpose as necessary to deliver the Project, and to authorise the overriding of such easements, rights, or other adverse matters burdening the land, where that is needed to deliver the scheme, in reliance on section 203 of the Housing and Planning Act 2016; and

8. Note that prior to and after the making of the TWAO application, resolutions of the Full Council under s.239 of the Local Government Act 1972 will be required, following publication of the requisite public notices.

The Cabinet:

9. Recommends to the Full Council to note the content of the report.

**12 Revenue Budget Monitoring (2023/2024) First Quarter to end June 2023**

Report to follow

**13 Treasury Management Outturn report 2022/2023 (Pages 201 - 212)**

Purpose

To inform members and the wider community of the Council's treasury management activities in 2022/23 and of the Council's treasury management position as of 31 March 2023.

**RECOMMENDED that the Cabinet note 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).**

Members of the public are permitted to use both audio visual recording devices and social media during this meeting, on the understanding that it neither disrupts the meeting nor records those stating explicitly that they do not wish to be recorded. Guidance on the use of devices at meetings open to the public is available on the Council's website and posters on the wall of the meeting's venue.

Whilst every effort is made to webcast this meeting, should technical or other difficulties occur, the meeting will continue without being webcast via the Council's website.

# Agenda Item 3

RECORD OF DECISIONS of the meeting of the Cabinet held on Tuesday, 5 September 2023 at 2 pm at the Guildhall, Portsmouth

## **Present**

Councillor Suzy Horton (in the Chair)  
Dave Ashmore  
Kimberly Barrett  
Ian Holder  
Lee Hunt  
Darren Sanders  
Gerald Vernon-Jackson  
Matthew Winnington

### **63. Apologies for Absence (AI 1)**

Apologies for absence were received from Councillors Hugh Mason and Steve Pitt. Councillor Horton welcomed Lorna Reavley, Chief Executive Officer, and Reverend Canon Bob White, Chair, of The HIVE Portsmouth, who were attending for item 7.

### **64. Declarations of Interests (AI 2)**

Councillor Sanders declared a prejudicial interest in agenda item 9 (Mandatory Licensing of Houses in Multiple Occupation) as he lived in one. He would leave the meeting for this item.

### **65. Record of previous decision meeting - 25 July 2023 (AI 3)**

The record of decisions from the meeting held on 25 July 2023 was approved as a correct record.

### **66. Forward Plan omission notice - Christmas Lights 2023 (Supporting infrastructure and Christmas lights provision) (AI 4)**

The Christmas Lights 2023 (Supporting infrastructure and Christmas lights provision) by the Assistant Director of Planning & Economic Growth was omitted from the Forward Plan covering 17 August to 17 November 2023. The Chair of the City Council's Scrutiny Management Panel has been notified and a public notice published.

## **DECISIONS**

### **The Cabinet**

- 1. Noted the omission to the Forward Plan for 17 August to 17 November 2023.**
- 2. Noted the publication of the omission notice.**

### **67. Christmas Lights 2023 (Supporting infrastructure and Christmas lights provision) (AI 5)**

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

Members welcomed the report and were happy to continue investing in retail areas. Christmas lights were important for businesses and traders as they attracted shoppers. The effects may be hard to quantify but traders felt the lights enhanced retail areas.

## **DECISIONS**

**The Cabinet agreed to**

**1. Approve funding from city wide Neighbourhood CIL fund to fund the repair and enhancement of Christmas lights infrastructure and additional/replacement Christmas Light Motifs across the city (or otherwise agreed priority sites).**

**And**

**2. Give approval that any underspend from the allocated funding is retained as a ringfenced reserve for the future of maintaining the provision of Christmas lights in the city.**

### **68. Lease of open space at King George V Playing Field (AI 6)**

Adrian Rozier, Regulatory Services Lead, introduced the report.

Members welcomed the report as part of the city's sports economy. There has already been massive provision in tennis and gymnastics and the increased facilities at the King George V Playing Field was a big win, showing there was no north / south divide in the city. Members thanked officers for their work on getting to this point and looked forward to working with the Hampshire Football Association. Having good partners running sports projects was beneficial. They also thanked all team coaches, who were generally volunteers. Councillor Horton had recently visited the Playing Fields recently and was very impressed.

The improved facilities were part of a major investment in youth provision, especially in northern and eastern areas of the city where it had been weaker. Members noted provision was being improved in Bransbury Park and Moneyfields.

## **DECISIONS**

**The Cabinet considered the outcome of the consultation exercise and delegated authority to the Director of Culture, Leisure and Regulatory Services to grant a lease to the preferred operator upon consultation with PCC Legal Services and Property Team, once the final terms are agreed.**

### **69. Portsmouth City Council's strategic relationship with The HIVE (AI 7)**

Catherine Ramsay, Business Development and Project Manager, introduced the report.

Lorna Reavley, Chief Executive Officer, and Reverend Canon Bob White, Chair of the HIVE Portsmouth, gave an update on its activities.

The Reverend Canon compared the HIVE to people's life stages so when it was young it started with hopes and aspirations, then it was a teenager during the Covid pandemic and now it had reached adulthood with the Memorandum of Understanding with the council. Its mature years would be marked by having good, stable relationships.



Ms Reavley had joined the HIVE about 15 months ago (having previously worked in Portsmouth) to identify risks and strengthen opportunities. It was amazing to be back and she saw how the HIVE's partnerships had made a difference. Volunteers have done just under 3,000 hours' work which was worth about £43,000. There were also unofficial volunteers. She outlined the volume of visits, telephone calls and emails the HIVE received and illustrated highlights of the activities described in the report, for example:

- Capacity building was a priority and there were enquires from individuals and groups wanting to start groups. New networking sessions focused on children and young people, environmental issues and social care.
- A cost of living event in February showed the real impact the crisis has had on VCSE (voluntary, community and social enterprise) staff and residents. Demand for the school uniform shop was expected to rise dramatically.
- The HIVE had supported Dynamite to become part of MAKE. Portsmouth Parent Voice would be part of Homestart from October.
- BAE Systems helped fund a co-working space for the VCSE sector and were also supporting regular drop-in sessions.
- The HIVE continued to support food pantries which were more sustainable than food banks and ensured food went to those most at risk. There were seven in place with three more planned.
- Service users, carers, experts by experience and those with lived experience were involved, for example, people with lived experience contributed to the "You're Not Alone" mental health campaign.
- To date 17 digital champions have been trained to enable residents to be digitally active, including accessing medical services via an increasing number of online kiosks.
- The Disability Advisory Group was run by people with disabilities and dealt with issues of concerns for those with physical disabilities.
- The Wellbeing Collective to prevent hospital admissions was in its second year and the 434 referrals received so far had saved over 3,000 hours of healthcare staff time and about £40,000.
- If the HIVE was successful as a co-applicant on the Health Determinants Research Collaboration bid, it would host the office and develop community research with residents.

All these activities would continue along with others such as the Paulsgrove Asset based community development project and youth provision in Chaucer House.

The Reverend Canon ran marriage preparation courses to ensure partners realised the commitment they were making and the HIVE's activities showed the depth and breadth of its commitment as a partner to statutory authorities.

The Chair thanked the Reverend Canon and Ms Reavley very much for the review of activities. The HIVE being a member of the Health & Wellbeing Board, as well as having a voice on the Integrated Care Board, was a good strategic move. Initially the HIVE had looked at filling gaps in provision the council could not fund but now it was more a case of standing together, side by side, for example, as shown with Dynamite.

Councillor Winnington, Cabinet Member for Community Wellbeing, Health & Care, said the networking groups were a simple but useful idea. He had been discussing strategic partnerships in health and care with Innes Richens, the HIVE's Health & Care Lead. The HIVE was already engaging with people in the community on mental health services. It was not just having conversations nor just the VCSE sector but bringing all services together. Volunteering was a big thing when the HIVE started but it was now much more than that so he gave a big thank you to all involved. Having worked in the sector he knew what a difference it made.

Referring to the marriage analogy, Councillor Sanders, Cabinet Member for Housing & Tackling Homelessness, said working together meant moving forward. The work undertaken during Covid to house rough sleepers and sofa surfers was nothing short of sensational. It was the first crisis in the marriage. The next stage would be how to help communities and families help themselves. He was acutely aware of work on food pantries. It could be said that pantries should not be needed but they were. The marriage had to be in the best possible place as it moved into the pensionable years.

## **DECISIONS**

### **The Cabinet**

- 3. Noted with appreciation the contribution that HIVE Portsmouth made to the city during the pandemic;**
- 4. Noted the renewed focus of HIVE Portsmouth in the post-pandemic environment and the range of activity underway; and**
- 5. Approved the Memorandum of Understanding between PCC and HIVE Portsmouth as the basis for a future strategic partnership agreement.**

#### **70. Discharge to Assess model (AI 8)**

Andy Biddle, Director of Adult Social Care, introduced the report.

Councillor Winnington thanked Mr Biddle for the report but was upset the matter had to come to the Cabinet. Discharge to Assess (D2A) was one of the few good things to come out of Covid but it had not been properly funded by central government. Portsmouth was very fortunate in that it worked in an integrated fashion. Adequate funding would enable the right people to leave hospital at the right time, thereby saving money for the NHS and entire health and social care system. Now D2A had to be restricted to specific people and not the community as a whole. Targets were more about getting people out of hospital than preventing admissions. He hoped the recommendation to write to the Integrated Care Board would prompt them to provide further funding as it made a massive difference.

## **DECISIONS**

### **The Cabinet**

- 1. Approved that D2A is restricted to the fully funded beds in the Jubilee and Spinnaker units and Adult Social Care returns to assessment of need prior to discharge from hospital for any Portsmouth resident who is unable to be discharged on this pathway,**

when the available funding identified becomes insufficient to enable continued 'spot placements' in the external care market.

2. **Endorsed that the Council will only be committing to deliver D2A schemes and plans that are achievable, have value to our residents and are supported by funding.**
3. **Asked the Director of Adult Social Care to write to Hampshire & Isle of Wight Integrated Care Board, (HIOW ICB) and inform them of the above decisions, providing the opportunity for the ICB to decide whether to allocate further funds to enable D2A to continue in its current form in the 2023/24 financial year.**

Councillor Sanders left the meeting at 2.50 pm.

#### **71. Mandatory Licensing of Houses in Multiple Occupation (AI 9)**

Clare Hardwick, Head of Private Sector Housing, introduced the report.

Members were glad to see increased acceptance of mandatory licensing from landlords. Any misunderstandings about the scheme would gradually abate. Residents living in Houses in Multiple Occupation (HMO) and in surrounding properties would be happier, leading to a happier city. There would be fewer complaints, including at the Planning Committee. It may take time to weed out substandard HMOs but it would lead to improvements.

#### **DECISIONS**

**The Cabinet agreed to**

1. **Note the outcome of the non-statutory consultation which was undertaken from 26 July 2023 and closed on 16 August 2023, as summarised in section 4 of this report, the full summary of which is in Appendix 1.**
2. **Change the HMO Licensing scheme in light of the consultation results as outlined in this report. This includes agreeing to a new approach to administering licences for different terms as outlined in Appendix 2, a new Licensing fee structure as outlined in Appendix 3, and new licence conditions as outlined in Appendix 4.**
3. **Implement the changes agreed in paragraph 2 above from 1<sup>st</sup> December 2023. Any licences due to expire on or after 1<sup>st</sup> December 2023, or any new licence applications received on or after 1<sup>st</sup> December 2023, will be administered through the new Mandatory Licensing criteria outlined in this report.**
4. **Instruct officers to conduct an annual review of the fee structure for Mandatory Licensing alongside the annual review already agreed for additional licensing fees, and present proposals for any required fee adjustments accordingly to the cabinet member for Community Safety for approval.**

The meeting concluded at 2.58 pm.

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Councillor Steve Pitt  
Leader of the Council

# Agenda Item 4



**Portsmouth**  
CITY COUNCIL

Cabinet and City Council

<b>Title of meeting:</b>	Cabinet
<b>Date of meeting:</b>	03 October 2023 (Cabinet) 17 October 2023 (Full Council)
<b>Subject:</b>	Sea Change (Shore Power & ZEVl update)
<b>Report by:</b>	Mike Sellers, Port Director
<b>Wards affected:</b>	All
<b>Key decision:</b>	Yes
<b>Full Council decision:</b>	Yes

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## 1. Purpose of report

To discuss the proposal of the SEA CHANGE project at the Portsmouth International Port (PIP) and to seek project approval.

## 2. Recommendations

- 2.1 Cabinet and Full Council notes the importance of investing in shore power at Portsmouth International Port (PIP).
- 2.2 Cabinet and Full Council notes the existing funding for shore power in the capital programme, and the revised funding requirement for shore power.
- 2.3 Subject to a satisfactory financial appraisal approved by the Director of Finance and Resources & S.151 Officer, Full Council approves to investing in shore power at a capital cost of £26.1m to be funded as follows:
  - Grant: £18,474,158
  - Prudential Borrowing: £4,625,842
  - Corporate resource: £3,000,000

## 3. Background

### 3.1 Background on the ZEVl Competition

The Zero Emissions Vessels and Infrastructure competition (ZEVl), was announced in February 2023, funded by UK Government, and delivered in

partnership with Innovate UK. As part of ZEVI, the Department for Transport allocated over £80m to 10 projects supported by 52 organisations from across the UK to deliver real world demonstration R&D projects in clean maritime solutions. Projects will take place in multiple locations from the Orkney Isles to the south-west of England, with the Portsmouth Project being the flagship bid demanding 20% of the overall fund.

ZEVI is part of the UK Shipping Office for Reducing Emission's (UK SHORE).

Focused on clean maritime technologies that can be scaled rapidly to decarbonise the UK's domestic maritime sector. In March 2022, the Department announced the biggest government investment ever in our UK commercial maritime sector, allocating £206m to UK SHORE, a new division within the Department for Transport focused on decarbonising the maritime sector. UK SHORE is delivering a suite of interventions throughout 2022-2025 aimed at accelerating the design, manufacture and operation of UK-made clean maritime technologies and unlocking an industry-led transition to Net Zero.

### **3.2 Background on SEA CHANGE**

The SEA CHANGE (Sustainable Energy and Air Quality Improvement for Coastal Harbours to Achieve Net-zero with Grid Enhancements) project will build and operate a new shore power system serving the 3 largest and busiest berths at PIP.

The system will allow Brittany Ferries vessels and visiting cruise ships to 'plug-in' and therefore switch off their engines whilst at berth. Additionally, the system will support the charging of 2 new hybrid/LNG ferries (provided by Brittany Ferries) that will enter and leave the harbour under electric power, to further reduce CO<sub>2</sub> emissions and air pollutant across the port and wider city.

The challenges of multi-vessel shore powering will be met through smart control of hybrid vessel battery charging and smart control of onshore power systems and batteries, real-time telemetry, and communications as well as wider data exchange facilitated by an ecosystem of interoperable digital twins surfacing data for selective, secure sharing. The interplay of shared data between offshore vessels and onshore power equipment will support dynamic, sustainable, balanced energy provision and carbon reporting over time.

The shore power system will support simultaneous powering of multiple vessels, with different onboard AC frequencies, voltages, and different ship-shore connectors. This will require:

- A new 15MVA grid connection (secured), dedicated to shore power.
- A dedicated shore power substation at the port, with complex power electronics and real-time control.
- A mobile Cable Management System (CMS) at each berth (the plug-in charger).

- Relocating the existing PESO battery system, this battery stowage system was successfully utilised on a previous port project and will be repurposed and used to develop a novel control system, to support shore power operations and the future need the system expansion.
- A digital twin for the shore power system, to enable data exchange with a digital twin for each visiting ferry. Digital twins are virtual replicas of physical assets or systems that can be used to simulate and analyse their behaviour in real-time without investing large amount of resource. Allowing the port to calculate the power requirements for each berth resulting in efficient energy distribution.
- Widespread integration of power systems, operations systems, sensors etc to capture/exchange data between participant systems and stakeholders.
- Dashboards and reporting to attribute CO<sub>2</sub> savings.
- Commercial and operational innovations at the port and new supporting roles.

The resulting smart energy system will be scalable and therefore the solution can be replicated at other ports, once commercialised, and fully demonstrated.

The project will consult with local stakeholders, vessel operators and other UK and European ports. We intend to share knowledge and learning to increase the benefits of our projects and encourage shore power adoption in other ports.

The project will build on and integrate innovative technologies developed by UK SMEs in earlier PESO and SHAPE UK projects at the port. CO<sub>2</sub> savings will be calculated and reported for the port and the vessels. The air quality monitoring system at the port will be enhanced to measure the resulting reduction in pollution.

The project consortium consists of PIP, Brittany Ferries, IOTIC Labs, Barter for Things, University of Portsmouth, Marine Southeast, and Swanbarton. Total project cost for the consortium amounts to £24.733m and grant totals £19.858m.

The project aims to avoid more than 20,000 tonnes of CO<sub>2</sub>e (well-to-wake) emissions per year from 2027.

This project provides an exceptional opportunity to accelerate the green transition within the UK's maritime operations and aligns with the UK government's Clean Maritime Plan. We will contribute to saving tens of thousands of tonnes of CO<sub>2</sub>e and will improve air quality in the city of Portsmouth.

## 4. Reasons for recommendations

### 4.1 Importance of ZEVI funding

- This, along with CMD4, is the last funding available from the government focused on decarbonising maritime until the next spending review.
- As noted above, £80m has been allocated to 10 projects, which means the port's project accounts for almost 25% the total grant. PIP has been identified already as the flagship project for this fund, which was announced at the London International Shipping Week on 11 September.

<https://www.gov.uk/government/news/80-million-boost-for-coastal-communities-and-green-shipping-as-london-international-shipping-week-gets-underway?s=09>

### 4.2 Innovation

- Berth 2 will serve either a cruise ship or ferry with both variable voltages (6.6KV or 11KV) and frequencies (50Hz or 60Hz) up to 12MW. Berths 3 and 4 will serve ferries up to 6MW (11kV only). Simultaneously serving 3 berths, with different vessel types and voltage requirements is novel and will be a UK first
- The Digital Twin ecosystem will enable data exchange between partners (especially innovative between the port and vessel digital twins) to facilitate efficient operations and reporting. This will be visualised in a dashboard with reporting tools. This will help vessel owners and port operators to easily understand emissions metrics, port/vessel attribution, shore power utilisation and air quality improvements over time.
- Real-time power control between the vessel and shore power station will adhere to ISO 80005 standard and the system will be complimented with a dedicated battery. It will monitor the shore power schedule and electrical load to provide power during periods of high load. It will recharge during periods when the grid electricity has low associated emissions. This is something that will be beneficial to other ports who are not on a fully green energy tariff and want a battery to complement and expand their shore power system.

### 4.3 Environmental

- The project aims to avoid more than 20,000 tonnes of CO<sub>2</sub>e (well-to-wake) emissions per year from 2027.
- Brittany Ferries has a schedule of refitting all its fleet of vessels, with all Portsmouth calls capable of taking shore power by 2030.
- The port and the Council have made ambitious plans to become carbon neutral by 2030 and emissions free by 2050. The vessels that visit the port may not be under our financial control, but we have great influence when it comes to reducing emissions whilst at berth.



- It should be noted that UK regulations around vessels accounting for emissions whilst at berth in UK ports are set to change. We anticipate that vessels will need to account for emissions whilst at berth at increasing increments under the proposed UK ETS and we have had meetings with Department for Transport and Department for Energy and Net-zero regarding these changes. Having shore power available at our port would enable these vessels to reduce their emissions and comply with possible future regulations.
- Reducing emissions by over 20,000 tonnes per year is a huge achievement and contributes to the global effort of combating climate change. We have a responsibility to reduce GHG emissions wherever possible, for the benefit of ourselves, our local community, and the rest of humanity. The SEA CHANGE project gives us an excellent opportunity to play our part.
- It is acknowledged that Brittany Ferries have already made changes in providing cleaner ships, as they welcomed 2 vessels (the Salamanca and Santana) running entirely on LNG. This has improved outcomes for local air quality and reduces air pollutants considerably (but it is understood that more can be done to reduce CO<sub>2</sub> emissions on vessels fuelled by LNG). The remainder of their fleet however run on a variety of Heavy Fuel Oil (HVO) and Marine Gas Oil (MGO). These are heavily polluting fuels which contribute to global GHG emissions. Cruise vessels that visit the port run on similar fuels, therefore enabling them to switch off their engines whilst at berth will contribute significantly to improving air quality in the port and wider Portsmouth community.

#### **4.4 Social**

- Improved air quality will have a positive impact on local communities. Charles Dickens Ward, which along with the Nelson Ward shoulder the port, these significant improvements will be hugely beneficial to the health of residents in the city.
- The work that we are doing within our digital twin ecosystem will surface public and industrial data about the use cases and their context, giving partners the ability to share data selectively and securely for other purposes. For example, teams at the University of Portsmouth have already identified data reuse opportunities to further research across faculties and disciplines, both through ongoing research strands and through time-banded hackathons.

#### **4.5 Green skills**

- Within the project partners, the following new roles have been identified as a result of this project:
  - The University of Portsmouth will recruit a research fellow (~£40k p.a.) and research associate (~£30k p.a.) to assist with different

aspects of the project, working alongside the academic team and wider consortium.

- B4T group will recruit two FTEs for a senior £55k p.a. and a junior software developer £35k p.a.
- The port will recruit for four FTEs. Three high voltage approved persons (~£40k p.a.) and one high voltage senior approved person (~£60k p.a.) and a part time Authorising Engineer.

#### **4.6 Economic**

- The implementation of the SEA CHANGE project will create new local jobs, as detailed in the green skills section above.
- The project will help the port achieve key milestones in the ambitious plans it set out in its 20-year master plan, published in early 2022. These projects were based around four key themes, including:
  - Environment and sustainability
  - Society and economy
  - Resilience and security
  - Innovation and technology
- We intend to deliver this project alongside growth plans that were set out in the master plan, seeking to increase:
  - Our national economic impact from £390m to £739m,
  - Our local economic impact from £189m to £375m
  - And our total employment from 5,590 to 10,448.
- We are at heads of terms with Brittany Ferries over a new long-term agreement which includes the commitment to taking shore power.

#### **4.7 Local/national impact**

- The economic local and national impact of this project has been detailed in the above economic section.
- The funded period of this project is from October 2023 – March 2025, then followed by a three-year demonstrator phase. This means we will receive over 4 years of publicity and support for this project from central government. As we have already been identified as the flagship project of ZEVI, it provides the port and city with a great opportunity to help increase awareness of our combined decarbonisation ambitions on a local, regional and global level.
- We have received a huge variety of letters of support for this project, 14 in total. This included 11 vessel operators (made up of the titans of the cruise and ferry industry), cross party support from our local council and MPs, our local DNO and major regional employers such as the Royal Navy.

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

As attached.

## 6. Legal implications

- 6.1 The grant shall be subject to ZEVl and Innovate UK's (on behalf of the Department for Transport) standard funding terms and conditions - to be reviewed by PCC Legal and commissioner to ensure project is and shall continue to be compliant.
- 6.2 Subsidy control analysis to be undertaken to ensure grant and match funding adherence to the Subsidy Control Act 2022 and associated legislation.
- 6.3 Ensure Council's constitutional rules are followed (including Full Council decision) and Financial Rules (see Director of Finance comments below).
- 6.4 Collaboration Agreement currently being negotiated with the project consortium.

## 7. Director of Finance's comments

- 7.1 The main body of the report has set out the strategic need for investing in shore power. £23m of funding has already been included in the capital programme for shore power. Further work has identified that forecast cost of the project has increased to £26.1m. Grant funding has increased to £18.5m. The funding position is summarised in the below table:

Funding Source	Approved Capital Programme £	Revised Funding Requirement £	Movement £
Grant	17,500,000	18,474,158	974,158
Prudential Borrowing	2,500,000	4,625,842	2,125,842
Corporate Resources	3,000,000	3,000,000	0
<b>Total</b>	<b>23,000,000</b>	<b>26,100,000</b>	<b>3,100,000</b>

PIP has been successful in securing £18.474m of capital grant from the Zero Emission Vessels and Infrastructure fund and £18,000 of revenue grant. Taking this into account, together with the increased cost of the scheme, the prudential borrowing requirement has increased to £4.6m.

The project consists of two key phases as set out below:

- **Phase 1 costing £3m.** This involves SSE upgrading their infrastructure to provide increased electrical capacity to PIP. PIP has paid a deposit to SSE for this upgraded supply and spend to 30 June 2023 totals £290,000.
- **Phase 2 costing £23.1m.** This involves infrastructure investment within PIP to enable ships to plug in and accept electricity. There has been zero phase 2 spend to 30 June 2023.



Cabinet and City Council

Future project spend is subject to a satisfactory financial appraisal approved by the Director of Finance and Resources & S.151 Officer. This will need to demonstrate that borrowing costs can be met from income arising from the scheme.

- 7.3 To recover the cost of shore power investment, PIP has identified a charging structure. This will allow PIP to levy a charge to cover fixed and semi fixed costs associated with the scheme to include borrowing costs, supply standing charges, and connection / disconnection costs. Customers will also pay for the electricity they consume, and this charge will be based upon the unit rate paid by PIP to the electricity supplier plus an admin fee.
- 7.4 PIP has estimated future demand for shore power, which has fed into the costing calculation. If usage is less than estimated this would mean PIP will not recover all its shore power cost for a given period. To mitigate the risk of non-recovery, costs and usage will be monitored on a regular basis and future period charges to customers adjusted as appropriate. Any difference between the cost of shore power provision and associated income will be financed by PIP's cash limit.

.....  
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:

<b>Form name</b>	Integrated Impact Assessment
<b>Reference</b>	IA546440189
<b>Date</b>	12/09/2023



## Policy details

<b>Request date</b>	12/09/2023 12:00
<b>Directorate</b>	PCC Portsmouth International Port
<b>Service</b>	Commercial
<b>Title of policy, service, function</b>	SEA CHANGE - Sustainable Energy and Air Quality improvements for Coastal Harbours to Achieve Net-zero with Grid Enhancements
<b>Type of policy, service, function</b>	New
<b>What is the aim of your policy, service, function, project or strategy?</b>	<p>The SEA CHANGE (Sustainable Energy and Air Quality Improvement for Coastal Harbours to Achieve Net-zero with Grid Enhancements) project will build and operate a new shore power system serving the 3 largest and busiest berths at Portsmouth International Port. This project has been awarded funding by the Department for Transport ZEVl grant (Zero emissions vessel and infrastructure).</p> <p>The system will allow Brittany Ferries vessels and visiting cruise ships to 'plug-in' and therefore switch off their engines whilst at berth. Additionally, the system will support the charging of 2 new hybrid/LNG ferries that will enter and leave the port under electric power, further reducing CO2 and air pollutants.</p> <p>The shore power system will support simultaneous powering of multiple vessels, with different on-board AC frequencies, voltages, and ship-shore connectors. This pioneering system will be the first of its kind in the UK.</p> <p>The project will build on and integrate innovative technologies developed by UK SMEs in the earlier PESO and SHAPE UK projects at the port. CO2 savings will be calculated and reported for the port and the vessels. The air quality monitoring system at the port will be enhanced measure the resulting reduction in pollution.</p>

	<p>The project aims to prevent the production of more than 20,000 tonnes of CO<sub>2</sub>e emissions per year, by 2027. Savings will be calculated and attributed to the port or, where appropriate, to the visiting vessel. This project provides an exceptional opportunity to accelerate the green transition within the UK's maritime operations and is seen as a flag ship project within the ZEV Grant.</p> <p>The ZEV fund awarded £80m to 10 projects, meaning the Port accounts for 25% of the total grant fund.</p> <p>Our consortium is made up of Brittany Ferries, Swanbarton, IOTICS labs, Barter4things group, University of Portsmouth and MSE international.</p> <p>A cost breakdown is provided below.</p> <ul style="list-style-type: none"> <li>- Total project cost £24,733,195</li> <li>- Total grant awarded £19,858,063</li> <li>- Total project cost for PIP £23,122,698</li> <li>- Costs funded at 80% £18,474,158</li> <li>- Costs funded at 60% £18,000</li> <li>- Total grant awarded for PIP £18,492,158</li> <li>- Match fund required £4,630,540</li> </ul>
<p><b>Has any consultation been undertaken for this proposal?</b></p>	<p>no</p>

**Equality & diversity - will it have any positive/negative impacts on the protected characteristics?**

<p><b>This section is not applicable to my policy</b></p>	<p><input checked="" type="checkbox"/></p>
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**Crime - Will it make our city safer?**

<p><b>This section is not applicable to my policy</b></p>	<p><input checked="" type="checkbox"/></p>
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## Housing - will it provide good quality homes?

<b>This section is not applicable to my policy</b>	<input checked="" type="checkbox"/>
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## Health - will this help promote healthy, safe and independent living?

<b>Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?</b>	<p>Potential improvement on quality of life by this project, due to the improvements in Port and therefore local air quality.</p> <p>The Nelson and Charles Dickens wards shoulder the port, and suffer with the consequences of poor health outcomes because of poor local air quality. By enabling vessels to turn off auxiliary engines whilst at berth, we will reduce the amount of air pollutants emitted by these visiting vessels which may improve the impact on the health of local residents.</p>
<b>How are you going to measure/check the impact of your proposal?</b>	<p>We already have 3 years worth of Air quality (AQ) data from the 5 AQ monitors at our port, these measure a variety of pollutants such as PM, NOX, SOX &amp; CO2.</p> <p>The expansion of sensors during our project will enable us to expand and enhance the current picture of AQ at the port, and we have ambitions and hopes to extend this further across the city and harbour. We have already engaged with the travel/air quality team in the council about AQ monitoring, and hope to collaborate further throughout the project and 3 year demonstration phase to really understand and measure the impact of our project.</p>

## Income deprivation and poverty - will it consider income deprivation and reduce poverty?

<b>This section is not applicable to my policy</b>	<input checked="" type="checkbox"/>
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## Carbon emissions - will it reduce carbon emissions?

<p><b>Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?</b></p>	<p>By working closely with our project partners (Brittany Ferries) and wider customers across the cruise industry, we have been able to calculate our expected CO2e emissions savings. We have based our figures from 2027 onwards, as the year 2026 is when the final BF vessel is scheduled to be retrofitted to take shore power. We have calculated that we will save over 20,000 tonnes of CO2e emissions per year. These emissions savings will be felt across our three busiest berths as cruise and ferry vessels utilise shore power.</p>
<p><b>How are you going to measure/check the impact of your proposal?</b></p>	<p>Sensors collect data throughout our project, and this includes AQ, SP utilisation and CO2 emissions savings. We will be able to monitor and measure shore power usage and therefore calculate the emissions reduction of these activities. Data and information will be shared between vessels and the port, meaning we can accurately make calculations on emissions savings that are beneficial for the port and vessel owner (especially as the predicted voluntary offsetting scheme comes into play in the UK). We can use this data to report on all the metrics mentioned above, to measure the impact of our shore power system.</p>

### **Energy use - will it reduce energy use?**

<p><b>Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?</b></p>	<p>This project will not result in the reduction of our energy use at the port. It will, however, fully utilise the 15MVA grid upgrade we secured in early 2023. We will charge vessels to use shore power whilst at berth and help demonstrate the benefits of doing so through the dashboard for emissions reduction and AQ improvements. This will mean we can utilise the power secured whilst vessels are alongside and are currently in discussions to enable us to fully utilise the power during the Ports quieter periods.</p>
<p><b>How are you going to measure/check the impact of your proposal?</b></p>	<p>With the energy nodes on our sensors, we will be able to track and report on SP utilisation throughout the projects 3 year demonstrator period. The work we are conducting on federated knowledge graphs will allow us to measure the impact of this even further, as we begin to learn more about our own energy systems, shore power utilisation and what impact this has had on CO2 emissions and local air quality.</p>



**Climate change mitigation and flooding - will it proactively mitigate against a changing climate and flooding?**

<p><b>Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?</b></p>	<p>Portsmouth International Port has significant influence when it comes to reducing vessel emissions whilst at berth. Reducing over 20,000 tonnes of CO2e emissions entering our atmosphere each year is a significant achievement, and not something other ports across the UK are currently able to do. Any reduction in global emissions is a good news story, and reducing emissions for vessels visiting Portsmouth could help mitigate climate change and the impacts being felt both locally and globally. We are designing our sensors and dashboard around port and vessel operator requirements, so that the benefits of utilising shore power are clear for all to see. We hope this encourages adoption of shore power whilst at berth in Portsmouth and other UK ports. Regulation across Europe now calls for more and more ports to be shore power ready, as set out in the European fit for 50 plan. If UK government wants ports to be able to achieve ambitious net zero goals, shore power systems need to be rolled out and utilised on a much larger scale, and Portsmouth will have first mover advantage and influence on all of this.</p>
<p><b>How are you going to measure/check the impact of your proposal?</b></p>	<p>We will be able to track, report and calculate SP utilisation and emissions reduction throughout the projects 3 year demonstrator period, and beyond. The dashboard tools will allow us to monitor our own energy systems, shore power utilisation by visiting vessels and what impact this has had on CO2 emissions and local air quality.</p>

**Natural environment - will it ensure public spaces are greener, more sustainable and well-maintained?**

<p><b>Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?</b></p>	<p>Our project does indeed conserve and enhance our natural environment, with the reduction of noise, air and water pollutants. By allowing vessels to plug into shore power, this will significantly reduce noise, air and water pollution across our site. The two new vessels from Brittany ferries can maneuver in and out of the harbour on battery propulsion, charged by the port on a fully green energy tariff.</p> <p>We anticipate this will have benefits for both people who work and live on and near the port, and this could have further benefits for species and nature across the site, both land and water side.</p>
<p><b>How are you going to measure/check the impact of your proposal?</b></p>	<p>We have included as part of our proposal, for the sensors to be equipped with new noise monitoring features. As the sensors will be developed early in the project, we should be able to get a good/baseline understanding of noise levels across the site and then compare this with data throughout the demonstration. Our AQ has been measured at the port for 3 years, so we will be able to measure and compare the impact of the project throughout. In this project we received a letter of support from the Solent NEG. We would be eager to collaborate on future projects that could encourage, preserve or enhance biodiversity and protect habitats.</p>

### **Air quality - will it improve air quality?**

<p><b>Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?</b></p>	<p>When vessels come into the port, they need to continue running their auxiliary engines to perform loads on-board. The vessels who visit the port run on a variety of fossil fuels which produce air pollutants. Marine Gas Oil and Heavy Fuel Oil are common, but we now have several ships visiting us which run on Liquefied Natural Gas (LNG) which is far better for local air quality.</p> <p>If we were to be able to provide shore power to all these vessels, they would be able to power down their auxiliary engines for the 3-12 hrs whilst at berth. This will result in a significant reduction of key pollutants and emissions being emitted into the surrounding atmosphere, improving air quality for people who live, work and visit our Port and city. This will help achieve the councils ambitions of creating a cleaner and healthier city. This system once fully operational, will be able to plug in vessels for the foreseeable future, having a long lasting impact on the health and wellbeing of local people.</p>
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<b>How are you going to measure/check the impact of your proposal?</b>	We have measured air quality at the port for three years. With the installation of new and improved sensors, we will be able to track and report on air quality impacts throughout the projects 3 year demonstrator period and beyond.
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**Transport - will it make transport more sustainable and safer for the whole community?**

<b>This section is not applicable to my policy</b>	<input checked="" type="checkbox"/>
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**Waste management - will it increase recycling and reduce the production of waste?**

<b>This section is not applicable to my policy</b>	<input checked="" type="checkbox"/>
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**Culture and heritage - will it promote, protect and enhance our culture and heritage?**

<b>Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?</b>	Cleaner air, reduced emissions and a sustainably focused port attracting more customers with shared values will have hugely positive impacts for the wider city, making Portsmouth an even more attractive place to live, work and visit. This project is seen as a flag ship project of the ZEVI grant, and is on track to receive huge amounts of attention throughout the 4.5 years. We will continually publicise our project, along with our project partners, so that the city and port of Portsmouth and wider city are known for their sustainability ambitions and innovative projects.
<b>How are you going to measure/check the impact of your proposal?</b>	We can track this through engagement on social media, increased website visits and online interactions. We can also link in with the councils wider team to encourage events and publicise the project further.

## Employment and opportunities - will it promote the development of a skilled workforce?

<p><b>Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?</b></p>	<p>Within PIPs work package we are anticipating the creation of 4 new full time green skill roles, with 3 high voltage engineers and 1 senior high voltage engineer. Plus a part time Authorising Engineer to manage the system. Other project partners will be able to secure roles within their organisations , and seek to employ graduates from local universities (Portsmouth) to help them throughout the 3 year demonstration phase as detailed in our full report to cabinet. The University of Portsmouth will be able to develop new skills and qualifications for their students, including the opportunity for students to conduct a PHD on the project. The project helps address key priorities for the region. One of the challenges for Portsmouth has been the reduction of jobs in the traditional shipbuilding industries. The 'Portsmouth economic development and regeneration strategy' calls for an innovation cluster in topics including clean technology, and PIP is already aiming to have the first zero-emissions port in the UK. The project will help develop the necessary skills for green shipping and infrastructure. New design, manufacturing and maintenance capability will be developed. Working alongside the Solent's industry clusters (MES / MIG etc), we will educate and help grow these skills across the Solent region, safeguarding existing jobs through upskilling and creating new high-skill opportunities which will drive growth and investment in the region.</p>
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<p><b>How are you going to measure/check the impact of your proposal?</b></p>	<p>A concerted dissemination action (detailed within a communications plan) will expand awareness of the project and promote its relevance to companies along the complete value chain. This will make the case for investment in innovation and growth as the market develops.</p> <p>Dissemination activities will be complemented by targeted communications with key user categories, aiming to identify the early adopters who are incentivised to take up the project outputs. Workshops will be an important element of building these relationships and distributing knowledge generated by the project.</p> <p>We will hold a dissemination event, prior to the beginning of the demonstration phase, for all project participants and regional stakeholders to showcase the work carried out and to explain the purpose and value of the demonstration phase, allowing for the identification of further potential collaboration during that phase.</p>
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**Economy - will it encourage businesses to invest in the city, support sustainable growth and regeneration?**

<p><b>Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?</b></p>	<p>Within PIPs work package we are anticipating the creation of 4 new green skill roles, with 3 high voltage engineers and 1 senior high voltage engineer. Other project partners will be able to secure roles within their organisation, and seek to employ graduates from local universities to help them throughout the 3 year demonstration phase.</p>
<p><b>How are you going to measure/check the impact of your proposal?</b></p>	<p>By achieving the ambitions set out in our 20 year master plan, which include themes around technology, environment and sustainability, the port will be able to contribute even more to the local and national economy, as well as being able to employ more people (both directly and indirectly) - as detailed in our full report to cabinet.</p>

**Social value**

<b>This section is not applicable to my policy</b>	<input checked="" type="checkbox"/>
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## Involvement

<b>Who was involved in the Integrated impact assessment?</b>	Mike Sellers - Port Director Steve Watkyns - Technical Director Elly Howe - Environmental & Sustainability Coordinator
<b>Name of the person completing this form</b>	Alison Broomfield entered online from document produced by Steve Watkyns
<b>Date of completion</b>	2023-09-12

# Agenda Item 5



<b>Title of meeting:</b>	Cabinet
<b>Date of meeting:</b>	Tuesday 3 October 2023
<b>Subject:</b>	Portsmouth Greening Strategy and Delivery Plan
<b>Report by:</b>	Daniel Williams, Public Health Principal (Wider Determinants of Health)
<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 introduce the refreshed Portsmouth Greening Strategy and Delivery Plan, which serves to inform and set the Green & Healthy City work programme from mid-2023 onwards, and was approved for presentation to Cabinet by the portfolio holder for Climate Change and Greening the City in July 2023.

## 2. Recommendations

Recognising that the greening agenda is broad, with significant activities being undertaken across Council directorates and in collaboration with partner organisations, Cabinet is asked to approve the Greening Strategy and Delivery Plan.

## 3. Background

**3.1** A Greening Portsmouth Strategy was originally considered and adopted by Cabinet in March 2020, and supports other programmes of work in the city, including the Climate Action Plan, Clean Air Zone, Air Quality Strategy, Local Transport Plan 4, emerging Local Plan and the Portsmouth Health and Wellbeing Strategy.

**3.2** The 2020 strategy had four main aims:

- Greening the public realm
- Greening private space
- Grassroots engagement
- Policy approach - how does the broad policy environment that the council sets support and improve green infrastructure in the city?

**3.3** The strategy together with the appointment of a Green and Healthy City Co-ordinator has led to a range of greening initiatives being undertaken in the city since 2020, with both tree canopy cover and grassroots engagement increasing as a result. However, while successful on its own terms, the strategy lacked a wider focus on the increasing impact of the climate crisis on human health and biodiversity.

**3.4** In October 2022 Public Health undertook a comprehensive evidence and policy review focussing on urban greening against the backdrop of the climate crisis, with a view to refreshing the Greening Strategy to better understand the best creation, management, and maintenance strategy for the city in terms of:

- Biodiversity
- Climate mitigation
- Flood mitigation
- Air pollution mitigation
- Other benefits of greening to physical and mental health

**3.5** Public Health also formulated an integrated land use plan, producing maps of the city to allow the Council to prioritise greening initiatives according to need (in terms of existing green space against a range of factors) and develop a delivery plan.

**3.6** The resulting comprehensive evidence review was drafted as a refreshed Greening Strategy and Delivery Plan (appendix 1). Legal Services note that this Greening Strategy and Delivery Plan is a strategy that the Council has created of its own volition, rather than through statutory requirement. To that extent, it must be understood that this policy is not a Development Plan in the sense of s.38 of the Planning and Compulsory Purchase Act 2004, i.e. it is not a Development Plan strictly for Local Planning Authority use.

**3.7** The Strategy states that for Portsmouth to improve its residents' health and adapt to changes in its climate, there is a requirement for a planned and managed green infrastructure programme. New, inclusive and equitable greenspace must be provided. Existing greenspace must be protected, improved and maintained. Further, if greening is going to achieve maximum impact in Portsmouth, a mix of approaches must be used.

**3.8** The Strategy presents a high-level vision for a Greener Portsmouth:

- In conjunction with the aim of becoming carbon neutral by 2030 Portsmouth will develop into a climate resilient, healthy, active city.
- We will work to achieve cleaner air and cooler streets with access to green space for health, wellbeing and connecting with nature within easy walking distance of all resident's homes.



- Sustainable drainage systems will aid the city's flood defences and biodiversity will increase with the addition of wildlife corridors and nature areas.
- Active travel will become the easiest option within the city, with safe and clean routes between key sites.
- In achieving these goals, we will seek to reduce the inequalities faced by Portsmouth's residents and increase the standard of living for all.

**3.9** The Strategy sets out the benefits of green infrastructure according to the best available evidence:

- **Biodiversity** – wildlife corridors, green roofs or walls on buildings or other structures, wildflower meadows can all contribute to biodiversity.
- **Health and wellbeing** – access to green space improves physical and mental health, and this in turn underpins the theory and practice of green social prescribing; recent valuations have estimated that £2.1 billion per year could be saved in NHS health costs if everyone in England had good access to green space.
- **Community and tackling social inequalities** – there is evidence that green infrastructure interventions work to reduce inequalities, with benefits resulting from community activities in accessible green space, food growing, and improvements to the local environment and to the local economy.
- **Flood mitigation** – through interventions such as sustainable drainage systems and community de-paving projects, green infrastructure initiatives can reduce the pressure on sewer systems from surface water.
- **Air quality** – trees, green screens, hedges, and novel designs can all contribute to the redistribution of air pollution away from areas with vulnerable populations such as school playgrounds, health centres, and care homes. To a lesser degree, green infrastructure can also contribute to the removal of pollutants from the air.
- **Cooling** – tree canopy cover and other green infrastructure initiatives such as green walls and roofs can reduce the urban heat island effect.

**3.10** Using the best available evidence and national policy drivers, the Strategy lists the following green infrastructure (GI) objectives:

1. **Create:** Install new multi-functional GI, prioritising those areas with the poorest access.
2. **Improve:** Improve and develop existing GI to better suit the needs of the population and wildlife.
3. **Protect:** prevent removal of or damage to existing GI during building works
4. **Maintain:** Ensure areas are well maintained and that plans are in place for effective funding, governance and stewardship of GI to enable long-term sustainability.
5. **Connect:** Improve connectivity of GI within Portsmouth, reducing habitat fragmentation and improving opportunities for active travel.

6. **Access:** Promote and provide healthy, accessible facilities across all social group and areas of the city.
7. **Active:** Increase use of GI by developing activity programmes and green social prescribing.
8. **Evaluate:** Ensure systems are in place for the evaluation of new GI projects so that benefits can be measured and informed decisions can be made in future.

**3.11** To introduce the most appropriate type of green infrastructure in the most appropriate places, the Strategy stresses that it is important to understand the city's natural profile and characteristics. Assessments of current green infrastructure have been undertaken to provide mapping which allows for a better understanding of the quantity, quality, character and distribution of green space, including gaps in access across the city. Mapping of permeable and non-permeable surfaces suggests areas of action for flooding, while comparing green infrastructure with air quality mapping helps determine where interventions would be best suited to tackling local hotspots of poor air quality. From a biodiversity perspective, understanding the connectedness of green spaces and the position of any corridors is important in the aim of strengthening ecological networks and reducing habitat fragmentation.

**3.12** The Strategy also compares access to quality green space with areas of deprivation, allowing us to target where the biggest benefits to health, wellbeing and community through the introduction of green infrastructure are likely to be achieved. This evidence-based analysis identifies the following as our key priority areas:

- Charles Dickens
- Nelson
- Cosham
- Central Southsea
- Fratton
- South West Copnor

**3.13** The Strategy reports on evidence of good practice in initiating urban green space interventions from both the World Health Organisation and Natural England (an executive non-departmental public body sponsored by the Department for Environment, Food & Rural Affairs). This evidence also informs actions in the Delivery Plan section of the document.

**3.14** The refreshed Greening Strategy and Delivery Plan builds on the community engagement aim of the 2020 Greening Portsmouth Strategy. Before each planned proposal can move forward, partnership working with a diverse and inclusive set of stakeholders must be established. Stakeholders must be identified and engaged early in the process. Existing partnerships and relationships will be used to advantage, while other potential groups with whom to engage include those using the green space, organisations who manage or own greenspaces, and those who provide services on green spaces. It is

important to share the whole process and motivate partners to implement the resulting policies collectively. Realistic expectations and clear boundaries must be set early in the process.

**3.15** Green infrastructure cross-cuts many agendas and responsibilities. It is clear that in order to have the greatest effect, the Greening Strategy must link with other local strategies including the Local Transport Plan, the Air Quality Strategy, the Climate Action Plan, the new Local Plan (for which a Green Infrastructure Background Paper was published in February 2019), the Surface Water Management Plan, and the Health and Wellbeing Strategy, which was itself revised in 2022 with a focus on the causes of ill health; nature-based solutions can contribute to its vision of a healthy and happy city where residents' physical and mental health is prioritised. Another key document is the Parks and Open Spaces strategy (currently in development). Consultation with both internal and external stakeholders is therefore vital.

**3.16** To this end, the refreshed Greening Strategy and Delivery Plan has been circulated to and discussed by members of a new Greening Development Group, constituted as a sub-group of the Climate Programme Board from representatives across the Council to help guide the greening agenda. While a statutory consultation is not required, common law principles would apply to any future consultation the Council undertakes. Legal Services note that consultation should be cognisant of the common law *Gunning* principles, sometimes known as the 'Sedley' principles: First, that consultation must be at a time when proposals are still at a formative stage. Second, the proposer must give sufficient reasons for any proposal to permit of intelligent consideration and response. Third, adequate time must be given for consideration and response. Finally, the product of the consultation must be conscientiously taken into account in finalising any statutory proposals.

**3.17** The Strategy concludes that green infrastructure is a vital tool for improving health, reducing social inequalities, increasing biodiversity and tackling climate change. It also contributes towards the goal of becoming Carbon Neutral by 2030. There are many types of green infrastructure with different primary aims, but the majority of these can have multiple benefits in ways that other interventions do not.

**3.18** Key to all interventions is multidisciplinary collaboration and stakeholder engagement, with community participation vital. Green infrastructure should be a consideration in all Local Plans and strategies moving forwards. Engagement between key stakeholders and sectors should ensure that green space and infrastructure usage can be maximised and beneficial to the city.

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

**4.1** The revised Greening Strategy provides evidence for updating policy around greening the city, while the Delivery Plan aligns with best practice for green infrastructure initiatives.

**4.2** The co-benefits of greening projects are substantial, especially for our most vulnerable communities, addressing climate risks by reducing flooding and heat risk and increasing biodiversity; improving mental and physical health by promoting active travel and connecting people with nature; creating social capital; and promoting the economy through job creation. The added value of greening the city initiatives supports the aims of the Council and the City Vision for a green and healthy city with a thriving economy.

**5. Integrated impact assessment**

The Strategy itself does not require an Integrated Impact Assessment. As stated in the 'Reasons for recommendations' section above, the co-benefits of greening projects are substantial. Specific Integrated Impact Assessments will be undertaken for any significant green infrastructure and planting projects aligned with the Strategy's Delivery Plan.

**6. Legal implications**

Legal Services' comments have been sought and incorporated into the body of this report in consultation with them. Of the report that went to the portfolio holder for Climate Change and Greening the City, Legal Services stated that the Cabinet Member has the authority to take the decisions recommended in this report, noting in particular the intention to refer the Strategy to Cabinet for further approval in any event.

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

There are no direct financial implications from the recommendations contained within this report. A financial appraisal will be undertaken on each Greening the City initiative as they arise, to ensure that the schemes are financially affordable and sustainable.


.....  
Signed by: Helen Atkinson, Director of Public Health



**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
Appendix 1 - Portsmouth Greening Strategy and Delivery Plan (Word document)	 Portsmouth%20Greening%20Strategy%20

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

.....  
Signed by:

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6/27/2023

# PORTSMOUTH GREENING STRATEGY and DELIVERY PLAN

Dr L Williams

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## Introduction

In order for Portsmouth to improve its resident's health and adapt to changes in its climate there is a requirement for a planned and managed green infrastructure programme. This is not something that only Portsmouth is striving to accomplish, the whole world is required to make changes to achieve sustainable cities and communities. This is the focus of UN sustainable development goal 11, two of its key points are:<sup>1</sup>

- 6 – *“By 2030, reduce the adverse per capita environmental impact of cities, including by paying special attention to air quality and municipal and other waste management.”*
- 7 - *“By 2030, provide universal access to safe, inclusive and accessible, green and public spaces, in particular for women and children, older persons and persons with disabilities”*

This Greening Strategy evidence review and action plan addresses the requirement to provide new, inclusive and equitable greenspace alongside improving, maintaining and protecting our existing green space. ]The current strategy focuses on increasing tree canopy cover on both public and private land as well as consultation and engagement. If greening is going to achieve maximum impact we need to use a mix of approaches, including planting trees, to improve green infrastructure and experience the benefits that this will provide to the local population.

### What is Green Infrastructure (GI)

The National Planning Policy Framework defines GI as 'a network of multi-functional green and blue spaces and other natural features, urban and rural, which is capable of delivering a wide range of environmental, economic, health and wellbeing benefits for nature, climate, local and wider communities and prosperity.'<sup>2</sup> National Planning Practice Guidance (NPPG) acts as supporting guidance to the Framework and further explains that GI is 'a range of spaces and assets that provide multiple benefits, at a range of scales. The benefits can include enhanced health and wellbeing, reduced inequalities, enhanced biodiversity, food and energy production, urban cooling, improved air quality and the management of flood risk. GI can, for example, include parks, playing fields, other areas of open space, woodland, allotments, private gardens, sustainable drainage features, green roofs and walls, street trees and 'blue infrastructure' such as streams, ponds, canals and other water bodies.'<sup>3</sup>

Natural England's new Green Infrastructure Framework was launched in January 2023.<sup>4</sup> The Framework is a commitment in the Government's 25 Year Environment Plan. It supports the greening of towns and cities and connections with the surrounding landscape as part of the Nature Recovery Network. The Green Infrastructure Framework comprises:

- Green Infrastructure Principles: the why, what and how of good green infrastructure.
- Green Infrastructure Standards: guidance on national standards for green infrastructure quantity and quality.
- Green Infrastructure Maps: mapped environmental, socio-economic datasets to support the standards.

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<sup>1</sup> Sustainable Development Goals | United Nations Development Programme (undp.org) (accessed 02/02/2023)

<sup>2</sup> National Planning Policy Framework - GOV.UK (www.gov.uk) (accessed 13/06/2023)

<sup>3</sup> Natural environment - GOV.UK (www.gov.uk) (accessed 02/02/2023)

<sup>4</sup> Natural England. Green Infrastructure Framework - GOV.UK (www.gov.uk) (accessed 13/06/2023)

- Green Infrastructure Planning and Design Guide: practical, evidence-based advice on how to design good quality green infrastructure.
- Green Infrastructure Process Journeys: guides on how to apply all the products in the Green Infrastructure Framework.

## Benefits of Green Infrastructure

### Health and Wellbeing

The evidence base linking health and greenspace is compelling. Lack of accessible greenspace, poor air quality and urban heat islands are correlated with higher mortality and poor health.<sup>5</sup> A review for the WHO in 2017 showed that interventions to increase or improve urban green space can deliver positive health, social and environmental outcomes for all population groups, particularly among lower socioeconomic status groups. There are very few, if any, other public health interventions that can achieve all of this providing a compelling reason to drive the agenda forwards.

In 2021 an umbrella review study looked at the health evidence for greening using a pooled sample of 40 systematic reviews.<sup>6</sup> This methodology allows a comprehensive comparison of large amounts of evidence. Overall, they found that exposure to green space was beneficially associated with all-cause mortality, total cardiovascular disease morbidity, cardiometabolic factors, mental health, low birth weight, and physical inactivity. They also observed that greenspace exposure was beneficially associated with sleep problems, urban crime rate, and immunological health parameters. The mechanisms are multifactorial with green space found to both improve exercise levels and mitigate environmental hazards, such as air pollution, noise, and air temperature, which are well-documented risk factors for a range of health outcomes.

Green space engagement has been shown to have significant importance for some of our more vulnerable populations. A wide mixed studies review found that for those living in the community with dementia green space can help to facilitate ongoing meaningful life.<sup>7</sup> The mechanisms for this include social interaction in outdoor community spaces alongside the power of green space to reinforce identity, enable positive risk taking and create a sense of empowerment.

Children and adolescents have also been found to benefit emotionally and behaviourally from green space exposure and emotional and behavioural problems in children and adolescents.<sup>8</sup> These beneficial associations were resistant to confounder adjustment, suggesting an independent link to green spaces. The evidence suggests potential partial mediation via physical activity, buffering of air pollution and social interaction opportunities provided by green spaces. Green space supports the development of skills and capabilities in children, a review in 2020 found green space to be associated with a range of benefits including improved motor skills, better academic performance and increased concentration.<sup>9</sup> In order for children to participate in outdoor activity during the summer months in the UK it is vital that school playgrounds offer access to shade and shelter. Providing canopy cover has the mutually beneficial advantage of adding green space to school playgrounds and also offers opportunities to grow fruits and learn about healthy eating. A key

<sup>5</sup> Urban green space interventions and health: A review of impacts and effectiveness. Full report (who.int) 2017

<sup>6</sup> Bo-Yi Yang, et al Greenspace and human health: An umbrella review, *The Innovation*, Vol 2, Issue 4, 2021, 100164, ISSN 2666-6758, <https://doi.org/10.1016/j.xinn.2021.100164>.

<sup>7</sup> Nkolika Janet Mmako et al. Green spaces, dementia and a meaningful life in the community: A mixed studies review, *Health & Place*, Volume 63, 2020, 102344, ISSN 1353-8292, <https://doi.org/10.1016/j.healthplace.2020.102344>.

<sup>8</sup> Vanaken GJ, Danckaerts M. Impact of Green Space Exposure on Children's and Adolescents' Mental Health: A Systematic Review. *Int J Environ Res Public Health*. 2018 Nov 27;15(12):2668. doi: 10.3390/ijerph15122668. PMID: 30486416; PMCID: PMC6313536.

<sup>9</sup> Public Health England Improving access to greenspace: 2020 review (publishing.service.gov.uk) March 2020 GW-1158

commitment in the Government's 25-year Environment plan is to encourage children to be close to nature to benefit their health and wellbeing.<sup>10</sup>

A People and Nature survey carried out by Natural England in January 2022 recorded that 90% of adults viewed green and natural spaces as good places for mental health and wellbeing.<sup>11</sup> Thus, the benefits are felt and described by the British population, not just measured in research studies. Recent valuations have estimated that £2.1 billion per year could be saved in NHS health costs if everyone in England had good access to greenspace.<sup>12</sup>

### Health Inequalities and Community Gains

Overall, it seems that individuals from lower socioeconomic backgrounds gain increased benefits from living near green areas.<sup>13</sup> Disproportionate benefits of green space are seen in disadvantaged groups, and socioeconomic-related inequalities in health are lower in areas with greater access to greenspace.<sup>14</sup> It is crucial that the health inequalities and areas of deprivation highlighted in the Council's Joint Strategic Needs Assessment<sup>15</sup> are reflected in the greening strategy to maximise the benefits of green space in 'levelling up'. Greener communities are places where people have more desire to live, they can promote social contact and connectivity. To help improve health inequalities locally areas of deprivation or where there is poor or unequal access to greenspace must be key targets for creating greener communities. Green space can also boost economic development in an area by making places more attractive to new investment and boosting local property values.

### Green Social Prescribing

Green Social Prescribing (GSP) is a way for health professionals, including link workers based at GP surgeries, to connect people to a varied range of nature-based community activities with the aim of improving their mental and physical health. The starting point is identifying the needs of the local population and mapping what is currently available. GSP helps to provide an holistic approach to health and care and can be particularly effective in those who do not use green space to enable them to start. Evidence shows that nature-based interventions, specifically gardening, green exercise and nature-based therapy, are effective for improving well-being and mental health outcomes in adults, including those with pre-existing mental health problems.<sup>16</sup> Outdoor exercise also has additional physical health benefits, crucial to improving population health and reducing the pressure on the NHS. There is a need for substantial and sustained investment in community and place-based solutions such as nature-based interventions, cross sector partnerships and shared rather than statutory funding are likely to contribute to success. GSP initiatives are likely to play important role in addressing a post-pandemic surge in demand for mental health support alongside

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<sup>10</sup> HM Government, Policy Paper A Green Future: Our 25 , Policy Paper; A Green Future: Our 25 Year Plan to Improve the Environment 25-year-environment-plan.pdf (publishing.service.gov.uk)

<sup>11</sup> The People and Nature Survey for England: Monthly interim indicators for May 2020 (Experimental Statistics) - GOV.UK (www.gov.uk) (accessed 03/02/2023)

<sup>12</sup> Public Health England Improving access to greenspace: 2020 review (publishing.service.gov.uk) March 2020 GW-1158

<sup>13</sup> Gascon, Mireia et al. "Mental health benefits of long-term exposure to residential green and blue spaces: a systematic review." *International journal of environmental research and public health* vol. 12,4 4354-79. 22 Apr. 2015, doi:10.3390/ijerph120404354

<sup>14</sup> Public Health England Improving access to greenspace: 2020 review (publishing.service.gov.uk) March 2020 GW-1158

<sup>15</sup> Portsmouth City Council. Joint Strategic Needs Assessment. [www.portsmouth.gov.uk/services/health-and-care/health/joint-strategic-needs-assessment/](http://www.portsmouth.gov.uk/services/health-and-care/health/joint-strategic-needs-assessment/) (Accessed 13/06/2023)

<sup>16</sup>Peter A. Coventry et al. Nature-based outdoor activities for mental and physical health: Systematic review and meta-analysis, *SSM - Population Health*, Volume 16,2021,100934,ISSN 2352 8273, <https://doi.org/10.1016/j.ssmph.2021.100934>.

a need tackle the current health crisis of obesity and related diseases that are spread unevenly through the population. GSP is supported by the Government's 25-year environment plan.<sup>17</sup>

## Growing Food

It has been shown that activities associated with growing food for local consumption have a positive impact on mental health. A systematic review looking at the benefits of gardening and food growing for health and wellbeing found that regular involvement increases physical fitness, aids healthy weight management, improves diet and children's approach to healthy eating, helps people to cope with mentally and physically challenging circumstances, reduces stress and improves community cohesion.<sup>18</sup>

## Biodiversity

Overall, biodiversity and ecological resilience in the UK has been in decline over the past 50 years, largely due to agricultural intensification and urbanisation leading to destruction and fragmentation of habitats. There is great concern regarding the declines in the number and diversity of both plant and animal species.<sup>19</sup> Urban biodiversity delivers many services to humans and the majority of human-nature interaction occurs within cities.<sup>20</sup> The land area, corridors between areas and vegetation factors are the key determinants of species richness in an urban environment. Species that are urban adaptors require smaller areas in order to thrive whereas urban avoiders typically need much greater areas. Vegetation cover below 10% has been found to cause rapid declines in biodiversity and it has been suggested that intact vegetation cover is the strongest explanatory variable for bird and plant species density amongst cities worldwide.<sup>21</sup> Biodiversity is vital to sustaining wellbeing and future social and economic development, thus it must be protected.

One method for improving diversity is the use of green corridors to link habitats or green stepping-stones for those that can fly. Evidence suggests that corridors are more effective than stepping-stones, perhaps because of the increased number of species who can utilise them. The species diversity that can use green corridors is influenced by the vegetation type, setting, structure, substrate depth and age.<sup>22</sup> Biodiversity corridors can be dual purpose as active transport corridors, linking key sites within the city as well as green spaces.

Green roofs have been shown to increase biodiversity, the type and amount of biodiversity will depend on the type of roof installed.<sup>23</sup> Green roofs are usually relatively small in area and can be isolated and exposed, providing additional wildlife spaces in urban environments mainly for invertebrates, birds and bats. These species can adapt and develop survival strategies for extreme local conditions and are also mobile enough to reach habitats on roofs. There is evidence that green roofs can play a role in the conservation of rare and endangered species.<sup>24</sup> One type of green roof that was first used in Utrecht, Netherlands and has since been rolled out in other cities in including

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<sup>17</sup> HM Government, Policy Paper A Green Future: Our 25 , Policy Paper; A Green Future: Our 25 Year Plan to Improve the Environment 25-year-environment-plan.pdf (publishing.service.gov.uk)

<sup>18</sup> The benefits of gardening and food growing for health and wellbeing. Garden Organic and Sustain. April 2014 Microsoft Word - ReportCopy.doc (sustainweb.org) (accessed 03/02/2023)

<sup>19</sup> State of Nature | Conservation Project - The RSPB (accessed 03/02/2023)

<sup>20</sup> Joscha, Beninde & Veith, Michael & Hochkirch, Axel. (2015). Biodiversity in cities needs space: A meta-analysis of factors determining intra-urban biodiversity variation. Ecology Letters. 18. 10.1111/ele.12427.

<sup>21</sup> Aronson, Myla & La Sorte. (2014). Aronson et al. 2014. Global urban biodiversity, Proc R Soc B.

<sup>22</sup> 2019\_london\_living\_roofs\_walls\_report.pdf 10 years of urban greening in London and beyond (accessed 12/01/2023)

<sup>23</sup> Biodiversity and green roofs - green roof service in action (livingroofs.org) (accessed 12/01/2023)

<sup>24</sup> URBAN HABITATS, VOLUME 4, NUMBER 1 ISSN 1541-7115 <http://www.urbanhabitats.org> Rare Invertebrates Colonizing Green Roofs in London. Urban Habitats -- Rare Invertebrates Colonizing Green Roofs in London

in the UK is on bus-shelters.<sup>25</sup> This is something that Clear Channel, who manage 30000 commercial shelters on behalf of UK councils, aim to roll out across the UK but only when shelters need replacing.<sup>26</sup> The evidence from Utrecht is that the bus stop roofs have helped to stabilise bee populations and they also contribute to flood prevention and storm water drainage.<sup>27</sup> The Royal Society of Wildlife Trusts have labelled the initiative as having high strategic significance likely to make a significant contribution to biodiversity net gain.<sup>28</sup> There are other options for green roofs including bin stores, particularly on housing estates and cycle shelters.<sup>29</sup>

### Biodiversity Net Gain (BNG)

Under the Environment act 2021 almost all planning permissions granted in England will have to deliver at least 10% biodiversity net gain, this legislation is likely to come into force in November 2023 for all Town and Country Planning Act Developments.<sup>30</sup> BNG will be measured using Defra's biodiversity metric and habitats will need to be secured for at least 30 years. Portsmouth will need to be ready to receive and determine planning applications that deliver at least 10% BNG as a statutory minimum once the BNG becomes mandatory. There is a real opportunity here for Portsmouth to work with developers to use schemes to enhance green and blue infrastructure in a way that supports the GI strategy.<sup>31</sup> There will be decisions to be made about when off-site vs on-site gain is acceptable, the importance of maintaining wildlife corridors through developments and opportunities for habitat creation. This could be particularly important if protected species are involved.

### Climate Change and Net Zero Carbon

Climate change means that we are more likely to experience extreme weather events and suffer disruption to transport and communication systems. GI makes places more resilient and adaptive to climate change and helps to meet zero carbon and air quality targets.<sup>32</sup> Many GI interventions can support more than one climate change objective. Street trees, hedges, living roofs and walls can influence dispersal patterns and aid the deposition and removal of airborne pollutants. They may also act as sustainable drainage systems, reducing flood risks by aiding stormwater drainage as well as providing heat island mitigation, reducing energy consumption and improving biodiversity. Reducing carbon dioxide can also be achieved by the implementation of green corridors providing active travel options. GI interventions themselves need to be able to adapt to climate change to ensure they are resilient in the long term.

### Air Quality

Green infrastructure can act as a barrier to air pollution and mitigate its effects provided the appropriate species are planted in appropriate places.<sup>33</sup> Many studies have shown that vegetation is effective in reducing gaseous pollutants such as O<sub>3</sub>, NO<sub>2</sub>, SO<sub>2</sub> and also CO<sub>2</sub> by uptake through the leaf stomata and that it can also reduce particulate matter through deposition on the leaf surface. However, the Air Quality Expert group for DEFRA found that the effects of removing pollutants by

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<sup>25</sup> Green-roofed bus shelters in Utrecht | Gemeente Utrecht (accessed 10/01/2023)

<sup>26</sup> Living Roofs | Sustainable Infrastructure | Clear Channel (accessed 10/01/2023)

<sup>27</sup> Microsoft Word - Wild Bees Research Project-2.rtf (b-cdn.net) The Natural Roof (NADA)- Research Project Report on the Use of Extensive Green Roofs by Wild Bees University of Wädenswil, November 2005

<sup>28</sup> New bee bus stops coming soon to a street near you | The Wildlife Trusts (accessed 08/01/2023)

<sup>29</sup> Introduction to Green Roof Shelters (accessed 09/01/2023)

<sup>30</sup> Biodiversity Net Gain for local authorities | Local Government Association (accessed 19/02/2023)

<sup>31</sup> Microsoft PowerPoint - House Briefing Digital BNG conference 220628 (local.gov.uk) Sharing lessons learned as an early adopter of Biodiversity Net Gain, in Cornwall Dr. Helen Fearnley: County Ecologist

<sup>32</sup> Green Infrastructure Principles (naturalengland.org.uk) (accessed 13/02/2023)

<sup>33</sup> K.V. Abhijith, Prashant Kumar et al Air pollution abatement performances of green infrastructure in open road and built-up street canyon environments – A review, Atmospheric Environment, Volume 162, 2017, Pages 71-86, ISSN 1352-2310, <https://doi.org/10.1016/j.atmosenv.2017.05.014>.

deposition were likely to be no more than a few percent (2-10%) when looking at practical urban tree planting schemes and particulate matter from all sources. Thus, at an urban local level trees can act to successfully redistribute pollutants but are unlikely to remove a significant amount. When introducing trees careful planning is required to ensure that they act to enhance rather than reduce dispersal of pollutants.<sup>34</sup> It is also important to avoid species of trees or types of vegetation that are known to produce allergenic pollen or block cross-ventilation in streets and public places.

There has been some concern about the potential for increasing reactive carbon in the atmosphere due to biogenic volatile organic compound (BVOC) emission from urban tree planting. Of potential relevance to UK planting, oak, aspen and willow species should be avoided since these are estimated to be highest BVOC emitting species. The potential ozone increase from additional urban tree planting appears entirely avoidable however through selection of low BVOC emitting species, of which many varieties are reported in literature.

Redistribution of air pollution within an urban area can still have positive benefits on health by improving air quality. Where vegetation is acting as a barrier close to a source, for example a hedge or a green screen next to a school, concentrations immediately behind the barrier from the source are reduced, typically to a factor of around 2, compared to having no barrier.<sup>31</sup> On the other side of the barrier concentrations are increased. A review looking at interventions for improving air quality around schools found that green barriers can reduce PM10, PM2.5 and NO2 up to 60%, 44% and 59% on the school side of the barrier respectively.<sup>35</sup> As well as improving air quality, green infrastructure within and surrounding schools can provide shade, act as a means of sustainable drainage and has been shown to improve alertness in children with attention deficit hyperactivity disorder.<sup>36</sup> Greater impact on reducing the exposure to poor air quality for children around schools can be seen when greening is combined with the creation of clean air zones around schools, promotion of active travel to and from school, avoiding major traffic routes on the school commute and scheduling of outdoor learning and play away from peak traffic hours.<sup>37</sup> Selecting plants that are suitable for use around schools, for example with low pollen counts is important to minimise any adverse side effects. Plant selection can also be used to maximise biodiversity and act as a sustainable drainage solution.

Green walls and green roofs are also reported to reduce air pollutants by filtering and capturing particulates, with green walls thought to be more effective than roofs.<sup>38</sup> The pollutant removal potential of green walls and roofs depends on several factors including plant characteristics, wind speed, humidity and leaf area index. The location of green roofs and walls is key if the main aim is to reduce air pollution. Further research is required in order to quantify how much particulate matter is likely to be captured.

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<sup>34</sup> 1807251306\_180509\_Effects\_of\_vegetation\_on\_urban\_air\_pollution\_v12\_final.pdf (defra.gov.uk) Air Quality Expert Group (accessed 10/01/2023)

<sup>35</sup> Nidhi Rawat, Prashant Kumar, Interventions for improving indoor and outdoor air quality in and around schools, *Science of The Total Environment*, Volume 858, Part 2, 2023, 159813, ISSN 0048-9697, <https://doi.org/10.1016/j.scitotenv.2022.159813>.

<sup>36</sup> Pataki, D.E., Carreiro, M.M., Cherrier, J., Grulke, N.E., Jennings, V., Pincetl, S., Pouyat, R.V., Whitlow, T.H. and Zipperer, W.C. (2011), Coupling biogeochemical cycles in urban environments: ecosystem services, green solutions, and misconceptions. *Frontiers in Ecology and the Environment*, 9: 27-36. <https://doi.org/10.1890/090220>

<sup>37</sup> Stephanie Osborne, Onyekachi Uche, Christina Mitsakou, Karen Exley, Sani Dimitroulopoulou, Air quality around schools: Part I - A comprehensive literature review across high-income countries, *Environmental Research*, Volume 196, 2021, 110817, ISSN 0013-9351, <https://doi.org/10.1016/j.envres.2021.110817>.

<sup>38</sup> K.V. Abhijith, Prashant Kumar et al Air pollution abatement performances of green infrastructure in open road and built-up street canyon environments – A review, *Atmospheric Environment*, Volume 162, 2017, Pages 71-86, ISSN 1352-2310, <https://doi.org/10.1016/j.atmosenv.2017.05.014>.



Novel methods for improving air quality and cooling are being developed including the world's first biotech fine dust filter for urban spaces.<sup>39</sup> These novel solutions for cleaning and cooling city air are worth further investigation and analysis to consider their use in areas that are unsuitable for natural solutions.

GI is one method for reducing the impacts of air pollution in a city. It needs to be combined with efforts to remove air pollutants at source, for example clean air zones and encouragement of active transport. This GI strategy must link with the Air Quality Strategy and Transport Plan in order to ensure that methods are maximised to improve the air quality.<sup>40</sup>

#### Flood mitigation through soakaway and sustainable drainage systems

GI, if correctly planned and placed, can greatly reduce the amount of water reaching drains, sewers and water courses, particularly after heavy rains. This in turn reduces the local risk of flooding. Sustainable Drainage Systems (SuDS) are a method of positive water management that help to manage water run off by providing permeable surfaces so that water can be held back where it falls or absorbed into the ground. There are various methods of achieving this, including green roofs and walls, soakaways, permeable pavements and various other water features. SuDS require long term management and the responsibility for this must be secured at the outset of any project. They must fit in with drainage and waste-water management plans in order to reduce flooding at catchment sites and local scales.<sup>41</sup> The Susdrain website has lots of information and case studies of SuDs in urban areas that could be used to plan appropriate approaches in local target areas within Portsmouth.<sup>42</sup>

Green roofs have the advantage over other SuDs systems that they have no additional land requirement other than the footprint of the building. The ability of green roofs to absorb rainfall varies by season and climate as well as by the depth of the substrate, composition of the vegetation, their size, aspect and slope. Extensive green roofs are typically a carpet of plants on a lightweight growing media and overlaying a drainage layer, intensive green roofs incorporate more deeply-planted vegetation. Generally the deeper the substrate the more water they can hold and run off reductions tend to be higher in summer when the substrate has chance to dry out. In the UK 80mm green roofs have been shown to be able to retain up to 80% of rainfall when 10mm or less falls, their capacity reduces as rain becomes heavier.<sup>43</sup> Green walls can have rain gardens created at their base, their functionality however is limited by the available space for a permeable surface to be installed.

#### Climate mitigation (cooling opportunities)

The urban heat island (UHI) effect occurs in city centres where materials that absorb and re-radiate heat such as concrete, masonry and asphalt predominate, and where waste heat is discharged from buildings, transport and infrastructure.<sup>44</sup> As a result of these processes, town and city centres can be several degrees warmer than rural areas. This temperature rise exacerbates heat stress and air pollution during hot weather, increasing mortality in the young and old, particularly affecting people with breathing conditions and cardiovascular disease. The health impacts of the UHI effect are becoming worse with climate change.

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<sup>39</sup> CITYTREE - Green City Solutions (accessed 14/02/2023)

<sup>40</sup> Air quality in Portsmouth - Portsmouth City Council (accessed 05/01/2023)

<sup>41</sup> GI Why Principles (naturalengland.org.uk) (accessed 13/02/2023)

<sup>42</sup> Enabling retrofitting (susdrain.org) (accessed 14/02/2023)

<sup>43</sup> Virginia Stovin, Gianni Vesuviano, Hartini Kasmin, The hydrological performance of a green roof test bed under UK climatic conditions, *Journal of Hydrology*, Volumes 414–415, 2012, Pages 148-161, ISSN 0022-1694, <https://doi.org/10.1016/j.jhydrol.2011.10.022>.

<sup>44</sup> 2019\_london\_living\_roofs\_walls\_report.pdf 10 years of urban greening in London and beyond (accessed 12/01/2023)

Green roofs and walls can both act to insulate and cool down buildings, reducing the energy required to heat them in winter and cool them in summer. Analysis of green roofs from around the world has shown significant reductions in temperature in buildings with green roofs and also effects on surrounding ambient air temperature, reducing the UHI affect.<sup>41</sup> Green walls have been shown to reduce the mean radiant and indoor temperatures as well as having a street cooling effect.<sup>45</sup> A recent review found that in street canyons green walls may reduce air temperature by up to eight degrees and that large scale installation of green walls may fully mitigate the UHI affect.<sup>46</sup> South facing walls should be used to maximise building energy savings. Trees can also act to reduce daytime temperatures through evapotranspiration and by shading buildings, reducing the need for air con in the summer months, thus saving carbon.<sup>47</sup>

## Objectives of the Strategy

### High Level Vision for a Greener Portsmouth

In conjunction with the aim of becoming carbon neutral by 2030 Portsmouth will develop into a climate resilient, healthy, active city. We will work to achieve cleaner air and cooler streets with access to green space for health, wellbeing and connecting with nature within easy walking distance of all resident's homes. Sustainable drainage systems will aid the city's flood defences and biodiversity will increase with the addition of wildlife corridors and nature areas. Active travel will become the easiest option in the city, with safe and clean routes between key sights. In achieving these goals we will seek to reduce the inequalities faced by Portsmouth's residents and increase the standard of living for all.

### Green Infrastructure Objectives

1. **Create:** Install new multi-functional GI, prioritising those areas with the poorest access
2. **Improve:** Improve and develop existing GI to better suit the needs of the population and wildlife.
3. **Protect:** prevent removal of or damage to existing GI during building works
4. **Maintain:** Ensure areas are well maintained and that plans are in place for effective funding, governance and stewardship of GI to enable long term sustainability.
5. **Connect:** Improve connectivity of GI within Portsmouth. Reducing habitat fragmentation and improving opportunities for active travel.
6. **Access:** Promote and provide healthy, accessible facilities across all social group and areas of the city.
7. **Active:** Increase use of GI by developing activity programmes and green social prescribing.

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<sup>45</sup> Rabah Djedjig et al Green wall impacts inside and outside buildings: experimental study, Energy Procedia, Volume 139, 2017, Pages 578-583, ISSN 1876-6102, <https://doi.org/10.1016/j.egypro.2017.11.256>.

<sup>46</sup> T. Susca et al Effect of green wall installation on urban heat island and building energy use: A climate-informed systematic literature review, Renewable and Sustainable Energy Reviews, Volume 159, 2022, 112100, ISSN 1364-0321, <https://doi.org/10.1016/j.rser.2022.112100>.

<sup>47</sup> GI Why Principles ([naturallengland.org.uk](http://naturallengland.org.uk)) (accessed 13/02/2023)



8. **Evaluate:** Ensure systems in place for the evaluation of new GI projects so that benefits can be measured and informed decisions can be made in future.

### Priorities and functions

When considering options for installation of and improvements to GI the primary and secondary functions of the site must be considered. The list below highlights the different priorities for GI installation, different primary functions will be relevant in different areas.

- Health and wellbeing
- Health inequalities and community gains
- Climate change
  - Air quality
  - Flood mitigation
  - Cooling opportunities
- Biodiversity gains

### National Drivers

- National Planning Policy Framework, revised 20 July 2021<sup>48</sup>
- 25-year Environment Plan, 2018<sup>49</sup> and Environment Bill
- Green Infrastructure Framework – Principles and Standards for England, 2022<sup>50</sup>

### The Green Infrastructure Headline Standards

The Green Infrastructure Headline Standards, published as part of the Green Infrastructure framework in 2022 recommend that everyone should have access to good quality green and blue spaces close to home for health and wellbeing, with an initial focus on green and blue spaces within 15 minutes' walk of home.<sup>51</sup>

The Accessible Greenspace Standards define good provision based on

different proximity, capacity and quality criteria. The size and proximity criteria are shown in figure 1. The walking speed used is 60 metres per minute, equivalent to around 1 kilometre in 15 minutes. The capacity criteria recommend that local authorities have at least 3 hectares of publicly accessible greenspace per 1000 population and there is no net loss or reduction in capacity of accessible green

Size Proximity Criteria
Within 15 minutes' walk:
EITHER a Doorstep OR Local Accessible Greenspace
<ul style="list-style-type: none"> <li>• A doorstep greenspace of at least 0.5ha within 200 metres, or</li> <li>• A local natural greenspace of at least 2ha within 300 metres walk from home.</li> </ul>
AND
<ul style="list-style-type: none"> <li>• A medium sized neighbourhood natural greenspace (10ha) within 1km.</li> </ul>
AND, beyond 15 minutes' walk:
<ul style="list-style-type: none"> <li>• A medium/large wider neighbourhood natural greenspace (20ha) within 2km. and</li> <li>• And large district natural greenspace (100ha) within 5-km. and</li> <li>• A very large subregional greenspace within (500 ha) within 10 km.</li> </ul>

Figure 1 Size Proximity Criteria Taken from Green Infrastructure Standards for England. (naturalengland.org.uk)

<sup>48</sup> National Planning Policy Framework (publishing.service.gov.uk) (accessed 05/01/2023)

<sup>49</sup> HM Government, Policy Paper A Green Future: Our 25, Policy Paper; A Green Future: Our 25 Year Plan to Improve the Environment 25-year-environment-plan.pdf (publishing.service.gov.uk)

<sup>50</sup> Green Infrastructure Principles (naturalengland.org.uk) (accessed 13/02/2023)

<sup>51</sup> Green Infrastructure Standards for England Summary v1.1.pdf (naturalengland.org.uk) Jan 2023 (accessed 13/02/2023)

space per 1000 population at an area wide scale. Accessible greenspace should meet the Green Flag award criteria<sup>52</sup> and best practice in accessibility for all.<sup>53</sup>

Any major developments must also meet the size, proximity, capacity and quality criteria. As well as increasing accessible green space in Portsmouth it is vital that there is a proportion of GI used for nature recovery, including wildlife rich habitats to increase biodiversity in the city, in an ideal world these would also be accessible but can take the form of inaccessible green roofs and wildlife areas. The aim for an urban area is to have at least 40% average green cover in urban residential neighbourhoods. There should also be an agreement to increase local tree canopy cover, considering local needs and constraints.

## Local Consultation

GI cross cuts many agendas and responsibilities. It is clear that in order to have the greatest effect this greening strategy must link with other local strategies including the Local Transport Plan, The Air Quality Strategy, the Climate Action Plan the New Local Plan, the Surface Water Management Plan and the Health and Wellbeing strategy. Consultation with both internal and external stakeholders is vital. Surveys of users of GI assets will also be required in some cases to gather local knowledge and assess the levels of use of local green spaces. Successful delivery will then depend on continued collaboration with partners and community groups.

## Evidence for where GI is needed?

### Mapping Requirements

To introduce the most appropriate type of GI in the most appropriate places it is important to understand the city's natural profile and characteristics:<sup>54</sup> Assessments of current GI need to be undertaken to provide a clear understanding of the quantity, quality, character and distribution of green space, including gaps in access across the city. An understanding of native vegetation helps to ensure the correct plants for the natural ecosystems are used. Ideally mapping of permeable and non-permeable surfaces would be included in this to understand areas of action for flooding. Understanding natural water courses, even if they have been built over, is valuable for designing nature-based flood risk solutions. Overlaying this with maps of air quality can help to determine where interventions would be best suited to tackling local hotspots of poor air quality. From a biodiversity perspective understanding the connectedness of green spaces and the position of any corridors is important in the aim of strengthening ecological networks and reducing habitat fragmentation. Pollinator and individual species recovery plans will require additional insight.

Alongside understanding where the gaps in accessibility to quality greenspace are in the city we must compare these with the areas of deprivation to understand where the biggest benefits to health, wellbeing and community are likely to be achieved by introduction of green space. Understanding if there are any green social prescribing initiatives running locally will also help to target areas of greatest need. Local active transport networks will give an idea of the areas of the city where it may not be possible to travel actively, these may correlate with areas of poor air quality. It is also important to look at locations of schools as young people are a key target group.

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<sup>52</sup> <https://www.greenflagaward.org/media/1019/green-flag-award-guidelines.pdf> 2016 (accessed 15/02/2023)

<sup>53</sup> <https://www.sensorytrust.org.uk/uploads/documents/ByAllReasonableMeansEnglandAug2020.pdf> (accessed 10/01/2023)

<sup>54</sup> Nature-based solutions: How cities can use nature to manage climate risks (c40knowledgehub.org) (accessed 13/01/2023)

Getting input from community groups once target areas have been identified will then help to understand what kind of green space the community feel would benefit them the most and also begin discussions about ongoing maintenance.

## Green Infrastructure in Portsmouth

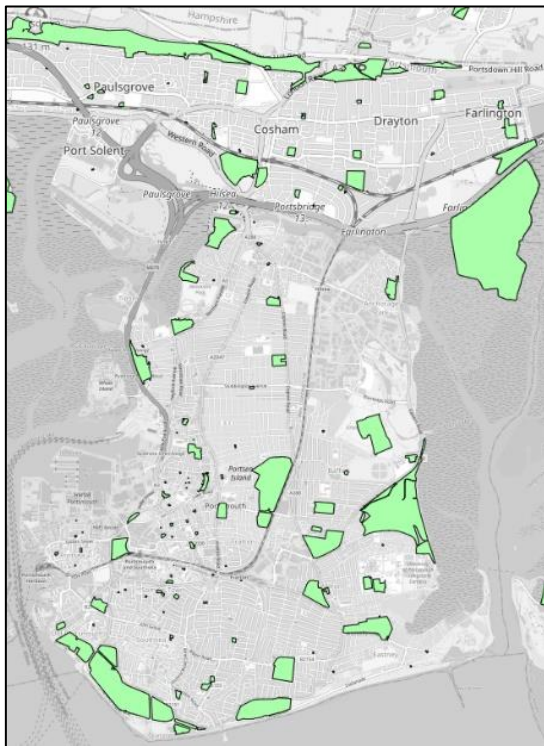


Figure 2 All accessible green space in Portsmouth. Source Natural England 2021 Green Infrastructure Map ([naturalengland.org.uk](https://naturalengland.org.uk))

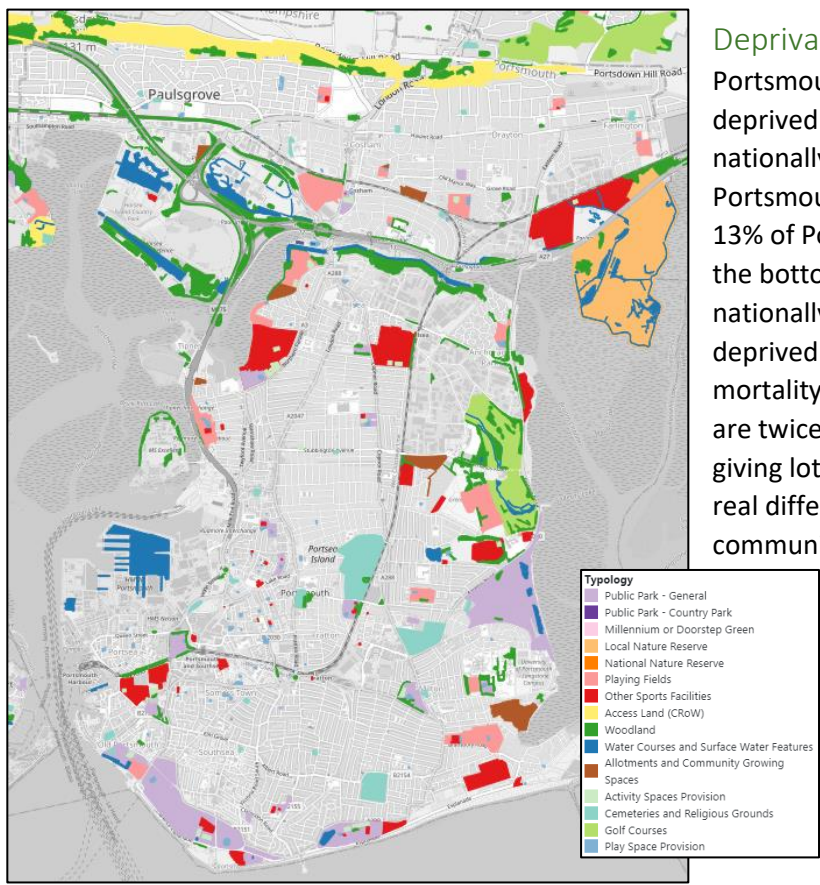
Green infrastructure mapping has been undertaken with the use of tools from Natural England and maps from other strategy's including air quality and flooding. Currently there is variety in the GI coverage of the city with more green space in the northern and coastal areas of the city than the central sections of Portsea Island. Blue infrastructure in the form of the open coast is also an important part of the network and the character of Portsmouth. Tree canopy cover within Portsmouth was estimated to be 9.8% (86,500 trees) in 2017, this is lower than other comparative cities.<sup>55</sup> In 2012 the Parks and Open spaces strategy concluded that there were 760 hectares of publicly accessible open space in Portsmouth, which is 3.86 hectares per 1000 population. The largest area of open space, Portsdown Hill, runs along the northern boundary of the city, 30 hectares of this space is designated a Site of Special Scientific Interest (SSSI). There are two further legally protected SSSI's within Portsmouth; Portsmouth Harbour and Langstone Harbour, encompassing Farlington Marshes Local Nature reserve.

The map in Figure 2 shows all accessible green space in Portsmouth. It is taken from the Natural England mapping tool.<sup>56</sup> It is important to note that assumptions and generalisations have been used when producing these maps and thus there may be errors. It is recommended to double check them with local knowledge, particularly around how accessible green space is. It is classed as accessible if there is public access to it. This does not mean that all residents will be able to access it due to physical ability to use the access routes. This is something that needs to be considered when looking at current usage and how to improve access.

<sup>55</sup> Portsmouth Local Plan 2038 'Regulation 18' Consultation Document. Draft for Consultation September 2021

<sup>56</sup> [Green Infrastructure Map \(naturalengland.org.uk\)](https://naturalengland.org.uk) accessed (18/02/2023)

Figure 3, from the same source shows all green space, excluding private gardens, accessible or not. The combined greenspace and public rights of way are low to medium across Portsmouth with the areas on Portsea Island scoring more poorly than those on the mainland. The majority of Portsmouth is currently in the worst performing decile for accessibility to green space.<sup>57</sup> This is evident when looking at the lack of green in the centre of Portsea Island. The majority of the island is in the top four deciles for accessibility to blue space. The density of trees per hectare also varies with fewer to the south of Portsea Island and more on the mainland areas. Drayton and Farlington ward to the north have the highest ratio of trees per head of ward population at about one tree per head and Central Southsea ward in the south the has poorest ratio at one tree to ten heads of the population. There is more detail on the type and location of green spaces in Portsmouth from page 18 in the [Green-Infrastructure-background-paper-Sep21\\_compressed.pdf \(portsmouth.gov.uk\)](#). This should be used in conjunction with the above mapping to understand the local context.



### Deprivation and Social Inequality

Portsmouth is ranked 57th most deprived out of 317 local authorities nationally with 25% of households in Portsmouth living in relative poverty. 13% of Portsmouth’s population live in the bottom 10% of most deprived areas nationally, and over 60% are in the most deprived two quintiles. Standardised mortality ratios in more deprived areas are twice that of the England average, giving lots of opportunity for making a real difference to lives in these communities.

Figure 3 All green space, excluding private gardens, in Portsmouth. Source Natural England 2021 Green Infrastructure Map

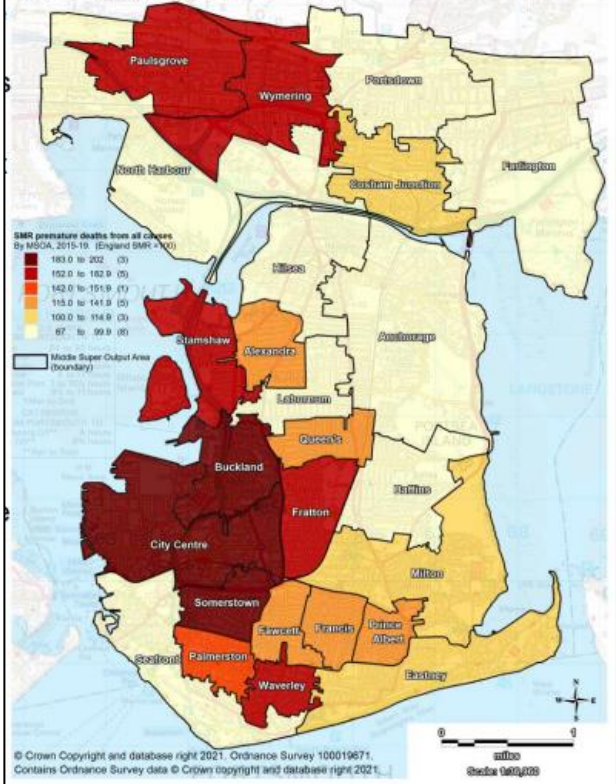
<sup>57</sup> [CDRC Mapmaker: Access to Healthy Assets & Hazards \(Green Space \(Passive\) Accessibility\) accessed \(18/02/2023\)](#)



### Premature mortality rates (2015-2019)

Standardised mortality ratio for deaths from all causes aged under 75 years, by middle super output area (MSOA), Portsmouth, 2015 to 2019 (pooled).  
England: 100.0 Standardised mortality ratio (SMR)

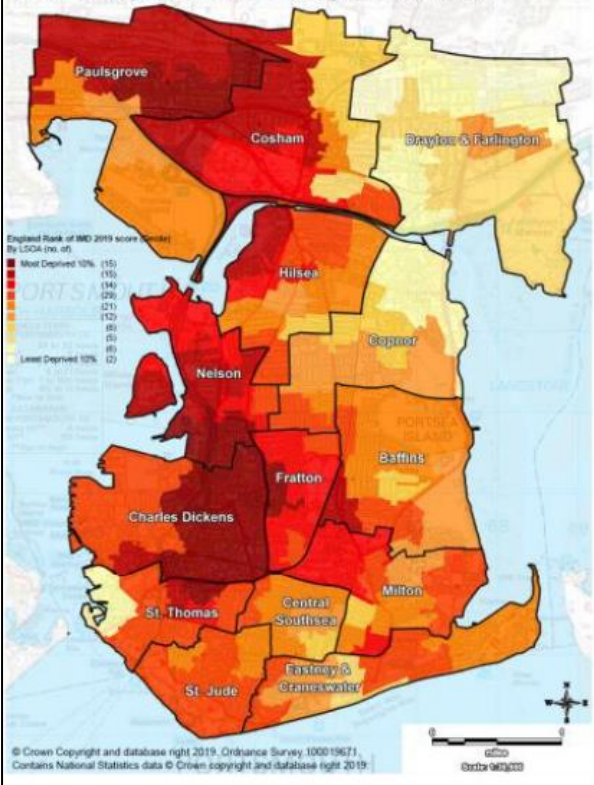
Source: Public Health England analysis of ONS (crown copyright) death registration data and mid-year population estimates via PHE "Local Health" tool <http://www.localhealth.org.uk>.



### Indices of Deprivation (2019)

Indices of deprivation (ID) 2019 - map of Portsmouth with the England rank of Index of Multiple Deprivation (IMD) 2019 score in deciles by 2011 Census Lower Super Output Areas (LSOAs) overlaid with electoral wards.

Source: Ministry of Housing, Communities and Local Government, English Indices of Deprivation 2019.



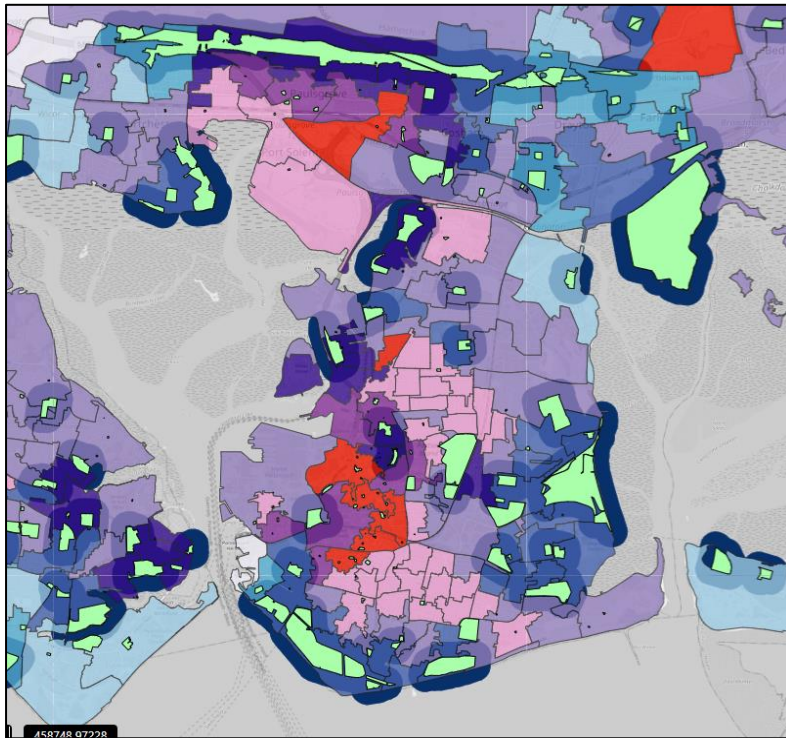
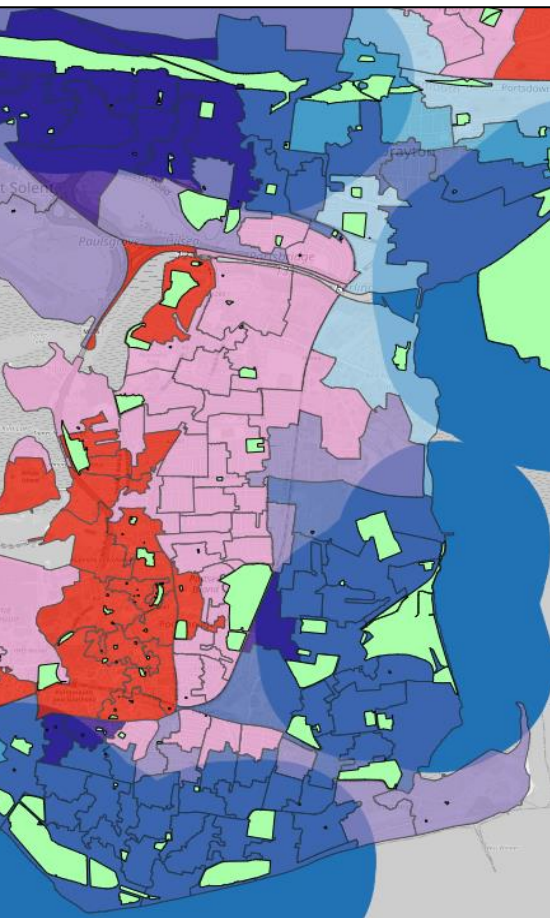


Figure 4 Indices of Deprivation and premature mortality rates Portsmouth. Taken from the Portsmouth Joint Strategic Needs Assessment 2021/22

Comparing the maps there is a clear correlation between premature mortality (under 75yrs) and deprivation. The areas ranked as the 10% most deprived have higher mortality rates when compared to the 10% least deprived areas. The most deprived areas are around Charles Dicken’s, Nelson and Paulsgrove. When overlaying the areas of deprivation with access to green space we can see that there is a correlation.

Figure 5 is a composite map assessing accessibility to Doorstep standard green space (at least 0.5 ha within 200m) and indices of multiple deprivation. Areas with high deprivation and low access are highlighted in red, L1 is the least favourable scenario and H3 the most favourable. Charles Dickens and Cosham wards are the most affected.



Space Doorstep and 2021 Green

Figure 6 is a composite map assessing accessibility to neighbourhood green space (at least 10 ha within 1km) and indices of multiple deprivation. We can see that the areas of red extend further north from Charles Dickens ward into Nelson ward because the smaller areas of green space within Nelson do not meet the 10 ha neighbourhood benchmark. The more northerly areas of Cosham are no longer red because of access within 1km to the green space of Portsdown Hill.

Figure 6 Percentage of LSOA covered by accessible greenspace neighbourhood benchmark and areas of deprivation Source Natural England 2021 Green Infrastructure Map (naturalengland.org.uk)



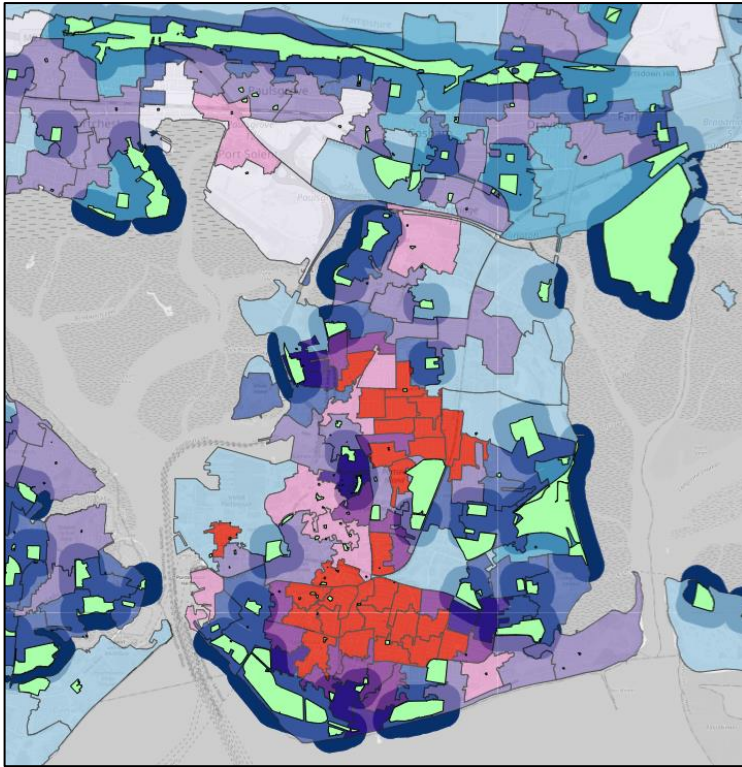


Figure 7 Accessibility to green space and population density. Source Natural England 2021 Green Infrastructure Map (naturalengland.org.uk)

Figure 7 shows accessibility to Doorstep standard green space (at least 0.5 ha within 200m) in relation to population density. Doorstep Green spaces with a 200m buffer are shown overlaid on top of the population density map. Areas with high population density and low access are highlighted in red. We can see that the areas of high population in Central Southsea, Fratton and the south-west of Copnor have the worst access per capita. These maps are based on census 2011. data.

It is estimated that across Portsmouth 30-40% of children under 16 and adults over 65 live within 300m of a greenspace. Figure 8 shows that percentage broken

down by LSOA. As we can see there are large areas where fewer than 10% of children under 16 and adults over 65 live within 300m of a natural greenspace. These are concentrated where the areas of higher population density have poor access. Under 16's and over 65's are vulnerable groups when considering the effects of poor air quality and the temperature from urban heat islands. It is important to note that some of these green spaces will not be accessible to all, particularly those over 65 who may have mobility difficulties.

From looking at these maps it is clear where investments to increase GI with a priority focus on health, wellbeing and community inequalities should be. Charles Dickens, Nelson and Cosham wards should be targeted due to the levels of deprivation and Central Southsea, Fratton and south-west

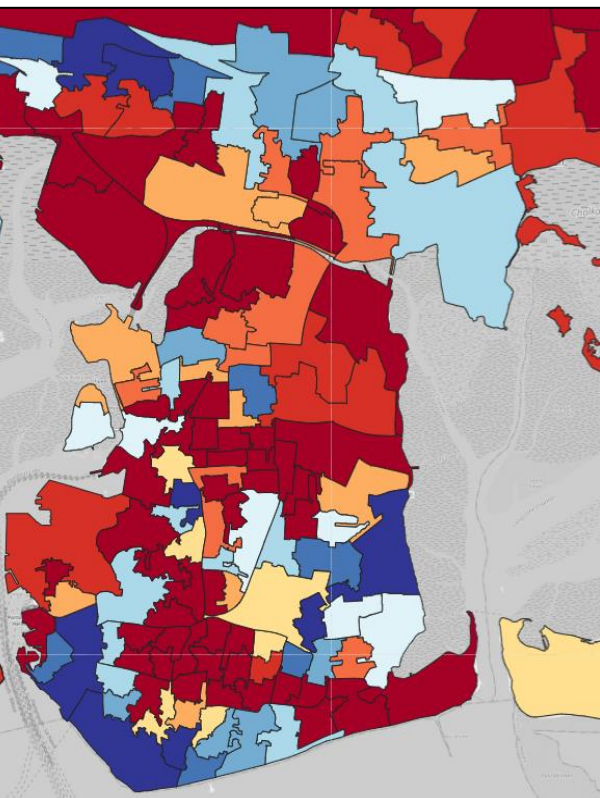
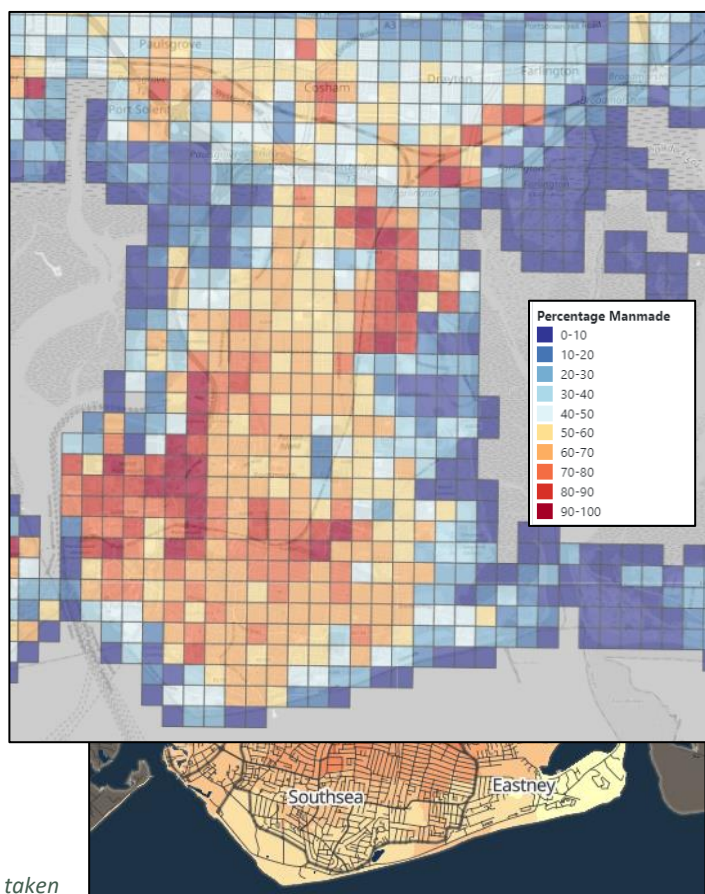


Figure 8 % of children and young people under 16 and % people over 65 who probably live within 300m of a natural greenspace. Source Natural England 2021 Green Infrastructure Map (naturalengland.org.uk)

Copnor should be additional targets due to the high population density in relation to accessible green space.

### Air Quality Mapping

The map in Figure 9 of air quality in Portsmouth from the Consumer Data research centre shows that the air quality in the centre of Portsea Island is in the worst performing decile with the areas towards the south coast improving towards the fifth decile. The areas to the North of the city around Paulsgrove and Cosham are also in the worst performing decile nationally.



### Water Courses and areas of high

Figure 9 Map of air quality in Portsmouth Image taken from: [CDRC Mapmaker: Access to Healthy Assets & Hazards \(Air Quality Domain\)](#)



### flood risk

Portsmouth has clear ward by ward descriptions of flood risk and its likely cause.<sup>58</sup> Using this strategy areas that are more susceptible to surface water flooding can be identified, a surface water flood risk map is shown in figure 10.

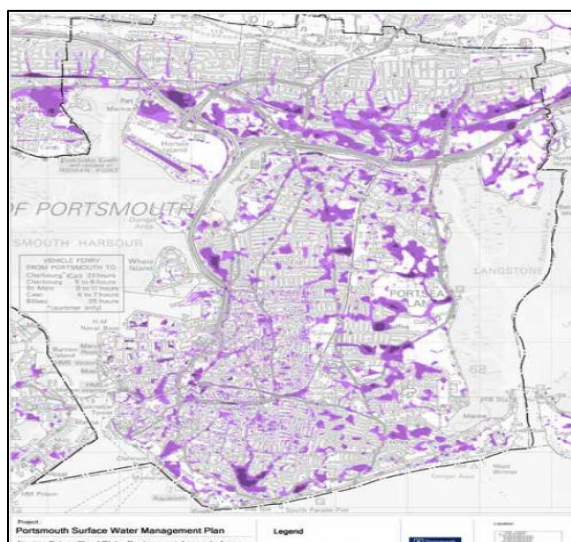


Figure 9 Map of surface water flood risk in Portsmouth taken from [Local-flood-risk-management-strategy.pdf](#) (portsmouth.gov.uk)

The local flood risk management strategy for Portsmouth has clear ward by ward descriptions of flood risk and its likely cause.<sup>58</sup> Using this strategy areas that are more susceptible to surface water flooding can be identified, a surface water flood risk map is shown in figure 10. Coastal flooding affects different areas, is generally well understood and can be predicted and managed using flood defences. Portsmouth's surface water management plan considers a SuDs hierarchy for managing excess surface water and has an action plan for improving surface water drainage.<sup>59</sup> When looking at options for improving drainage using SuDs the areas targeted should be discussed to ensure we are maximising the benefits of GI.

Figure 11 is a 250m greenness grid-based assessment of the % manmade area (surface that is not water, vegetation or soils) within the grid squares.<sup>60</sup> The areas with a higher percentage of

<sup>58</sup> [Local-flood-risk-management-strategy.pdf](#) (portsmouth.gov.uk) (accessed 24/01/23)

<sup>59</sup> [Report Template v2.4](#) (portsmouth.gov.uk) Surface Water management Plan 2019 Update report (accessed 24/01/23)

<sup>60</sup> [Green Infrastructure Map](#) (naturalengland.org.uk)



manmade area will have less opportunity for surface water to drain naturally and will rely entirely on the sewerage system to remove any rainwater. Thus it would be expected that these areas may suffer more from surface water flooding, although there is some correlation between the two maps this is not clear cut. However, when looking at SUDs systems those areas with a high % of manmade area would be a sensible initial target.

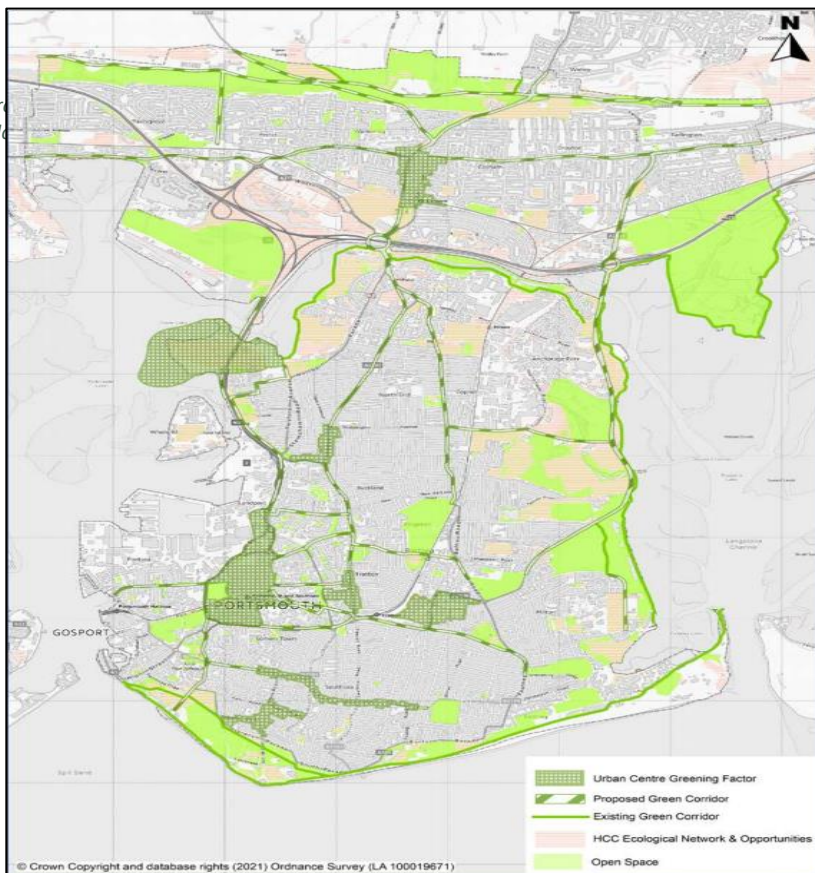
Figure 10 Greenness grid of Portsmouth, source Natural England 2021 Green Infrastructure Map (naturalengland.org.uk)

## Green Infrastructure Planning for Portsmouth

Figure 12, showing current and proposed GI in Portsmouth is taken from the Local Plan which supports the objectives of the Greening Strategy.

It shows areas that will be designated Urban Centre Greening Factor (UGF) zones (see below). A completed UGF assessment will need to accompany any development in these areas, outside of these areas the UGF is still a recommended tool to estimate the GI gains for all proposals across Portsmouth.<sup>61</sup> In addition to this by the end of 2023 it is likely that the BNG legislation will have become mandatory so all new developments will have to deliver 10% BNG.

Figure 11 Map taken from the Local Plan showing green space and corridors



It can be seen that existing green corridors are minimal and that new ones, particularly running north-south through the city are planned. In order to develop this plan further and have the greatest positive impact we must consider all of the factors highlighted in the maps above to identify targets for health and well-being benefits, community cohesion, biodiversity, climate change, flooding and air quality management.

**Urban Greening Factor**  
The Urban Centre Greening Factor (UGF) areas are those that have been identified as having potential for delivering additional

greening due to either current lack of green

<sup>61</sup> Portsmouth Local Plan 2038 'Regulation 18' Consultation Document. Draft for Consultation September 2021

space or proposals for significant redevelopment. The UGF tool allows for a simple assessment process comparing green infrastructure coverage on a proposed development site, pre and post development.<sup>62</sup> Betterment in GI provision through on-site net gains is required, though there is flexibility for how this is achieved.

## Good Practice in Initiating Urban Green Space Interventions

A review of impacts and effectiveness of urban green space interventions and health was conducted by the World Health Organisation in 2017.<sup>63</sup> Good practices taken from this review alongside advice from Natural England<sup>64</sup> regarding GI with relevance for local action are listed below:

- Establish many urban green spaces throughout the city, there should be a variety of types and sizes to fulfil differing primary goals.
- Interventions should be based on the needs of the area (e.g. flood risk management, children's play) which should guide the type of intervention, the function of the green space, and the type of vegetation applied.
- Early engagement with user groups and the local neighbourhood community helps to assess their needs and demands (and to potentially inform evaluation procedures).
- A multidisciplinary team is needed for adequate designing, long term planning and managing of the urban green space interventions.
- Design the urban green space intervention within the context of the whole urban area and surrounding environment. Consider the connectivity of the intervention with other green spaces and urban destination points.
- Opportunities must be taken to integrate GI together into core elements of new and existing grey infrastructure.
- Provide practical design of urban green spaces, take into account seasonal variation.
- Enhanced and visible access points and use features can be highly effective and cost-efficient for improving use of the green space.
- As urban green spaces develop overtime, long-term perspectives are needed for both maintenance and management, and the respective funding.
- The WHO intervention review suggests dual approaches including both physical changes to the urban environment and promotional/engagement activities have the most impact on health.

## Funding Considerations

GI requires sustainable management and maintenance if it is to maintain its benefits long term. It is vital that funding arrangements are identified as early as possible and that costs of ongoing maintenance are factored into the design and implementation, balancing the costs with the benefits. Local community engagement can assist with management and tailoring provision to local needs.<sup>65</sup>

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<sup>62</sup> Green Infrastructure Standards for England Summary v1.1.pdf (naturalengland.org.uk) Jan 2023 (accessed 13/02/2023)

<sup>63</sup> Urban green space interventions and health: A review of impacts and effectiveness. Full report (who.int) 2017

<sup>64</sup> GI What Principles (naturalengland.org.uk) (accessed 13/02/2023)

<sup>65</sup> Natural environment - GOV.UK (www.gov.uk) July 2019 update, accessed (26/01/2023)

## Evaluation

To assess whether GI interventions are having the intended impacts on the multiple factors they can influence can be difficult. Appropriate qualitative and quantitative assessments or tools should be used to try and capture these so that collective benefit can be realised.

Monitoring and evaluating local changes in access to greenspace, in conjunction with health data over time, will provide a better understanding of the benefits and value of greenspace for health.<sup>66</sup> Valid and reliable methods must be used for data collection and if possible an evaluation plan should be in place at the start of an intervention, including baseline data to compare the intervention effects. Urban green spaces can take time to develop and their usage may also change overtime so realistic longitudinal evaluations should be commenced.

## Conclusion

Green infrastructure is a vital tool for improving health, reducing social inequalities, increasing biodiversity and tackling climate change. It also contributes towards the goal of becoming Carbon Neutral by 2030. There are many types of GI with different primary aims, however the majority can have multiple benefits in a way that other interventions do not.

Mapping of the city enables us to understand where the initial priorities for new or improved GI should be and to determine how we can work towards meeting the Government's Green Infrastructure Headline Standards. Visualising current green space allows us to understand the best approaches to reducing fragmentation of habitats and improving connectivity so that Biodiversity Net Gain legislation can be used to the best opportunity. Areas of poor air quality around vulnerable populations can be improved and flood risk reduced by appropriate placement of interventions. Social inequalities can be reduced by strategic interventions with green infrastructure.

Key to all interventions is multidisciplinary collaboration and stakeholder engagement, for many community participation will be vital. Long term funding and maintenance plans alongside evaluation procedures must be established.

We must strive to make GI a consideration for all Local Plans and strategies moving forwards. Engagement between sectors will ensure that GI usage can be maximised and beneficial to society.

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<sup>66</sup> Public Health England Improving access to greenspace: 2020 review (publishing.service.gov.uk) (24/01/2023)

## Appendix: Delivery Plan

<u>Objective</u>	<u>Priority</u>	<u>Proposals</u>	<u>Actions</u>	<u>Potential Stakeholders to consider (not exhaustive)</u>
<b><u>Protect, Improve</u></b>	<b>Improving and protecting total accessible GI in Portsmouth</b>	Assess current accessible GI and ensure it is fit for purpose as well as protected from destruction from developments.	<ul style="list-style-type: none"> <li>• Update map with local information.</li> <li>• Conduct community research on accessibility and usage of current infrastructure.</li> <li>• Consider improvement proposals to existing GI to increase usage, including PCC-owned GI, parks and open spaces, maintaining balance between accessibility and greening / BNG.</li> <li>• Ensure Local Plan is in place for building applications and planning with regard to GI. (UGF and BNG, for example).</li> <li>• Monitor any change in the amount of GI in the city.</li> <li>• Continue use of Tree Protection Orders where appropriate.</li> </ul>	Public Health, Planning, Housing, Neighbourhood & Building Services (HNBS), Cultural, Leisure & Regulatory services (CLS), Community Groups, Local Councillors.
<b><u>Create, Access</u></b>	<b>Increasing total GI</b>	Increase the total amount of GI within Portsmouth both accessible and inaccessible (assessment of inaccessible green infrastructure will also be required).	<ul style="list-style-type: none"> <li>• Urban Greening Factor assessments on new planning proposals.</li> <li>• Urban Nature Recovery Standard</li> <li>• Urban Tree Canopy Cover Standard</li> <li>• Develop a Green Infrastructure Strategy</li> <li>• Accessible Greenspace Standards</li> </ul>	Public Health, Planning, HNBS, CLS, Local Community Groups, Local Councillors, Environmental Health.

			<ul style="list-style-type: none"> <li>• Look at mapping and local areas to determine initial priorities for both accessible and inaccessible GI.</li> <li>• Creating the new Horsea Island Ecological Reserve.</li> <li>• New green spaces created as Local Plan Strategic Development sites.</li> </ul>	
<b><u>Connect,</u></b> <b><u>Active</u></b>	<b>Health:</b> <b>Active transport</b>	Look for potential areas to add to the active transport network. Where might these be useful? Look at potential routes between key city sites.	<ul style="list-style-type: none"> <li>• Link with Local Transport Plan, Air Quality Plan, Local Walking and Cycling Infrastructure Plan and other relevant plans.</li> <li>• Understand active transport trails that may also be able to function as wildlife corridors.</li> <li>•</li> </ul>	Public Health, Transport Planning Officers, Environmental Health, Integrated Care Boards, Health And Wellbeing Boards. Community Safety Officers, The Police, Local Community Groups And Single Interest Groups.
<b><u>Active</u></b>	<b>Health:</b> <b>Green social prescribing</b>	Harness the benefits of GI for health and wellbeing by increasing the exposure that people have to activities in nature.	<ul style="list-style-type: none"> <li>• Look at evidence from green social prescribing schemes rolled out nationwide and map current use of such schemes in Portsmouth to understand what and where may be most suitable for rollout.</li> <li>• Understand the views of local GP's</li> <li>• Connect with national green social prescribing initiatives</li> </ul>	Public Health, HNBS, CLS, General Practitioners, Environmental Health, Integrated Care Boards, Health And Wellbeing Boards, Local Community Groups And Single Interest Groups.

<b><u>Active</u></b>	<b>Health: Physical Activity</b>	Increase the amount of physical activities on offer in green space and ensure they are accessible and inclusive.	<ul style="list-style-type: none"> <li>• Explore links with PCC's Leisure and Physical Activity Strategy for outdoor opportunities.</li> <li>• Explore links with the voluntary sector</li> <li>• Look for examples of evidence based practice nationwide that may be suitable for implementation in Portsmouth.</li> <li>• Consider activities such as gardening and food production alongside sport/exercise related activities.</li> </ul>	Public Health, HNBS, CLS, Physical Activity Providers, Sports And Leisure Board, Integrated Care Boards, Health And Wellbeing Boards, Local Community Groups And Single Interest Groups.
<b><u>Access</u></b>	<b>Health – Mental Health</b>	Consider the benefits of GI on mental health	<ul style="list-style-type: none"> <li>• Use evidence for benefits to those with dementia in the community to consider social events and access to green space for this group.</li> <li>• Consider the impacts on children's emotional and behavioural development when considering sites for new/improved green infrastructure</li> </ul>	Public Health, Integrated Care Boards, Health And Wellbeing Boards, Old Age and dementia charities, children's charities, Local Community Groups And Single Interest Groups.
<b><u>Create, Improve, Access</u></b>	<b>Health: Healthcare facilities</b>	Greening hospital/medical facility sites to increase benefits to physical and mental health for inpatients and to make them more pleasant places to visit.	<ul style="list-style-type: none"> <li>• Assess the GI at Portsmouth's hospital and large general practice/outpatient sites.</li> <li>• Look for options to improve, green roofs, walls, hospital garden space.</li> </ul>	Public Health, Integrated Care Boards, Health And Wellbeing Boards, Hospital Trust, General Practitioners, Local Community Groups And Single Interest Groups.
<b><u>Create, Improve, Access</u></b>	<b>Health: Access to green space</b>	Ensure everyone in the city has access to a variety of good quality green and blue spaces within easy walking distance of their home. This could take the form of either a Doorstep or Local Accessible green	<ul style="list-style-type: none"> <li>• Use Natural England mapping tool to identify areas that do not meet the Green Infrastructure Headline Standards.</li> <li>• Target these for further analysis and community consultation as to the most appropriate green space for installation.</li> </ul>	Public Health, Planning, HNBS, CLS, Landowners And Land Managers, Local Councillors, Local Community Groups And Single Interest Groups.

		space and a neighbourhood Accessible Greenspace. <sup>67</sup>	<ul style="list-style-type: none"> <li>Identify target dates for meeting the standards.</li> </ul>	
<b><u>Access,</u></b> <b><u>Create,</u></b> <b><u>Improve</u></b>	<b>Community cohesion</b>	Target areas with the lowest access to greenspace to understand what interventions could be successful and welcomed by the community.	<ul style="list-style-type: none"> <li>Wards with the highest levels of deprivation and lowest amount of greenspace should be targeted for community consultation and engagement.</li> <li>Focus GI improvements to open spaces in Wards with the highest levels of deprivation.</li> <li>Improve community environments by greening existing grey infrastructure (walls, roofs, shelters and community de-paving projects).</li> <li>Improve community cohesion by developing community greening projects.</li> </ul>	Public Health, Planning, HNBS, CLS, Landowners And Land Managers, Local Councillors, Local Community Groups And Single Interest Groups.
<b><u>Improve,</u></b> <b><u>Create</u></b>	<b>Air Quality - Trees</b>	Public and private realm tree planting to reduce pollution and improve character and sense of place.	<ul style="list-style-type: none"> <li>Assess current progress against GI strategy 2020 forward planning for trees planted.</li> <li>Update Tree Charter and work towards Tree Cities of the World.</li> <li>Ensure assessment of planned planting sites to ensure that trees will not trap pollution in street canyons.</li> </ul>	Public Health, Air Quality Leads, Transport Planners, Planning, Forestry Agency/Environment Agency/Tree Experts

<sup>67</sup> [Green Infrastructure Standards for England Summary v1.1.pdf \(naturalengland.org.uk\)](https://www.naturalengland.org.uk/publications/green-infrastructure-standards-for-england-summary-v1.1.pdf)

<b><u>Create, Improve</u></b>	<b>Air Quality - Schools</b>	Improve the air quality within school grounds and at the same time consider planting trees for shade and shelter in school playing fields.	<ul style="list-style-type: none"> <li>• Analyse the air quality and GI around local schools.</li> <li>• Consider planting hedges or green screens around schools where appropriate.</li> <li>• Consider planting trees in school yards for shade and shelter if none is currently available.</li> <li>• Involve pupils in the design and planting of GI at their schools.</li> </ul>	Public Health, Air Quality Leads, School Heads and Boards Of Councillors,
<b><u>Create, Improve</u></b>	<b>Air Quality</b>	Consider both natural and manufactured air quality solutions in areas where the air quality is poor.	<ul style="list-style-type: none"> <li>• Look at options for addition of green walls to either new or existing infrastructure.</li> <li>• Consider cost benefit of manufactured green air quality solutions for improving air quality locally where it is not practical to plant trees or to add green walls.</li> <li>• Use AQMA data to target areas.</li> <li>• Investigate air quality impacts from non-vehicular sources (wood burning etc).</li> </ul>	Public Health, Air Quality Leads, Planning, Local Councillors.
<b><u>Connect, Create</u></b>	<b>Biodiversity</b>	Fully understand current nature corridors and plan to expand the network. Look at the proposed new green corridors and establish any additional routes that may be beneficial to link green spaces and reduce fragmentation.	<ul style="list-style-type: none"> <li>• Mapping of current and proposed corridors.</li> <li>• Understand the plants/space required to provide corridors for specific species. Targeting those under threat.</li> <li>• Ensure plans are in place to optimise the enforcement of the BNG for new</li> </ul>	Public Health, Planning, Environment Agency, Wildlife Specialists.



			<p>developments when it becomes mandatory.</p> <ul style="list-style-type: none"> <li>• Consider and promote background evidence to support a higher than 10% standard of BNG for Portsmouth.</li> </ul>	
<b><u>Connect, create</u></b>	<b>Biodiversity</b>	Improve biodiversity by increasing green space in the city by greening urban infrastructure.	<ul style="list-style-type: none"> <li>• Consider installation of green roofs on PCC estate, other public and private buildings.</li> <li>• Explore potential for green bus stops/bin sheds etc</li> </ul>	Public Health, Planning, HNBS, CLS, Environment Agency, Wildlife Specialists, Building Owners.
<b><u>Create</u></b>	<b>Cooling</b>	Reduce the urban heat island effect in Portsmouth by greening existing buildings and introducing shade using trees. Greening buildings will also reduce energy expenditure and work towards carbon neutrality.	<ul style="list-style-type: none"> <li>• Identify suitable areas in the city centre and other areas of dense buildings where the urban heat island effects will be greatest.</li> <li>• Update tree planting progress and ensure correct trees in correct locations.</li> <li>• Consider novel cooling solutions in UHI areas unsuitable for planting trees.</li> </ul>	Public Health, Planning, HNBS, CLS, Environment Agency, Wildlife Specialists, Building Owners.
<b><u>Create, Improve</u></b>	<b>Flooding</b>	<p>Target areas most at risk of surface water flooding for intervention with natural flood management techniques.</p> <p>Create green spaces that also function as sustainable drainage systems.</p>	<ul style="list-style-type: none"> <li>• Link with Flood Prevention strategy to identify key local sites for SuDs systems.</li> <li>• Consider installation of green roofs/walls on PCC estate, other public and private buildings.</li> <li>• Consider community de-paving projects</li> <li>• Look at examples of solutions used elsewhere in the UK and understand best practice for installation of new SuDs sites.</li> </ul>	Public Health, Planning, Lead Local Flood Authorities, Water Companies, Local Resilience Forums, Environment Agency



# Agenda Item 6



Portsmouth  
CITY COUNCIL

**Title of meeting:** Cabinet

**Date of meeting:** 3 October 2023

**Subject:** Carbon Action Plan Publications

**Report by:** Kristina Downey, Principal Strategy Adviser- Climate Change

**Wards affected:** N/A

**Key decision:** No

**Full Council decision:** No

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1. **Purpose of report**

1.1 To seek approval of the draft Carbon Action Plans for publication.

2. **Recommendations**

2.1 It is recommended that the Cabinet approves the Carbon Action Plans for publication.

3. **Background**

3.1 In declaring in local climate emergency in 2019, the Council resolved to:

- *Develop a city-wide carbon strategy and implementation plan*
- *Provide annual reports of city-wide carbon emissions*

3.2 In 2022, Portsmouth City Council adopted and published a new Climate Change Strategy<sup>1</sup> that detailed both the carbon reduction and climate change resilience strategy for Portsmouth City Council on an organisational and city-wide level.

3.3 The Climate Change Strategy stated that this instrument will be delivered through Carbon Action Plans.

3.4 After detailed data collection and analysis, and the creation of an internal Climate Programme Board to guide technical review, the first CAPs have been prepared for publication.

3.5 CAPs for both Portsmouth City Council's carbon emissions and Portsmouth's carbon emissions have been collated. Publicising both goes further than our declaration commitment.

3.6 Each CAP contains:

- A collation of current and historical carbon emissions.

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<sup>1</sup> Climate Change Strategy (2022). Portsmouth City Council. Available at: <https://www.portsmouth.gov.uk/wp-content/uploads/2022/12/Climate-Change-Strategy-2022-Accessible.pdf>

- A collation of carbon reduction actions that are either implemented, underway or are planned to be implemented prior to the net zero target year of 2030.
- An analysis of Business-as-Usual carbon emission timeline projections (if Portsmouth City Council took no further action) to 2030.
- A revised projection of carbon emissions to 2030 taking into account Portsmouth City Council carbon reduction actions.

3.7 Organisational and sub-national carbon data is accounted using different methods and data sets. In particular, Portsmouth City Council organisational data is collated internally by financial year to align with wider organisational regimes. This first council CAP has been produced using April 2020- March 2021 data. It is intended that further council CAPs will be published in 2023 to match the current financial year.

Conversely, the Portsmouth city data is collated from national data sets that are aligned to calendar year. This first city CAP has been produced using 2019 data. It is intended that further city CAPs will be published in 2023 to match the latest available dataset (2021).

### **Council CAP Data**

- 3.8 The Councils 2020-2021 CAP data shows the following:
- Our net carbon emissions were calculated to be 7,215 tonnes CO<sub>2e</sub>, largely from our vehicle fuel, heating and powering our buildings ("Scopes 1 and 2").
  - Scope 1 and 2 emissions have reduced by 11,658 tonnes CO<sub>2e</sub> - a 55% decrease from 2012-2013.
  - Carbon data associated with purchased goods and services to support our operations ("Scope 3") was the smallest contributor but is also the least complete dataset and should be treated as potentially significantly larger. Efforts to fill data gaps will be undertaken in further CAPs.
  - Gross emissions were displaced by approximately 4,672 tonnes CO<sub>2e</sub> by purchasing electricity from renewable providers and enhancing biodiversity across our estate<sup>2</sup>.
  - Where possible, quantifying the carbon impacts to our interventions have been calculated. Measures, current up to 2022, show we are making the greatest impact in reducing our Scope 1 and 2 emissions through reducing electricity purchase from the grid and energy needed to operate our vehicles and equipment.

### **City CAP Data**

- 3.9 The city 2019 CAP data shows the following:
- The city's net carbon emissions were calculated to be 751,084 tonnes CO<sub>2e</sub>, with transport contributing the greatest (38%).
  - Emissions have reduced by 525,150 tonnes CO<sub>2e</sub> from 2012, a 41% reduction.

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<sup>2</sup> Further, a new Greening Strategy to support nature-based solutions is due to be published.

- Gross emissions were displaced by approximately 2,753 tonnes CO<sub>2e</sub> by adding more vegetation to city.
- Where possible, quantifying the carbon impacts to our interventions have been calculated. Measures, current up to 2022, show we are making the greatest impact in reducing in transportation and domestic sector, highlighting the high impact of particular carbon reduction actions such as converting refuse collection vehicles to use low carbon fuel; the South East Hampshire Rapid Transit (SEHRT) scheme; and domestic energy efficiency schemes, such as Green Homes Grant Local Authority Delivery (LAD) scheme, Home Upgrade Grant (HUG) and Warmer Homes Fund, that are coordinated by Portsmouth City Council.
- It is important to note the shared nature of climate change leadership. The measures included within this CAP represent those from only Portsmouth City Council, and do not include those undertaken by residents, businesses, and other anchor institutions of Portsmouth.

#### **Future CAPs**

- 3.10 It is intended that further iterations of both CAPs, using more recent data, will be published during 2023.
- 3.11 Future CAPs will aim to improve data quality and completeness, and include new carbon reduction measures to increase the speed and ambition of decarbonisation.

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

- 4.1 In declaring in local climate emergency in 2019, the Council resolved to:
- *Develop a city-wide carbon strategy and implementation plan*
  - *Provide annual reports of city-wide carbon emissions*
- 4.2 The Climate Change Strategy stated that this instrument will be delivered through Carbon Action Plans and so this report seeks approval of the publication of the relevant plans.

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

- 5.1 These Carbon Action Plans contain carbon reduction actions that are either completed, underway or are committed to be implemented prior to 2030. If required, an IIA will be undertaken when developing new carbon reduction actions.

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

- 6.1 There are no legal implications directly arising from the recommendation. Any legal implications will be assessed when developing new carbon reduction actions.



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

7.1 There are no financial implications directly arising from the recommendation. Any financial commitment will be assessed when developing new carbon reduction actions.

.....  
Signed by:

**Appendices:**

- Appendix 1 Council CAP
- Appendix 2 City CAP

**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 Council Carbon Action Plan**

## **Financial Year 2020-2021**

# Abbreviations and Acronyms

Abbreviation or Acronym	Definition
BaU	Business as Usual
CAP	Carbon Action Plan (this document)
CO <sub>2e</sub>	Carbon Dioxide Equivalent
GHG	Greenhouse Gas
LED	Light-emitting Diodes
PCC	Portsmouth City Council
t	Tonnes

## Introduction

This Carbon Action Plan (CAP) is the first annual report detailing Portsmouth City Councils (PCC) carbon emissions from our activities. This CAP describes the methods used, historical and current emissions, actions PCC are taking, and a projection of future emissions. It is supported by the overarching Climate Change Strategy which details PCCs guiding principles and strategic priority areas.

Throughout this CAP, the term "carbon" is used but it is an umbrella term that refers to many greenhouse gasses (GHGs). These GHGs are converted to one measure, called "carbon dioxide equivalent" or "CO<sub>2e</sub>".

This CAP provides the GHG inventory for the financial year 2020/2021 and the corresponding carbon reduction actions refer to those that have been implemented during this financial year or are planned to be implemented by PCC. Actions included within this CAP are correct up to December 2022. New actions after this time will be included in future iterations of this CAP.

## Methodology

The first half of this CAP describes current and historical carbon emissions. This has been guided through the GHG Protocol<sup>1</sup> and <sup>2</sup>, and publications from Defra<sup>3</sup> and the Committee on Climate Change<sup>4</sup>.

The second half of this CAP describes future projections of carbon emissions which are based upon a baseline projection called "business-as-usual" (BaU) which we use to test the impact of new carbon reduction actions.

## Completeness of Data

Carbon emissions generated by operations of organisations are sorted into three different "scopes". In this context, assets means buildings, equipment and vehicles used to undertake our operations.

<sup>1</sup> WRI & WBCSD (2015) The GHG Protocol. A Corporate Accounting and Reporting Standard. Revised Edition 3.51. Available at: <https://ghgprotocol.org/sites/default/files/standards/ghg-protocol-revised.pdf>

<sup>2</sup> WRI & WBCSD (2013) The GHG Protocol. Corporate Value Chain (Scope 3) Accounting and Reporting Standard, Version 5.89. Available at: [https://ghgprotocol.org/sites/default/files/standards/Corporate-Value-Chain-Accounting-Reporting-Standard\\_041613\\_2.pdf](https://ghgprotocol.org/sites/default/files/standards/Corporate-Value-Chain-Accounting-Reporting-Standard_041613_2.pdf)

<sup>3</sup> Defra (2009) Guidance on How to Measure and Report Your Greenhouse Gas Emissions. Available at: [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/69282/pb13309-ghg-guidance-0909011.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/69282/pb13309-ghg-guidance-0909011.pdf)

<sup>4</sup> Committee on Climate Change (2012) How Local Authorities Can Reduce Emissions and Manage Climate Risk. May 2012.



## Scope 1

Scope 1 emissions (direct emissions emitted on-site), from assets financially controlled by PCC are detailed in Table 1, together with types of GHG data included in this inventory. As all these sources are controlled by PCC, they will be included in the inventory. In this year's CAP, there are a few data gaps in this scope but are considered minor.

**Table 1 PCC Scope 1 Emission Sources**

Emissions Type	Sources of Carbon Emissions at PCC	Completeness of Data
On-site energy use from owned stationary assets	Boilers	Data gaps from some small buildings
On-site energy use from owned mobile assets	Owned vehicles, back-up generators, power tools	Data gaps from some sites with generators, and some operations with power tools
Fugitive gasses	Air conditioning units	Unavailable data of volume of F-gasses emitted
Land Use	Changes in land use on Council-owned land	No gaps

## Scope 2

Scope 2 emissions (indirect emissions from energy purchases) from assets financially controlled by PCC are detailed in Table 2, together with types of GHG data included in this inventory. As all these sources are controlled by PCC, they will be included in the inventory. In this year's CAP, there are a few data gaps in this scope but are considered minor.

**Table 2 PCC Scope 2 Emission Sources**

Emissions Type	Sources of Carbon Emissions at PCC	Completeness of Data
Purchased Electricity	Grid electricity supplied to buildings and infrastructure	Data gaps from some sites.
Purchased Steam	None	No gaps
Purchased Heating		
Purchased Cooling		

## Scope 3

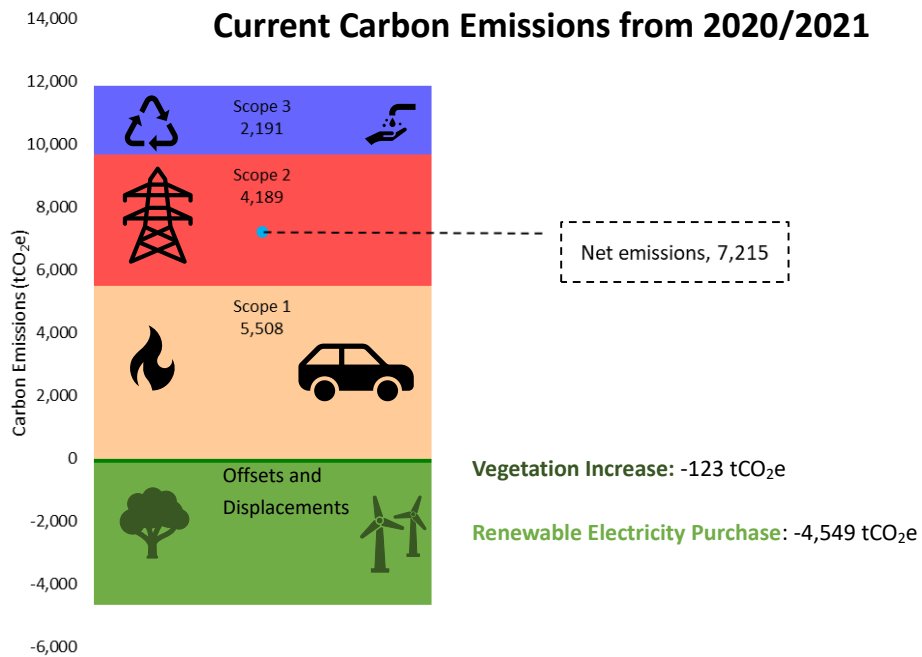
Scope 3 emissions (other indirect emissions), that support the operations that are financially controlled by PCC are detailed in Table 3, together with types of GHG data included in this inventory.

**Table 3 PCC Scope 3 Emission Sources**

Activity Type	Sources of Carbon Emissions at PCC	Completeness of Data
Purchased Goods and Services	Purchased goods and services to support PCC operations, including transportation	Data gaps of purchased goods and services except potable water at some sites.
Fuel and Energy-Related Activities Not Included in Scope 1 or 2	Emissions with fuel/energy generation; transport of fuels to PCC sites; electricity associated with staff working from home; energy use in rented or leased equipment	Data gaps from some small buildings and leased sites
Waste Generated in Operations	Solid and liquid wastes	Data gaps of grey water volumes at some sites, and solid waste volumes at many sites

Travel, transport, and commuting	Travel with business or normal travel to workplace; transport of our products	Data gaps from majority of business travel, no data on commuting, no transportation data
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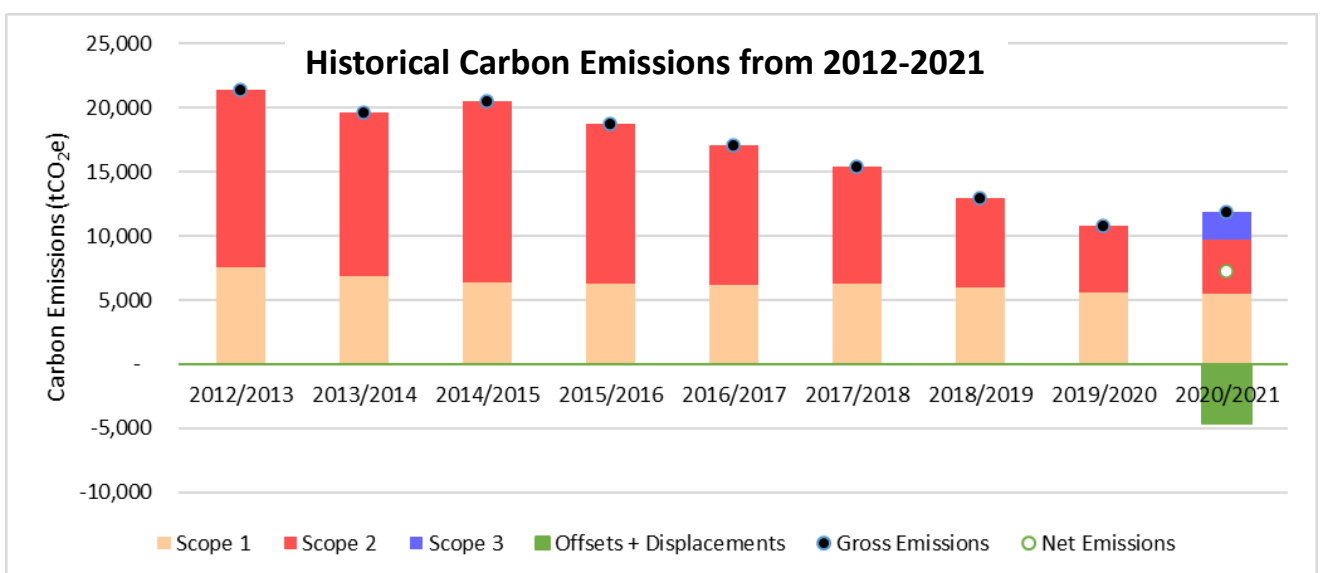
# Portsmouth City Council GHG Emissions Inventory 2020/2021



Our **net** emissions for 2020/2021 were **7,215 tCO<sub>2</sub>e**

Most of our emissions are from heating our buildings and our vehicles

We displaced **4,672 tCO<sub>2</sub>e** by planting on our lands and buying renewable energy



Scope 1 and 2 emissions have reduced by **11,658 tCO<sub>2</sub>e** - a **55% decrease** from 2012/2013

2020/2021 is the first year we've quantified emissions from Scope 3 and offsets/displacements. The graph looks like our emissions have increased but we've added more data. Future reporting will include these categories.


# Carbon Reduction Actions Undertaken in 2020/2021

- Upgrading the heating system and replacing standard halogen strip lights for low energy LED lights at the **City Museum**.
- Provision of bicycles for staff to travel between sites instead of using fleet vehicles, and replacing diesel/petrol-powered hand tools for electric hand tools within our **Parks Service**.
- 1,834 new trees were planted on our estate.
- Installation of 50 kWp of new solar panels installed at **housing offices, libraries, and Estate Service Depots** meaning more low carbon energy can be used in our operations.
- Installation of 21 batteries at **Estate Service Depots, housing offices, libraries, community centres, and social housing** to collect any excess energy produced by solar panels.




# Stocktake of Carbon Reductions


## Actions Planned from 2020 to 2030

Buildings: Electricity Purchase Reduction 				Average Yearly Impact
Replacing halogen bulbs with LEDs	Installing solar panels and batteries	Upgrading electric heating systems	Upgrading water heating systems	- 87 tCO <sub>2</sub> e


  

Buildings: Fuel Use Reduction 		Average Yearly Impact
Insulating buildings to save gas heating	Replacing gas stoves with electric induction in our free school meal kitchens and adult care centres	- 20 tCO <sub>2</sub> e


  

Vehicles and Equipment: Energy Reduction 					Average Yearly Impact
Supply of pool bicycles to commute between PCC sites	Replacing fuel-powered hand tools with electric tools	Replacing our owned and leased vehicle fleet with electric vehicles	Pre-filtering fuels to increase fuel efficiency	Swapping diesel for lower carbon fuels	- 141 tCO <sub>2</sub> e


  

Waste Reduction 		Average Yearly Impact
Eliminating single use plastics from our operations	Replacing pool cleaning equipment with lower packaging alternatives	- Unknown tCO <sub>2</sub> e


  

Travel and Transport 		Average Yearly Impact
Installation of EV charge points for our staff and operational	Last mile logistical planning for our purchased goods	- Unknown tCO <sub>2</sub> e


  

Purchases 			Average Yearly Impact
Replacing paper flyers for QR codes to reduce paper and printing	Replace single-use cleaning supplies for re-usable supplies	Using lower carbon plant-based cleaning chemicals	- Unknown tCO <sub>2</sub> e

Internal Capacity Building and Engagement 		Average Yearly Impact
Strategy for environment and sustainability developed by our Estate Services team	In-house architects became Passivhaus certified designers, accreditation for low-carbon building	- Unknown tCO <sub>2</sub> e

Land Use and Greening 		Average Yearly Impact
During 2020/2021, an additional 1,834 trees were planted. Annually, at least 360 more trees will be planted in our parks and 120 more in streets.		- 33 tCO <sub>2</sub> e

This year's Council CAP is a stocktake of where we are now and where we will be with what we have committed to. Future CAPs will endeavour to improve the quality and completeness of data, and design and implementation new carbon reduction actions.

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# **Portsmouth City Carbon Action Plan**

## **Calendar Year 2019**

# Abbreviations and Acronyms

Abbreviation or Acronym	Definition
BaU	Business as Usual
CAP	Carbon Action Plan (this document)
CO <sub>2</sub> e	Carbon Dioxide Equivalent
GHG	Greenhouse Gas
HVO	Hydro-treated Vegetable Oil
LED	Light-emitting Diodes
PCC	Portsmouth City Council
t	Tonnes

## Introduction

This Carbon Action Plan (CAP) is the first annual report detailing carbon emissions from the city of Portsmouth. This CAP describes the methods used, historical and current emissions, actions Portsmouth City Council (PCC) are taking, and a projection of future emissions. It is supported by the overarching Climate Change Strategy which details PCCs guiding principles and strategic priority areas.

Throughout this CAP, the term “carbon” is used but it is an umbrella term that refers to many greenhouse gasses (GHGs). These GHGs are converted to one measure, called “carbon dioxide equivalent” or “CO<sub>2</sub>e”.

This CAP provides the GHG inventory for the calendar year 2019 and the corresponding carbon reduction actions refer to those that have been implemented during this financial year or are planned to be implemented by PCC. Actions included within this CAP are correct up to December 2022. New actions after this time will be included in future iterations of this CAP.

## Methodology

The first half of this CAP describes current and historical carbon emissions. City-wide GHG emissions data has been sourced directly from the UK local authority and regional carbon dioxide emissions national statistics<sup>1</sup>.

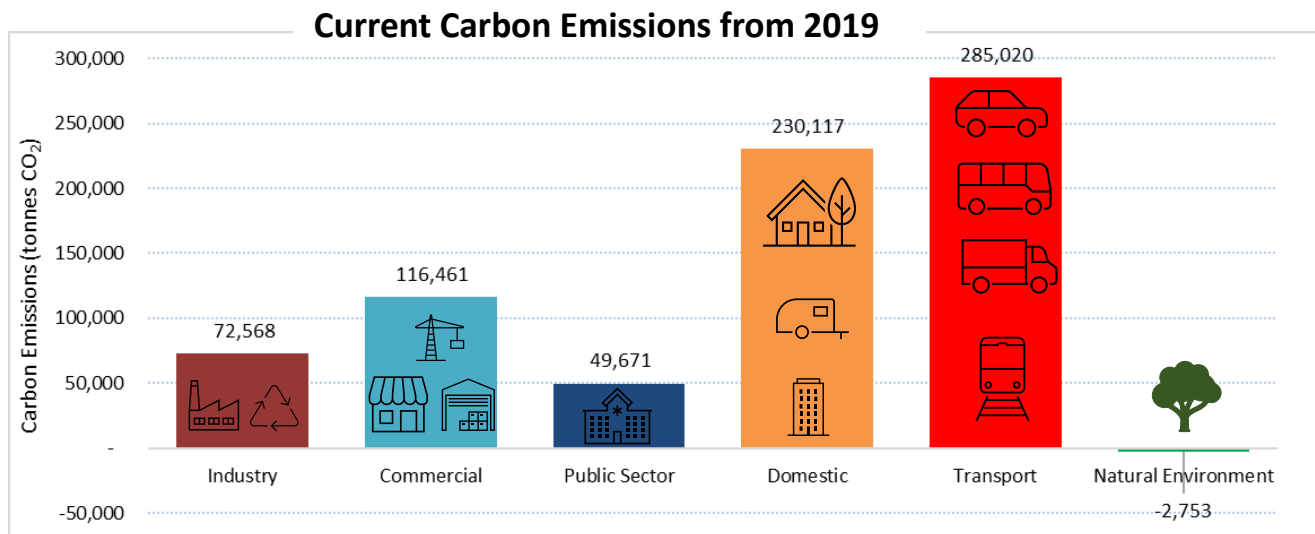
The second half of this CAP describes future projections of carbon emissions which are based upon a baseline projection called “business-as-usual” (BaU) which we use to test the impact of new carbon reduction actions.

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<sup>1</sup>BEIS (2021) 2005 to 2019 Local Authority Carbon Dioxide (CO<sub>2</sub>) Emissions Dataset (revised). Available: <https://data.gov.uk/dataset/723c243d-2f1a-4d27-8b61-cdb93e5b10ff/uk-local-authority-and-regional-carbon-dioxide-emissions-national-statistics-2005-to-2019>



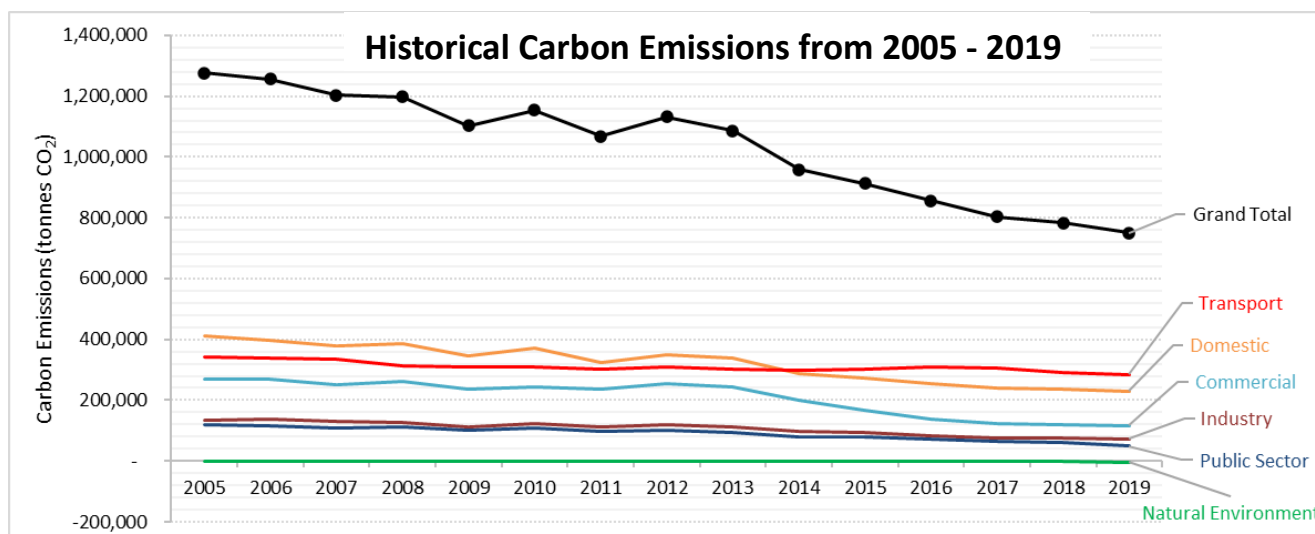
# Portsmouth City GHG Emissions Inventory 2019



Portsmouth's net emissions for 2019 were **751,084 tCO<sub>2</sub>e**

In 2019, we increased the carbon stored in the ground and vegetation by **2,753 tCO<sub>2</sub>e**

**Travel** is the greatest source of carbon emissions in Portsmouth, contributing **38%**



Emissions have reduced by **525,150 tCO<sub>2</sub>e** - a **41% decrease** from 2012

Emissions have decreased by **4%** from 2018


Transport is the hardest sector to decarbonise

# Carbon Reduction Actions Undertaken in 2019


- 36 on-street residential **electric vehicle charging points** were installed, enabling more lower carbon transport options
- Four sites were provided with **carton collection banks** enabling recycling of these wastes.
- The first phase of food waste collection began, sending over 400 tonnes to an anaerobic digester.





# Stocktake of Carbon Reductions Actions Planned from 2019 to 2030


Industry Sector 				Average Yearly Impact
Carton recycling banks	Kerbside food waste collection	Kerbside battery collection	Plastic recycling banks	- 58 tCO <sub>2</sub> e

Commercial Sector 	Average Yearly Impact
No existing carbon reduction actions	0 tCO <sub>2</sub> e

Public Sector 				Average Yearly Impact
Installing solar panels on PCC buildings	Replacing PCC-owned and leased vehicle fleet with electric vehicles	Replacing paper flyers for QR PCC event codes to reduce paper and printing	PCC architects became Passivhaus certified designers, accreditation for low-carbon building	- 248 tCO <sub>2</sub> e

Domestic Sector 						Average Yearly Impact
Solar panels	Heat pumps	Insulation	Smart heating controls	LED light bulbs	Draught-proofing devices	- 158 tCO <sub>2</sub> e

Transport 				Average Yearly Impact
Zero emissions taxi licensing requirements for the Clean Air Zone	South-East Hampshire Rapid Transit (bus lanes, cycling and walking paths)	On-street electric vehicle charge points		- 5,992 tCO <sub>2</sub> e
Car club	Conversion of refuse collection vehicles to HVO fuel	East-west cycling corridor		
Expanded Park and Ride services	Active Pompey Neighbourhoods	Breeze App		
E-scooters	School Streets	Beryl Bikes		

Natural Environment 	Average Yearly Impact
Annually, at least 360 more trees will be planted in our parks and 120 more in streets.	- 33 tCO <sub>2</sub> e

This year's City CAP is a stocktake of where we are now and where we will be with what PCC have committed to. Future CAPs will endeavour to improve the quality and completeness of data, and design and implementation new carbon reduction actions.

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# Agenda Item 7

<b>Title of meeting:</b>	Cabinet Meeting
<b>Date of meeting:</b>	03.10.2023
<b>Subject:</b>	Portsmouth Youth Justice Strategic Plan 2023-2025
<b>Report by:</b>	Keely Mitchell, Head of Service, Adolescents and Young Adolescents.
<b>Wards affected:</b>	All
<b>Key decision:</b>	No
<b>Full Council decision:</b>	Yes

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## 1. Purpose of report

To share with the Cabinet details of the Portsmouth Youth Justice Strategic Plan 2023-25 (Appendix 1) and seek approval for that Plan.

## 2. Recommendations

To approve the plan and the priorities set out within it.

## 3. Background

Local Authorities have a statutory duty to formulate and implement an annual youth justice plan relating to the provision of youth justice services in their local area which can be published in accordance with the directions of the Secretary of State. Those plans must be submitted to the Youth Justice Board (YJB) for England and Wales, who specify the requirements for content and submission, subject to local arrangements for governance and sign off.

The Strategic Youth Justice Plan 2023-25 has been discussed and approved by members of the Portsmouth Youth Justice Partnership Management Board and requires final approval by Cabinet. It has been updated following a review of the previous plan and objectives for 2021-23 and in accordance with the current operational and strategic priorities as agreed by the Youth Justice Partnership Management Board.

The Plan notes achievements to date and identifies a range of partnership working activities which are in place. It also highlights work planned for 2023-25 in respect of key performance indicators and other aspects of our work.

## 4. Executive summary:

To celebrate in 2022 Portsmouth Youth Offending Team (YOT) were inspected by HMI Probation and were graded Good. Through a positive restructure process, we have also modernised the service which now sits under Adolescent and Young Adult Service and in doing so developed increasing working relationships across the wider children services, policing colleagues and our partners. As part of that, we have changed our name to Youth Justice Service to reduce stigma and labelling which you will see reflected in the body of the report.

In relation to the key performance indicators, the following headlines can be observed:

### **Reducing First Time Entrants:**

Our rate at the end of Quarter 4 2022-23 (relating to the period January to December 2022) was 229 per 100,000 of the 10-17 year old population.

For comparison, the national average was 148. The comparator average was 183 and the range amongst those comparators was 138 to 226 compared to our rate of 229.

Positively, our rates demonstrate a local reduction compared to previous years which is an indication of progress despite our ranking amongst comparators. Actual numbers also show a reduction in real terms (and are lower than in other areas performing better in terms of rate due to varying population sizes).

At this stage, COVID does not appear to have had an impact (either positive or negative) on the numbers or rate observed. Though the number of 'referrals' (from Police and the Courts) did reduce over that period, they have now increased following recovery, yet the number of first-time entrants has continued to reduce.

This would seem to validate the focussed activity carried out across the partnership, particularly within Targeted Early Help, Police and Youth Justice services, which has developed over the same period and includes initiatives to strengthen early identification of criminogenic (crime-related) need, offer diversion opportunities wherever possible and ensure targeted intervention is provided when required.

### **Reducing Re-Offending**

Our rate at the end of Quarter 4 2022-23 (relating to the period April to June 2021) was 43.3%.

For comparison, the national average was 31.1%. The comparator average was 34.3% and the range amongst those comparators was 29.4% to 41.2% compared to our rate of 43.3%.

Figures available for the last 3 years show rates and numbers have fluctuated. It is recognised that returns can be volatile (subject to variation) due to the 3-month cohort sample and its inconsistent size.

A 12-month cohort is therefore deemed more reliable for observing or predicting trends. Though this also shows some variation in local performance across the last 3 years. importantly there is an overall downward trend compared to two years prior in

terms of cohort size (children who are included because they have offended), reoffending numbers/rate (those of that cohort who go on to reoffend) and the number of reoffences they have committed.

Of note, success in reducing the overall reoffending cohort can sometimes present a challenge in relation to achieving the same kind of reduction in reoffending rate. This is because those who are received into the system potentially have a higher level of need or risk and may therefore be more likely to re-offend than others who have been appropriately diverted. In short, volume of numbers may go down but concentration of need amongst them can intensify which then presents a different kind of challenge and requires a more sustained response.

Due to the periods over which this data is monitored, it is too early to understand the impact COVID had or will have on our local performance. It appears the experiences of other YJS' has also fluctuated (some up, some down) and therefore COVID impact may be very localised depending on local offending profiles and other variances. We are working to develop more localised data which can help us understand our own position and drive reduction going forward.

### **Reducing use of custody**

Our rate at the end of Quarter 4 2022-23 (relating to the period April to March 2023) was 0.17 per 1000 of the 10–17-year-old population.

For comparison, the national average was 0.11. The comparator average was 0.09 and the range amongst those comparators was 0 to 0.23 compared to our rate of 0.17.

In real terms, in Portsmouth, this equated to 3 custodial sentences being imposed over that 12-month period, which represented an increase on the previous 2 years. We are conscious of the need to monitor this closely, alongside use of custodial remands, to understand the reasons for the rise and whether it will continue. However, we have maintained a reduction compared to pre-COVID levels, which is positive to note:

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

The Strategic Plan 2023-25 has been agreed by members of the Portsmouth Youth Justice Partnership Management Board based on analysis of current risks and needs. It now requires final approval by Cabinet and Full Council in line with local governance processes.

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

An integrated impact assessment is not required as the recommendations do not directly impact on service or policy delivery. Any changes made arising from this report would be subject to investigation in their own right.

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

Section 40 of the Crime and Disorder Act 1998 states:

1) It shall be the duty of each local authority, after consultation with the relevant persons and bodies, to formulate and implement for each year a plan setting out:  
 (a) How youth justice services in their area are to be provided and funded; and  
 (b) How the youth offending team or teams established by them (whether alone or jointly with one or more other local authorities) are to be composed and funded, how they are to operate, and what functions they are to carry out.

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

The Portsmouth Youth Justice Team budget for 2023/24 is within the plan, and is made up of partner contributions (which includes in kind budgets) and also grant income, which is subject to change each financial year.

The Portsmouth Youth Justice Partnership Board are aware that the Youth Justice Strategic Plan needs to be delivered within the constraints of the budget in each financial year and receive regular financial monitoring reports.

Signed by: Sarah Daly

.....  
 Sarah Daly, Director Children, Families and Education

**Appendices:**

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

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

Title of document	Location
Strategic Youth Justice Plan 2023-25	Appendix 1

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

.....  
 Signed by:



# Portsmouth

## Youth Justice Plan

### 2023-2025



<b>Service</b>	Portsmouth Youth Justice Partnership
<b>Service Manager/ Lead</b>	Keely Mitchell, Head of Service for Adolescents and Young Adults and Lisa Morgan, YOT Service Leader and
<b>Chair of YJS Board</b>	Sarah Daly, Director of Children, Families and Education

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**Introduction, Vision and Strategy**

**Introduction, Vision and Strategy**

Under Section 40 of the Crime and Disorder Act 1998, it is the duty of each Local Authority to form and put into place an annual youth justice plan setting out:

- How youth justice services in their area are to be provided and funded
- How the youth offending team (YOT) or equivalent service will be set up and funded, how it will operate, and what work it will carry out.

In 2021, the Portsmouth Youth Offending Team (YOT) Partnership Management Board set out a 2-year plan for 2021-2023 which was aligned with wider strategies developed under the umbrella of the Portsmouth Children's Trust Plan 2020-23, embedded within the Portsmouth Safeguarding Strategy 2020-23, and supported by Hampshire Constabulary's Child Centred Policing Strategy. In 2022, we reviewed our 2 year plan, taking into account the feedback we had received during our successful inspection by HMI Probation, and updating it with new priority areas for the remainder of its term. In this document, we set out the details of our new 2-year plan for 2023-25 which has been developed and agreed with all youth justice partners. Our key priority areas will be:



In 2023-25, we will modernise our approach by evolving into a *Youth Justice* Partnership Management Board to reflect the broader scope of our work and support a transformation of the local YOT into a Youth Justice Service (YJS) to reduce the stigma of contact with the system. We will also continue to oversee wider youth justice services including provision of Appropriate Adults and delivery of the Junior Attendance Centre whilst embedding a new Turnaround Youth Justice Programme to support vulnerable children in the City. Additionally, we will further develop our partnership working with the Early Help and Prevention service and the wider Early Help System by developing the Youth Justice offer from the five Family Hubs in the City and supporting the ongoing development of the Early Help System by working with partners to embed the Supporting Families Outcomes Framework which includes outcome measures around children being safe from abuse and exploitation and supporting children, young people and their families to meet outcomes around crime prevention and tackling crime.

Collectively we will identify opportunities for improvement, tackle risks and challenges which may pose barriers to success, and continually strive to improve in our key areas of priority in youth justice; recognising our achievements to date, building on our effective local partnership arrangements, and working together to meet our key aims and objectives.

**Child First Principles**

**Child First**

The national Youth Justice Board (YJB) Child First principles are as follows:

<b>As children</b>	Prioritise the best interests of children and recognising their particular needs, capacities, rights and potential. All work is child-focused, developmentally informed, acknowledges structural barriers and meets responsibilities towards children.
<b>Building pro-social identity</b>	Promote children's individual strengths and capacities to develop their pro-social identity for sustainable desistance, leading to safer communities and fewer victims. All work is constructive and future-focused, built on supportive relationships that empower children to fulfil their potential and make positive contributions to society.
<b>Collaborating with children</b>	Encourage children's active participation, engagement and wider social inclusion. All work is a meaningful collaboration with children and their carers.
<b>Diverting from stigma</b>	Promote a childhood removed from the justice system, using pre-emptive prevention, diversion and minimal intervention. All work minimises criminogenic stigma from contact with the system.

Source: [PowerPoint Presentation \(yjresourcehub.uk\)](https://www.yjresourcehub.uk)

**The findings from our Inspection by HMI Probation in 2022 noted our strengths in this area, which we have sought to build on even further over the last 12 months by:**

- Exploring options to create an over-arching **Adolescents Board**, including child and parent/carer representation, so that issues relating to youth crime can be considered alongside child exploitation, wellbeing and safeguarding.
- Expanding the range of **Sub-Groups for our Youth Justice Partnership Management Board** to increase focus on quality assurance and workforce development (respectively) and support practitioners and managers to adopt these principles in their day-to-day work.
- Establishing an '**Underpinning Principles and Approaches**' guidance document for practitioners and managers, accompanied by a full day training package, to underpin understanding of key theoretical models and best practice in this area.
- Modernising our service, through a **Service Review**, to establish our Youth Offending Team (YOT) and Junior Attendance Centre (JAC) as combined **Youth Justice Services** to increase join up and reduce stigma. Aligning also with the Adolescents and Youth Adults Service within the wider Directorate.
- Revising our **Service User Feedback** mechanisms, for re-launch under the new Service model, to include online participation in addition to more traditional routes.
- Securing the future of our **Parenting Support Practitioner** post, via the Service Review process and additional Turnaround Youth Justice funding, to ensure continuing collaborative working and support co-production with parents.
- Creating a new role of **Community Engagement Practitioner** to extend our work with volunteers and our engagement with local voluntary groups and organisations.
- Consolidating our use of **Youth Diversion Programmes** with children who are referred to our Joint Decision Making Panel in partnership with Police colleagues and

extending delivery of services via the Ministry of Justice's **Youth Justice Turnaround Programme**, in partnership with Early Help.

Voice of the Child

Voice of the Child

In our 2021-23 Plan, we said we would explore how to increase consultation, feedback and evaluation about our work and strategic decision making. We wanted to hear more about what our children, parents/carers, victims of youth crime, staff, volunteers and other stakeholders think about what we are doing, how well we are doing it, and what they would like to us to do in future. We also wanted to expand the ways in which we receive these views.

Over the last 12 months we have revised our '**Board to Service Comms**' processes to ensure we have more active interaction with, and participation of, frontline staff. Previously, 'comms' messages were sent to the Team in writing after every Board meeting. More recently, summaries of Board discussion and decision making have been delivered directly, in person, at a Team Meeting - increasing contact between Board members and staff as well as opportunity for questions and feedback. These discussions have proved invaluable in enabling Board members to hear the feedback from our children also and bring them 'closer to practice'.

More broadly, in addition to standard self-assessment and evaluation questions within AssetPlus (our assessment tool), the YJS has a well-established feedback framework asking **"3 Key Questions": What do we do well? What could we do better? Is there anything else you would like to tell us?**

This model is accessible to all stakeholders; responses can be verbal or in writing and given at any juncture. It is built into a standing agenda item at Team Meetings to identify specific feedback received from children our services are working with, as well as a 'Good News' item to highlight achievements by children when they occur.

The YJS also participates in an annual **Feedback February** event co-ordinated across the Children's Services Directorate by the Portsmouth City Council Children's Participation Worker. At the time of writing, we are awaiting analysis of responses from the 2023 event. In 2022 feedback was generally very positive; highlighting the quality of relationships developed with staff as well as the value of support on offer. From this, there were two recommendations from children on what the YOT could do better:

"More sport related stuff"

"Keep the sessions shorter"

As a result, the YJS Service Leader and Head of Service explored how to strengthen connections for frontline practitioners to enable children to access sports-based activities through building links with PCC colleagues and local organisations who may be able to provide them. Alongside this, YJS Team Leaders considered how we can support children under youth justice supervision to access arts-based activities and awards to complement any sports-based developments and support additional areas of interest.

In response to this, we have embedded both aspects into a new **Community Engagement Co-Ordinator (CEC)** role which has been established via Service Review. This replaces the previous Referral Order and Volunteer Co-Ordinator post and extends that role to include building relationships with community groups and seeking opportunities to support children and young people to engage in constructive or positive activities. It is hoped that through the additional focus and capacity this post will bring, we can develop our intentions more fully and robustly into action. It is also intended that the CEC will lead on developing our participation and co-production work to strengthen this key area of practice.

Linked to that, the Partnership Management Board have received **bi-annual (twice yearly) reports** from the YJS Service Leader outlining feedback on YJS' work received from children and their parents/carers. Overwhelmingly, this feedback has been positive but it has been difficult to collate and response rates have reduced. To combat this, we have developed **online surveys** for children, parents/carers and other stakeholders which we had planned to launch in 2022-23. In light of the Service Review and subsequent modernisation, we now intend to launch them alongside this renewed plan and support completion and analysis through the Community Engagement Co-Ordinator post.

We also intend to re-establish regular **Feedback Forums** which had taken place in person prior to the Covid pandemic but were suspended due to it. These will provide another mechanism for feedback to be provided- complementing existing paper-based methods, new online surveys and incidental feedback.

If those Forums are well-received, we hope to be able to develop a **Stake Holder Group** (or Groups) to support and inform service-level and strategic decision making (rather than simply seeking feedback on what has already been delivered). This will be a longer-term ambition over the course of our 2 year plan, to inform, identify and consult on key areas of priority to support delivery and development of the service and wider partnership.

We are also keen to ensure we are capturing the **voice of the child at an individual level**, and that the services received by children and families meet their own individual and unique needs in a way which is meaningful to, and effective for, them based on their lived experience.

The YJS Service Leader developed our '**Underpinning Principles and Approaches to Youth Justice Practice**' with this in mind and will work with practitioners over the coming months to develop this beyond conceptual frameworks into practical reality. For example,

exploring ways in which exploration of Social Graces (Burnham et al) can be integrated into our assessments to explore not just unique qualities and strengths, but also consider the barriers which children may have faced, and how they can be reduced or overcome.

## Governance, Leadership and Partnerships

### Governance, Leadership and Partnership Arrangements

Nationally, youth justice services are supported and overseen by the **Youth Justice Board** for England and Wales, a non-departmental public body sponsored by the Ministry of Justice. Locally, they are overseen by the **Portsmouth Youth Justice Partnership Management Board** which meets on a quarterly basis. Meetings are chaired by the Director of Children, Families and Education.

- **Core Members** are senior managers of the statutory agencies: Children's Services (including Education), Hampshire Constabulary, Probation Service and Health.
- **Additional Core Members** are invited for Her Majesty's Courts and Tribunal Services, the Office of Police and Crime Commissioner, Early Help and the lead Member for Children's Services.
- Over the last 12 months, in response to HMI Probation Inspection feedback, we have also extended that representation to include the local Principal Social Worker (to lead on Workforce Development) and the Children's Services Head of Service for Safeguarding and Quality (to lead on Quality Assurance). We plan to extend further over 2023-25 to include Housing, Youth and Community Safety representatives.

Board members also attend a range of connected partnership forums (including the Local Safeguarding Children's Board, the Corporate Parenting Board, the Health and Wellbeing Board, and the Children's Trust) as well as Pan-Hampshire Boards and meeting groups.

The Youth Justice Partnership Management Board oversees youth justice services for the Portsmouth City Council (PCC) Local Authority area including the YOT (now YJS) and Junior Attendance Centre. It holds those services to account by monitoring performance against both national and local indicators, reported on a quarterly basis by the YJS Service Leader, and ensuring compliance with the terms and conditions of YJB Grant.

There are now **four Board Sub-Groups chaired by Board Members:**

- Education and Youth Justice (Chaired by the Deputy Director for Education)
- Preventing Offending by Children We Care For (Chaired by the Deputy Director for Children and Families)
- Quality Assurance (Chaired by the PCC Children and Families branch Head of Service for Safeguarding and Quality)
- Workforce Development (Chaired by the PCC Principal Social Worker for PCC Children and Families branch)



All meet at least quarterly, with formalised Terms of Reference, and comprise a range of regular attendees from relevant teams. Updates are provided to quarterly Partnership Board Meetings from all Chairs.

Broader preventative functions (including targeted support) in Portsmouth are served via **Early Help and Prevention** services and supported by a range of programmes offered via third sector organisations. The YJS Service Leader also Chairs and co-ordinates a **Preventing Offending Champions Network** comprising representatives from Early Help, Police, Health, Social Care and Education to support prevention aims. A **PSCO seconded from Hampshire Constabulary to Early Help and Preventions** supports this also.

Early Help and Prevention is in receipt of grant funding from The Department of Education to further develop its five Family Hubs. The Family Hubs have a minimum service requirement for staff in the family hub or linked to the hub, regardless of their specialism, to know how to ask questions to explore the risk factors which may contribute to potential offending behaviour and how to connect children and their families to the right support for their need. Targeted youth support services will be accessible through the family hub, where eligibility criteria is met, including youth focused early intervention initiatives. To further develop the Youth Justice offer in the family hubs, the ambition is for targeted youth support services to be strongly associated with, or co-located in, the family hub, and using the family hub for direct work where this is best for the family. [Family Hub Service Expectations \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

Since April 2015 all local authorities delivering the Supporting Families programme have been required to have in place a local Supporting Families Outcome Plan which sets out what each local authority and its partners consider to be the right indicators of eligibility and successful outcomes - measured at a family-by-family level - against the Supporting Families headline objectives. The new Supporting Families Outcomes Framework sets out ten headline outcomes. Early Help and Prevention use the Supporting Families Outcomes Framework to measure the outcomes of the families they work with. The national Supporting Families Outcome Framework includes five indicators of eligibility under the headline outcome of Children Safe from Abuse and Exploitation reflecting the complex nature of the needs that a family might be experiencing.

The framework also covers young people who are involved in crime and anti-social behaviour as well as young people who are at risk of becoming involved in crime. This allows Early help and Prevention to support families at the earliest opportunity and can be helpful in identifying families where there is strong intelligence about a family's involvement in activities such as gangs, youth violence or serious organised crime, but no proven offence. [Chapter 3: The National Supporting Families Outcome Framework - GOV.UK \(www.gov.uk\)](https://www.gov.uk)

Additionally, in partnership with Early Help and funded by Ministry of Justice, the new **Turnaround Youth Justice (TYJ)** programme has also been established and will be delivered from April 2023 to March 2025. This has been embedded within the YJS Structure to ensure wrap-around support from a range of YJS practitioners, and line management from a YJS Team Lead, but will be offered through a distinct 'TYJ' provision comprising a **Family Support Worker seconded from Early Help** and a **Parenting Support Practitioner** already based in YOT. We will roll-out this delivery under a phased approach, starting out



with the YOT-referral cohort and then broadening to Police referrals in consultation with Police and Liaison and Diversion colleagues.

Our local Appropriate Adult services are provided, under pan-Hampshire contract, by **The Appropriate Adult Service (TAAS)** and monitored via representatives of the 4 area YOTs, 4 area Local Authorities, Hampshire Police and the OPCC.

The **Junior Attendance Centre (JAC)**, continues to operate locally, overseen by the existing Officer in Charge (OIC) who co-ordinates and oversees sessions delivered on alternating Saturdays at a local youth centre. They are supported by a dedicated JAC Facilitator and two Sessional Workers. In 2021-22, we revised JAC session delivery to focus on the out of court disposal cohort (though not at the exclusion of children subject to Court Orders) and are seeking to extend this further to support our Youth Community Resolution and TYJ delivery. Through our Service Review in 2022, we have also adjusted line management reporting lines so that the OIC reports to a YOT Team Leader, rather than the Service Leader, to encourage stronger communication with, and increase referrals from, the frontline team.

The **Youth Justice Service (YJS)** continues to be a stand-alone multi agency team within the Children and Families Services section of the Children, Families and Education Directorate. The structure is available in [Appendix 1](#).

Since April 2022, it has been positioned within the **Adolescents and Young Adults Service** and overseen by a Head of Service whose role has been established to provide a greater focus across the City on adolescents, exploitation and transitions into adulthood. They oversee YOT, Edge of Care and the Supporting Your Futures (formerly Through Care) Team. This change has strengthened the YJS position as a key service delivering interventions to children who have offended, may be at risk of exploitation and could experience transitions to adult criminal justice teams.

#### **The YOT Management Team consists of:**

- ✚ The **Head of Adolescents and Young Adults** who is embedded within the wider Children and Families Senior Management Team, reporting to the Deputy Director for Children's Services. Their remit includes children on the edge of care, leaving care and seeking asylum, the young person's substance misuse service and the YJS. They are also the strategic lead for young people at risk of exploitation and who transition to adult services.
- ✚ The **YJS Service Leader** who reports to the Head of Adolescents and Young Adults and has strong links with youth justice services in the pan-Hampshire area which comprise the South Central region. The lead Managers for those services attend quarterly meetings and divide representation at local criminal justice forums (including the Local Criminal Justice Board) and other partnership meetings between them. The

Service Leader also maintains more local links through involvement in the local Corporate Parenting Board, Prevent Board, Social and Emotional Health (SEMH) Partnerships and Solent (Health) Contract Monitoring Meetings

- ✚ Three **YOT Team Leaders** (increased from two in the recent Service Review) who report to the YOT Service Leader, supervise all YOT frontline practitioners and provide operational links for youth justice functions delivered across the City including the Joint Decision Making (Triage) Panel and services to local Courts. They also Chair regular multi-agency Youth to Adult Transitions Meetings and attend a range of other local operational meeting groups such as the MASH Operational Group.
- ✚ A shared **Business Support Team Leader** oversees YJS administrative functions (alongside similar for the Safeguarding and Quality Team). They line manage 3 YOT **Business Support Officers** who are directly employed for Portsmouth YJS and liaise with the centralised Police Admin team as required.

The increase in Team Leader posts, secured through a Service Review process in 2022, will support our ambition to increase management capacity and oversight in response to HMIP findings, and help us to strengthen quality assurance and work force development with the same aim.

Similarly, we have sought to enhance the availability and use of the data we hold to inform both service delivery and development. A new **YOT Management Information Officer (MIO)** post was established in May 2020, funded via OPCC Grant, to support and inform our work.

Recruitment to that post was challenging but the new appointee started in July 2022. Line Management arrangements were also transferred from the Service Performance and Development Team (SPDT) when that person was appointed, and now sit within the Education Data Team. This has been positive due to shared systems in place and close links have been maintained with the YJS Service Leader. They are also starting to develop with the wider Management Team also and will continue to progress over our next 2 year plan.

#### **In relation to frontline practitioners:**

- ✚ 3 **Youth Justice Practitioners (Social Workers)**, 3 **Youth Justice Officers** and a **Probation Officer** form the 'case management' hub, supervising of Out of Court Disposals and Court Orders (including custodial sentences) and supporting the Courts.
- ✚ Since October 2021, a **Youth Justice Practitioner (Triage)** post supports joint decision making processes and supervises Youth Diversion Programmes, which were implemented in Portsmouth in November 2021.
- ✚ A 0.5 **Parenting Support Practitioner** has been established within the new YJS structure to work with parents and carers of children known to the YJS. They also offer 0.5 Parenting Support to families open to Turnaround Youth Justice, comprising a full time post in total.

- ✚ The Referral Order and Volunteer Co-Ordinator role has been replaced with a **Community Engagement Co-Ordinator** who will extend the role beyond delivery of our Referral Order panels, and the recruitment, training and supervision of our YOT volunteers to include development of positive activities and wider engagement options.
- ✚ **2 Restorative Justice (RJ) Practitioner** posts deliver services to victims of youth crime in line with the Victim Code, including victim contact and interventions to repair the harm caused. They have strong links with colleagues in our local Youth and Play Service, and a reparation workshop situated in a local Adventure Playground which can offer carpentry-related activities for RJ. Following successful request for funding from the Violence Reduction Unit, they are also developing an additional unit at another local Youth venue, with a focus on craft and creativity options.
- ✚ **2 Police Officers** performs key duties in respect of Joint Decision Making (aka Triage), delivery of Out of Court Disposals and additional monitoring of the YOT's Priority Young People Scheme (overseeing children assessed as posing a High Risk of Reoffending). They also provide a link to Police Tactical Planning Meetings. This is an increase from 1 YOT Police Officer to 2 following a Constabulary review of resourcing to youth justice functions. They are line managed jointly by the local Youth Justice Sergeant, who reports to a designated Inspector for Youth Justice and IOM.
- ✚ An **Education Practitioner** works with children pre and post 16 to support their education, training and employment. They meet regularly with education colleagues, including Virtual School and SEND Department, to discuss children open to YOT. They also provide details and case examples for the Education and Youth Justice Sub Group. They are offered specialist supervision by the PCC Virtual Head.
- ✚ A designated **CAMHS Practitioner** offers mental health-related support to children open to the YJS and can continue to work with them after YJS intervention has finished. They are also able to provide advice, consultation and team around the worker support to YJS Case Managers. Based within the CAMHS STaRT (Specialist Trauma and Relational Therapies) Team, this post is now part of a broader service which has been established to strengthen the service offer and improve accessibility for children and young people.
- ✚ A designated **Highly Specialist Speech and Language Therapist** offers speech and language related support to children open to the YJS and can continue to work with them after YJS intervention has finished. They are also able to provide advice, consultation and team around the worker support to YJS Case Managers. Since April 2022, they have been employed within the wider Portsmouth Children's Therapy Team. The post-holder also has a role within the local Neurodiversity Team (separate to CAMHS and SaLT) which will provide good overlap in terms of links and knowledge. To compensate for a slight reduction in availability for YJS, a **Speech and Language Assistant** has also been recruited.

Substance misuse services for under 19s are provided via the local children's **Drug and Alcohol Support Service (DASS)**, which the YOT can refer in to.

Other YOT functions are supported by PCC colleagues in IT, Human Resources, Finance, Workforce Development and Service Performance Development Teams.

## Board Development

### Board Development

As a Board, we take our responsibility for monitoring all of aspects of youth justice service delivery very seriously. In doing so, we offer strong strategic leadership across all relevant partners, and work together to ensure a high-quality service is provided to all children who come into contact with youth justice services.

#### Over the last 12 months we have:

- **Developed our Board to Service Comms** processes to promote closer interaction with YJS staff and develop a better understanding of their day-to-day challenges and achievements.
- **Extended our membership** to include the local Principal Social Worker (to lead on Workforce Development) and the Children's Services Head of Service for Safeguarding and Quality (to lead on Quality Assurance) in response to HMI Probation feedback.
- **Revised our existing sub-groups** for Education and Children We Care For, to ensure there are clear terms of reference in place which remain current and relevant.
- **Established additional Sub-Groups** for Quality Assurance and Workforce Development respectively.
- **Developed the data we receive** which helps us understand the profile of children our services are working with and can inform our decision making.
- **Revised our Ethos and over-arching Terms of Reference** to ensure these remain fit for purpose.

Over the next 2 years, we will ensure our governance and reporting structures remain fit for purpose and are even further strengthened where possible. As such, we aim to:

- **Establish closer links with the over-arching Health and Wellbeing Board** via Youth Justice Partnership Management Board members to support increased strategic awareness and more informed decision making.
- **Enhance our access to, and use of data**, to support strategic and operational planning; specifically, but not solely, to understand diversity and disproportionality across our cohorts.
- **Increase Stake Holder Feedback**, and work towards more meaning levels of **co-production and collaboration** to inform our decision making and help us understand and evaluate its impact.
- Make key decisions regarding the progression of an **Adolescents Partnership or Board**.

**Progress on Previous Plan**

**Progress on previous plan**

A full update on our progress on the previous plan (updated in June 2022) is outlined in [Appendix 2](#), including commentary on objectives and work undertaken to meet them.

Overall, we have made good progress against our initial aims and objectives set out in the 2021-23 plan which were set out under our 3 Key Performance Indicators:

**Reducing First Time Entrants**

**Reducing Reoffending**

**Reducing Use of Custody**

Further detail on progress against actions set is outlined in Appendix 2.

Outcomes and impact are considered in the section on [National Key Performance Indicators](#).

We have also made headway on the additional priorities we added for 2022-23:

**Education, Employment and Training**

**Disproportionality**

Further detail on progress against actions is also outlined in Appendix 2.

In 2023-25, we would like to make even more progress in those key areas. We recognise that some of our achievements, whilst notable, have not yet had the impact we had hoped. We will work hard to change that.

We have therefore devised our new Youth Justice Plan for 2023-25. Our key areas of focus will be as follows:



Further detail is provided in [Appendix 3](#) with context outlined in the section on [Priorities](#).

**Resources and Services**

**Resources and Services**

An overview of the provisional budget for youth justice service delivery in Portsmouth in 2023-24 is outlined below:

Agency	In Cash	In Kind	Other funds	Total
Youth Justice Board	263,700			<b>263,700</b>
Local Authority	526,900			<b>526,900</b>
Police		106,400		<b>106,400</b>
OPCC	71,400			<b>71,400</b>
Probation	23,700	12,200		<b>35,900</b>
Health	31,000	77,000		<b>108,000</b>
Other				<b>0</b>
<b>Total</b>	<b>916,700</b>	<b>195,600</b>	<b>0</b>	<b>1,112,300</b>

Where grants are received, they are used in accordance with their Terms and Conditions to support our aims for continual improvement, as outlined in our delivery plan.

In combination we will use our grants, partner contributions and available resources to meet staffing requirements and deliver our statutory functions, including supervision of bail and remands, out of court disposals and court orders (including custodial sentences) via the Youth Justice Service, delivery of a Junior Attendance Centre and provision of Appropriate Adults (via contract with The Appropriate Adult Service). The YJS will also deliver non-statutory work to children made subject to Youth Community Resolutions and Youth Diversion Programmes as part of our commitment to reduce First Time Entrants and support the work of the Courts and Secure Estate.

This year, we will embed the new Turnaround Youth Justice service which is funded by the Ministry of Justice, in line with the Terms and Conditions of that funding and in consultation with Early Help, Police and Health partners. This is a 2-year programme, funded until March 2025.

Portsmouth Youth Justice Services will also work alongside Edge of Care and Supporting Your Futures teams to consolidate links and cross-working across the wider Adolescent and Young Adults Service. This will include supporting the new MET Strategy and weekly MET Meetings, as well as work planned to enhance safeguarding of children transitioning to adulthood.

Additionally, we will work with partners across a range of services to develop our reporting of [Key Performance Indicators](#) as outlined in that section and continue to refine our data recording and reporting processes in-house. This will also include updating our use and configuration of the youth justice case management system to ensure it remains fit for purpose and can give us the data we need to guide our service development and delivery.

The latter will also support our understanding of priority areas including prevention, diversion, education, restorative justice, serious youth violence, custodial cohorts and resettlement and help us to revise this plan in 2024 from a more informed position.

**Performance**

**Performance**

Our Youth Justice Plan deliberately focusses on our 3 National Key Performance Indicators as key priorities:

**Reducing First Time Entrants**

**Reducing Reoffending**

**Reducing Use of Custody**

Progress against our aim and objectives for them is outlined in [Appendix 2](#).

More detail on the outcomes and impact is outlined in the [next section](#).

We also set and monitor Local Targets which are:

**Accommodation**

**Education, Training and Employment**

**Referral Order Timeliness**

**Restorative Justice**



Performance against our Local Targets can be summarised as follows:

<b>Accommodation</b>	Performance against our target (set at 95% of young people being in suitable accommodation when their intervention ends) has reduced slightly over the last 12 months. This is linked to the slight increase in use of custody during the period and the impact this has had as a proportion of our small overall cohort. We will update this measure, and the counting rules, in line with the new KPIs outlined in the next section during 2023-24.
<b>Education, training and employment</b>	Making progress against our target (set at 95% of young people being in suitable education, training or employment when their intervention ends) has continued to be a challenge. Though higher % rates are noted amongst our pre-16 children, attendance data tells us an unacceptable number of school pupils continue to be severely absent with attendance less than 50%. Our post-16 cohort also demonstrate relatively high levels of being Not in Education, Employment or Training (NEET), though rates do fluctuate from quarter to quarter. We are working hard to improve this and have made strong steps towards understanding what is behind these rates and what we needed to do to change them. We will also update this measure, and the counting rules, in line with the new KPIs outlined in the next section during 2023-24.
<b>Referral Order timeliness</b>	Progress against our target (set at 90% of Referral Order Panel Meetings being held within 20 working days) has shown considerable variance throughout the year- ranging from 100% to 33%. Small numbers again impact on returns, and exception reporting identifies the circumstances and needs of children have also played a part.
<b>Restorative Justice</b>	This area is consistently strong; routinely reaching targets set for the % of victims identified being offered Restorative Justice (RJ) opportunities and the % of those who subsequently engage in direct or indirect RJ. We will update this measure, and the counting rules, in line with the new KPIs outlined in the next section during 2023-24.

We also have a range of monitoring measures we provide a window in to our service:

<b>Youth Community Resolutions (YCRs)</b>	Number of YCRs commenced (allocated) during quarter.
	Number of YCRs screened/discussed during quarter
<b>Joint Decision Making Panel (JDMP)</b>	Number of cases discussed during quarter.
<b>Caseload</b>	Number of Interventions/YP and Average Caseload at end of period
<b>Parenting Orders</b>	Number of Parenting Orders commenced during period
<b>Remands</b>	Number of custodial remands started in period
	Number of custodial remands ended in period and total costs.



<b>Child Exploitation</b>	Number/% of children assessed as at risk of
	Number/% of children assessed as at risk of CCE

Those measures do not have targets set but are monitored to understand wider demands on frontline delivery and support resourcing decisions.

In summary:

Though the number of **Youth Community Resolutions** allocated within the service has remained stable, and in fact reduced a little overall, the number of Youth Community Resolutions being received and screened (prior to allocation decisions being made) has increased:

<b>Youth Community Resolutions 2021-22</b>	<b>Qtr 1</b>	<b>Qtr 2</b>	<b>Qtr 3</b>	<b>Qtr 4</b>	<b>Total</b>
Number of YCRs commenced (allocated)	9	7	10	5	31
Number of YCRs screened/discussed	64	84	72	69	289
<b>Youth Community Resolutions 2022-23</b>	<b>Qtr 1</b>	<b>Qtr 2</b>	<b>Qtr 3</b>	<b>Qtr 4</b>	<b>Total</b>
Number of YCRs commenced (allocated)	8	10	5	1	24
Number of YCRs screened/discussed	65	60	107	95	327

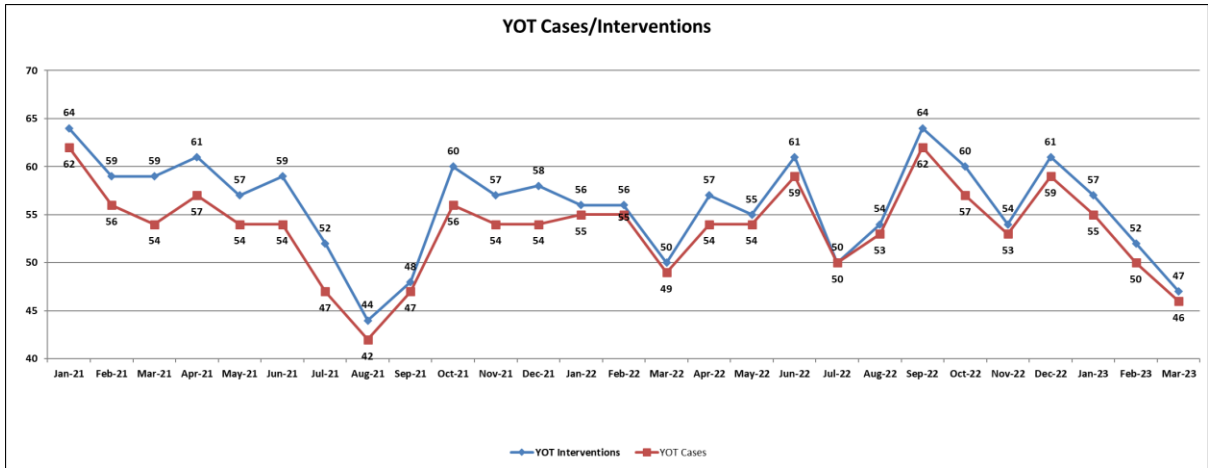
The reasons behind this are thought to be linked to post-COVID recovery.

Our **Joint Decision Making Panel** has also experienced an increase in the number of case discussions as follows:

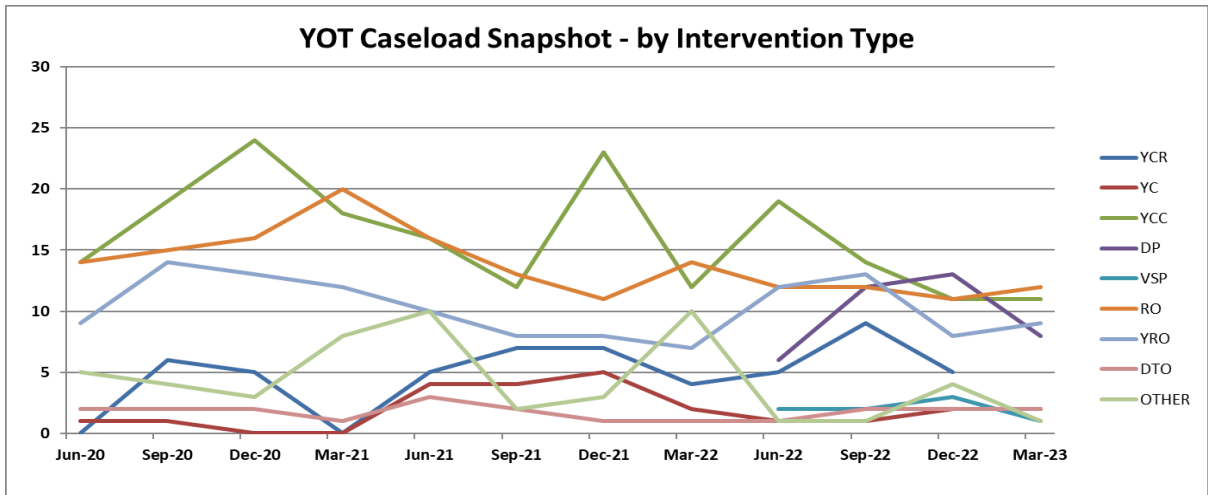
<b>Joint Decision Making Panel 2021-22</b>	<b>Qtr 1</b>	<b>Qtr 2</b>	<b>Qtr 3</b>	<b>Qtr 4</b>	<b>Total</b>
Number of cases discussed	42	49	41	42	174
<b>Joint Decision Making Panel 2022-23</b>	<b>Qtr 1</b>	<b>Qtr 2</b>	<b>Qtr 3</b>	<b>Qtr 4</b>	<b>Total</b>
Number of cases discussed	45	71	52	100	268

This is linked at least partly to the implementation of deferred decision making for Pre-Triage Assessments and a number of cases being returned to be discussed again after a period of more in-depth assessment.

Overall **Caseload** numbers have fluctuated in terms of the number of children we are supervising, increasing slightly at times as we move out of the COVID recovery phase, but have not returned to heightened levels we observed 5 years ago.



The nature of that Caseload is also changing, with a higher proportion of Out of Court Disposals now evident, and the introduction of Youth Diversion Programmes.



No **Parenting Orders** have been made in the past 5 years, though Voluntary Parenting Support Programmes are now available and will be reported on next year.

The number of **Remands into Youth Detention Accommodation (YDA)** remain relatively low, though we have not yet successfully reduced them further. We have though, developed our practice in this area, and are now more pro-actively seeking alternative packages of support and supervision for children who have received a YDA remand and can be safely released under remand into local authority accommodation and/or bail programmes.

The risk of **Child Exploitation** is a regular feature in our work, with approximately 70% of the assessments we complete identifying risk of Criminal Exploitation as a concern.

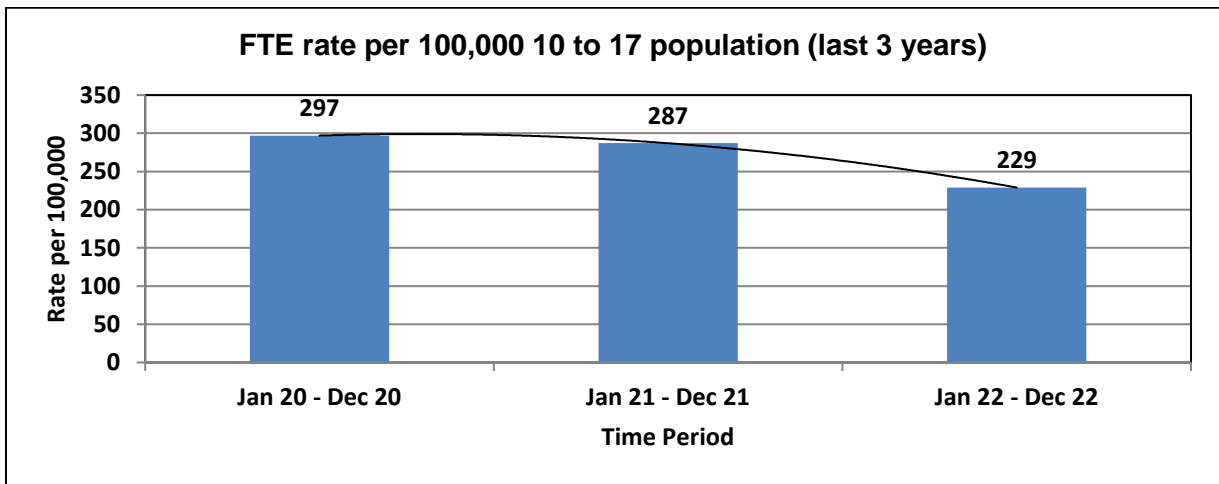
Moving forward we will be developing a Monthly Scorecard to more robustly track other areas of our workload (including restorative justice, parenting and Turnaround YJ) to better reflect the scope and breadth of the work we do across the Service. We will also be developing our Quarterly Performance Report in light of changes to Key Performance Indicators outlined in the next section.

**National Key Performance Indicators**

**National Key Performance Indicators**

**First Time Entrants**

<b>Local Target</b>	<b>&lt;224</b>	<b>223 - 340</b>	<b>&gt;341</b>
<p><b>Measure:</b> This indicator measures the FTE rate in full year rolling periods using offending data drawn from the Police National Computer and population data taken from the Office of National Statistics mid-year estimates. The cohort represents young people who have received a first 'substantive outcome' in the period i.e. Youth Caution, Youth Conditional Caution or Court conviction. Due to the way in which the data is collated, there is a 'quarter' lag on returns i.e Qtr 1 2022/23 related to April 2021 to Mar 2022; Qtr 2 2022/23 will relate to July 2021 to June 2022; Qtr 3 2022/23 will relate to October 2021 to September 2021 and Qtr 4 2022/23 the previous January to December 2021.</p>			



Last 5 rolling quarters:

12 month Rolling Period	Number of FTE	Rate per 100,000 10 to 17 population
Jan 21 - Dec 21	55	287
Apr 21 - Mar 22	56	310
Jul 21 - Jun 22	59	325
Oct 21 - Sept 22	49	269
Jan 22 - Dec 22	41	229

At the end of Quarter 4, the national average rate was 148. The comparator average rate was 183 and our local rate was 229. This placed us 7th out of 7 against our chosen comparators.

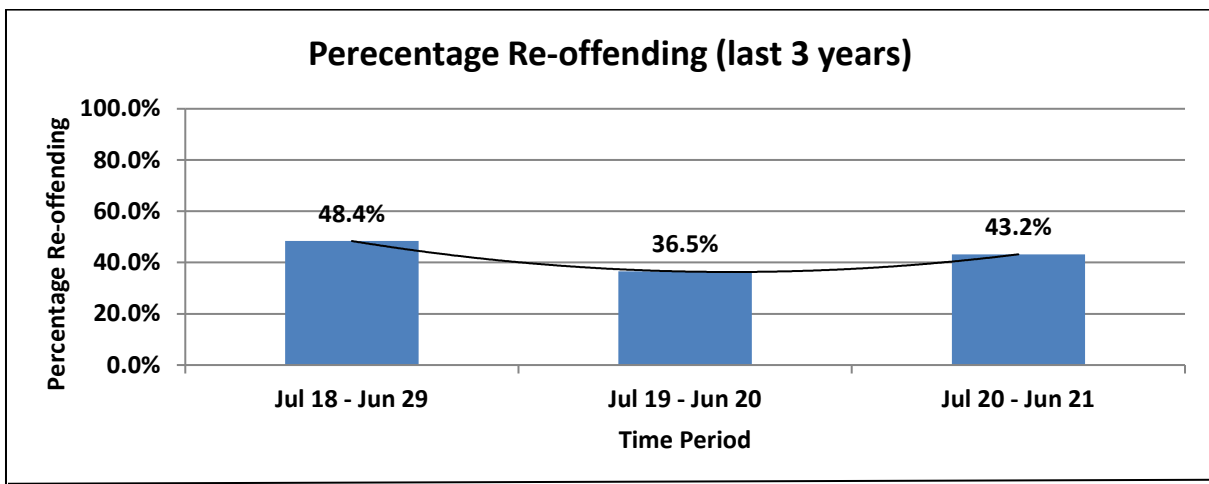
However, while we note some fluctuation, and recognise there is still more to do to bring us into line with comparator and national averages, we are pleased to see a reduction in our local rate based on the previous 5 rolling 12 month periods, and year on year comparisons.

Alongside the progress outlined against this priority in Appendix 2, the reductions thus far evidence the impact of work done across the partnership to strengthen early help and

prevention, changes to Youth Justice practice in developing the screening and allocation of Youth Community Resolutions since July 2020 and also the implementation of our Youth Diversion Programme which has been in place since November 2021. We will continue to build on this reduction over the next 2 years.

**Reoffending**

<b>Local Target</b>	<b>&lt;36%</b>	<b>36.1% - 40.1%</b>	<b>&gt;41%</b>
<p><b>Measure:</b> This indicator measures reoffending using data drawn from the Police National Computer (PNC). It reports on children who are released from custody, received a non-custodial conviction at Court, or a caution within a rolling 3 month period. A proven re-offence is defined as any offence committed within a following 12 month period, or within a further 6 month waiting period to allow the offence to be proven in Court. This is the same methodology used to calculate adult reoffending rates and means there is a 'lag' on returns due to the time over which 'reoffending' is monitored.</p>			



Last 5 rolling quarters:

3 month rolling	Cohort	Children Re-offending	Re-offences	% Children Re-offending
Apr 20 - Jun 20	15	4	15	26.7%
Jul 20 - Sep 20	36	15	54	41.7%
Oct 20 - Dec 20	36	12	46	33.33%
Jan 21 - Mar 21	30	17	86	56.7%
Apr 21 - Jun 21	30	13	90	43.3%

At the end of Quarter 4, the national average was 31.1%. The comparator average was 34.3% and our local rate was 43.2%. This placed us 7th out of 7 against our chosen comparators.

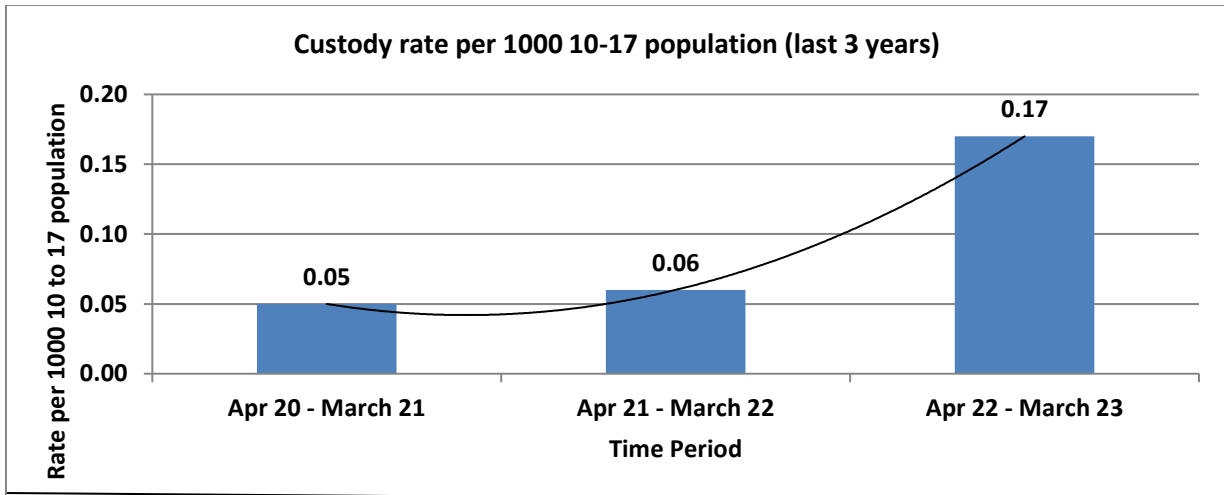
Again, while we note some fluctuation, and recognise there is still more to do to bring us into line with comparator and national averages, we are pleased to see an overall reduction in our local rate compared to pre-COVID levels.

Alongside the progress outlined against this priority in Appendix 2, we have made good preparation to strengthen the data we are able to obtain to help us understand this cohort more and begin to drive forward a greater reduction with that knowledge. We believe that with further analysis supported by enhanced data reporting, we will be able to more sharply

focus our interventions to support reduced re-offending and re-offences rates. Our new Missing, Exploited, Trafficked (MET) Integrated Pathway will also support other work (e.g. that being done in Early Help and Prevention) to reach children at risk of being exploited and/or committing crime earlier to prevent First Time Entrant status and subsequently reduce reoffending through earlier and more effective prevention and diversion.

**Use of custody**

<b>Local Target</b>	<0.35	0.36-0.45	> 0.45
<b>Measure:</b> This indicator counts the number of custodial sentences in the period given to young people with a local residence aged under 18 years on the date of their first hearing. It is presented as a 'custody rate' as per 1,000 young people in the local population, taken from the Office of National Statistics midyear estimates. It is taken from YOT Case Management System data. If a young person was given the same type of custodial sentence on the same day to be served concurrently or consecutively, they will only be counted once. Successfully appealed sentences are discounted, as are remands into Youth Detention Accommodation. Only new custodial outcomes are counted; those where an existing order was extended or varied are not included in the count.			



Last 5 rolling quarters:

Year	Number of custodial sentences	Rate per 1000 10 to 17 population
Apr 21 - Mar 22	1	0.06
Jul 21 - Jun 22	1	0.06
Oct 21 - Sept 22	1	0.06
Jan 22 - Dec 22	2	0.11
Apr 22 - Mar 23	3	0.17

At the end of Quarter 4, the national average rate was 0.11. The comparator average rate was 0.09 and our local rate was 0.17. This placed us 6th out of 7 against our chosen comparators.

Of note, there have been challenges in data collection which mean our reported figures do not always reflect our recorded number. Until this is resolved, it can mean that our reported rates are slightly higher than the actual rate and impact on our position amongst comparators. That said, we are aware through quarterly oversight and reporting that a very

small number of children are at heightened risk of receiving repeat custodial sentences due to the offences they have committed and various factors linked to this including exploitation and serious youth violence. As a result, we have recently held partnership Rethink meetings to specifically explore and reflect on their situations in order to identify what we can learn from this to reduce its impact in future and will build on those findings once they are shared.

From 1 April 2023 youth justice services will report on 10 new key performance indicators (KPIs) as part of improved monitoring by the Youth Justice Board (YJB). This data will be used by the YJB to monitor performance of youth justice services (YJSs) and by the Ministry of Justice to identify barriers to reducing reoffending.

The new indicators will be monitored in addition to Reducing First Time Entrants, Reducing Reoffending and Reducing Use of Custody, and are as follows:

KPI 1- Accomodation	<ul style="list-style-type: none"><li>•The percentage of children in the community and being released from custody with suitable accommodation arrangements</li></ul>
KPI 2- Education, Training and Employment	<ul style="list-style-type: none"><li>•The percentage of children in the community and being released from custody attending a suitable ETE arrangement</li></ul>
KPI 3- Special Educational Needs	<ul style="list-style-type: none"><li>•The percentage of children who have an identified SEND need, are in suitable ETE and have a formal learning plan in place for the current academic year</li></ul>
KPI 4- Mental Healthcare and Emotional Wellbeing	<ul style="list-style-type: none"><li>•The percentage of children in the community and being released from custody with a screened, or, identified need for an intervention to improve mental health or emotional wellbeing; and of that the percentage of planned/offered interventions; of that percentage of children attending interventions</li></ul>
KPI 5- Substance Misuse	<ul style="list-style-type: none"><li>•The percentage of children with a screened or identified need for specialist treatment intervention to address substance misuse; and of that the percentage of children with planned or offered intervention/treatment; and of that the percentage number of children attending intervention/treatment</li></ul>
KPI 6- Out of Court Disposals	<ul style="list-style-type: none"><li>•The percentage of out-of-court disposal interventions that are completed/not completed</li></ul>
KPI 7- Management Board Attendance	<ul style="list-style-type: none"><li>•Monitoring senior partner representation at management boards, and monitoring if partners contribute data from their individual services that identify areas of racial and ethnic disproportionality.</li></ul>
KPI 8- Wider Services	<ul style="list-style-type: none"><li>•The percentage children who are currently on either an Early Help (EH) plan; on a child protection (CP) plan or classified as Child in need (CiN) or have looked-after status. For Wales only, children who are classified as Children in Need of Care and Support</li></ul>
KPI 9- Serious Violence	<ul style="list-style-type: none"><li>•The rates of children convicted for a serious violent offence on the YJS caseload</li></ul>
KPI 10- Victims	<ul style="list-style-type: none"><li>•The percentage of victims who consent to be contacted by the YJS, and of those, the percentage of victims who are engaged with about restorative justice opportunities, asked their view, provided information about the progress of the child's case (when requested) and provided with information on appropriate services that support victims (when requested).</li></ul>

We are currently working on our ability to report on these measures and do foresee some challenges around this linked to the use of our case management system. We have agreed to set up a new Steering Group to oversee the work required and will monitor progress via the Youth Justice Partnership Board Meetings.

## Priority Groups

### Children from groups which are over-represented

Children from a range of backgrounds are over-represented in the youth justice system.

In September 2022 we held a Board Workshop, supported by advisors from the Youth Justice Board, to reflect on what we needed to do to prevent this. We have subsequently explored the data we currently hold, and what we can do to progress our work in this area further.

In our Youth Justice Plan for 2023-25, we have identified 'Supporting Priority Groups' as one of our 5 key priorities to ensure we continue to make progress against our ambition to not only understand, but pro-actively monitor and reduce, potential disproportionality in our service.

Our Quarterly Performance Report already enables us to monitor gender, age, ethnicity and involvements with Social Care amongst the overall youth justice cohort. We want to analyse this more closely, so we can identify themes and trends, and take action where necessary. We are also keen to break the data down further to be able to monitor specific groups (Out of Court and Court respectively for example) to support our understanding and more closely target our work. We also want to draw on data available from partners, particularly the Police, to enhance this.

This year, 2023-24, we will enhance the data we hold and identify how we can develop this further. We will also explore how this work can be informed by any views or feedback our key stakeholders share with us. We will then refine the actions assigned under this priority for the remainder of our plan in 2024-25.

### Prevention

In 2021, the YJB published new guidance on the definition of prevention as follows:

*"Prevention is support and intervention with children (and their parents/carers) who may be displaying behaviours which may indicate underlying needs or vulnerability. In practice this involves a tiered approach of early and targeted prevention. The aim being to address unmet needs, safeguard, promote positive outcomes and stop children entering the formal youth justice system....."*

*Early Prevention is support for children (with no linked offence) to address unmet needs/welfare concerns, usually delivered by mainstream and voluntary sector services....."*

*Targeted Prevention is specialist support for children who have had some contact with criminal justice services but are not currently being supported through diversion, an out of court disposal or statutory order (this could include children who have had previous YJS intervention)."*

Source: [YJB interim style guide \(yresourceshub.uk\)](https://yresourceshub.uk)

Early (youth crime) prevention, in its broadest sense, is carried out by a range of partner agencies and voluntary organisations across the City, many of whom are universal services and/or offer access via self-referral. This includes our schools, youth and play services and housing, for example.



Targetted prevention is delivered via PCC's Early Help and Prevention service (accessed via the Portsmouth Multi Agency Safeguarding Hub- MASH) rather than the YOT. It is supported by a Specialist Family Support Worker for Exploitation and Youth Offending, and an Early Help PCSO role operating across the City seconded from Hampshire Constabulary. Commissioning by the OPCC, through their Safer Communities Grants, also seeks to support this area of work.

Additionally, as of April 2023, we have been able to offer Turnaround Youth Justice (TYJ) interventions for children on the cusp of justice. With a Parenting Support Worker who is already based within the Youth Justice Service, and a Family Support Worker seconded from Early Help, we intend that this service will be able to offer support which has not previously been available to a number of young people and develop learning which will support future development of both Youth Justice and Early Help. TYJ will also help to support our diversion offer outlined in the next section.

As part of that work, we also want to ensure the services offered to children and families working with Youth Justice and Early Help services are well-aligned and consistent. We have therefore set out some actions within our Plan to achieve this over the coming year. Alongside that, we will ensure that youth justice services align with new Family Support Planning processes which have been rolled out in the City, and continue to support the Preventing Offending Champions Network through the PYJS Service Leader Chairing and co-ordinating those meetings.

### Diversion

In 2021, the YJB defined diversion as an option:

*"where children with a linked offence receive an alternative outcome that does not result in a criminal record, avoids escalation into the formal youth justice system and associated stigmatisation. This may involve the YJS delivering support / intervention that may or may not be voluntary and/or signposting children (and parent/carers) into relevant services. All support should be proportionate, aimed at addressing unmet needs and supporting prosocial life choices."*

Source: [YJB interim style guide \(yiresourcehub.uk\)](https://yiresourcehub.uk)

In partnership with Hampshire Constabulary, PYJS have offered Youth Community Resolutions (YCRs) as a distinct option from formal Out of Court Disposals for a number of years. We also have processes in place to divert cases from Court where they have not been considered for Out of Court Disposal prior to being listed, or a change in circumstances means the initial decision to progress to Court can be reviewed.

As part of our plan to reduce First Time Entrants, we implemented a new Youth Diversion Programme in November 2021, under Outcome 22 of the National Outcomes Framework. To support this, PYJS also revised their joint decision making (aka Triage) and Pre-Triage Assessment approaches. Since then, over 50 children have received this new disposal as a direct alternative to other options, which may have resulted in First Time Entrant status.

In 2023-24 we are seeking to evaluate Youth Diversion Programme outcomes and impact in partnership with Police colleagues, who will lead on that work. Following the evaluation being completed, we will revise or enhance our delivery as required; including a review of the interventions we offer to children receiving YDPs to ensure they match their risk and need profiles. We have also created a new Community Engagement Co-Ordinator post

within the team, following our Service Review, with a view to increasing the opportunities for diversion away from crime through community links, arts and sports initiatives.

### Education

Under our last Plan, we made revisions to our existing Education and Youth Justice Sub-Group to strengthen representation and increase focus as we know we need to do better in this area. We have also increased the data and case-level information submitted to that group to support their understanding of the issues faced by children, and the solutions needed to improve this.

The Sub-Group has continued to meet on a half-termly basis, and is currently seeking funding to support introduction of Skill Mill into the City. It's members are also looking at ways to develop an Employability Academy and maintain a Youth Hub initiative, as well as exploring additional alternative options for education, training and employment for children in the post-16 age group.

There has also been learning in relation to school-age children, and the barriers those known to youth justice services may face which were highlighted in the HMIP Thematic. This has been shared within the Sub-Group, and wider Youth Justice Board, to underpin objective setting and support improved performance which will be monitored closely under our new Plan objectives.

### Restorative Approaches and Victims

Youth Justice services are required to deliver services to victims in line with the Victim Code, alongside delivery of supervision and support to children who have offended (or are at risk of offending) under a combined process called restorative justice.

*"Restorative justice brings those harmed by crime or conflict and those responsible for the harm into communication, enabling everyone affected by a particular incident to play a part in repairing the harm and finding a positive way forward"*

<https://restorativejustice.org.uk/what-restorative-justice>

In Portsmouth, our Restorative Justice (Working with Victims) Policies and Procedures are well-established. Our performance, as reported to the Board, is also good in terms of initial victim contact and subsequent victim involvement in restorative justice options.

Our Quality Assurance processes and 2022 HMIP Inspection highlighted that we needed to be more robust in relation to victim safety/public protection and demonstrate stronger recognition of risk of harm in resulting intervention plans. Training has therefore been delivered to practitioners and managers during 2022-23, to enhance their focus, knowledge and skills in order to achieve a more effective balance between 'child first' and 'victim led' practice.

Following Service Review in 2022 our RJ Practitioner capacity was reduced to support other changes within the team. However, we are confident we can still deliver effectively in this area and are revising Policy and Procedures currently to re-focus our RJ activities on where we need them most and ensure core service delivery is not compromised in this area of work.

### Serious Violence and Exploitation

The YJB defines serious youth violence as: *"any drug, robbery or violence against the person offence that has a gravity score of five or more"*.

Specific forms of exploitation can be defined as (but are not limited to):

**Child sexual exploitation-** *is a form of child sexual abuse. It occurs where an individual or group takes advantage of an imbalance of power to coerce, manipulate or deceive a child or young person under the age of 18 into sexual activity (a) in exchange for something the victim needs or wants, and/or (b) for the financial advantage or increased status of the perpetrator or facilitator. The victim may have been sexually exploited even if the sexual activity appears consensual. Child sexual exploitation does not always involve physical contact; it can also occur through the use of technology.*

Source: [Child sexual exploitation: definition and guide for practitioners - GOV.UK \(www.gov.uk\)](https://www.gov.uk/guidance/child-sexual-exploitation-definition-and-guide-for-practitioners)

**Child Criminal Exploitation-** *is common in county lines and occurs where an individual or group takes advantage of an imbalance of power to coerce, control, manipulate or deceive a child or young person under the age of 18. The victim may have been criminally exploited even if the activity appears consensual. Child Criminal Exploitation does not always involve physical contact; it can also occur through the use of technology.*

**County lines-** *is a term used to describe gangs and organised criminal networks involved in exporting illegal drugs into one or more importing areas within the UK, using dedicated mobile phone lines or other form of “deal line”. They are likely to exploit children and vulnerable adults to move and store the drugs and money and they will often use coercion, intimidation, violence (including sexual violence) and weapons.*

Source: [Criminal Exploitation of children and vulnerable adults: County Lines guidance \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/guidance/child-criminal-exploitation-of-children-and-vulnerable-adults-county-lines-guidance)

In Portsmouth, our partnership approach to Serious Youth Violence is delivered in collaboration with the Hampshire Violence Reduction Unit. The Hampshire VRU Director and Portsmouth Violence Reduction Manager both attend our local Management Board meetings which supports good join up. We will work together over the course of the next 12 months to enhance our understanding of the issue and develop future plans based on our existing partnership.

In relation to exploitation, Portsmouth services and service delivery are also shaped by an overarching Hampshire, Isle of Wight, Portsmouth and Southampton (HIPS) Exploitation Action Plan, and more locally through the Missing Exploited Trafficked (MET) Strategy. A Portsmouth Prevent Board also meets quarterly with a focus on radicalisation and extremism.

In 2022-23, a new Head of Service for Adolescents and Young Adults post has been embedded to support focus on the key areas of exploitation and transitions in the City. With direct responsibility for PYJS, Edge of Care and Supporting Your Futures teams, this has supported closer working across those teams who are now also co-located.

An Integrated MET Pathway has been established, and a new multi-agency weekly MET meeting now takes place to discuss individual children, complementing the more overarching place and space-led discussion at the monthly Operational MET meeting.

In 2023-24, this will move on to developing our work with older children and young adults in relation to Transitional Safeguarding.

### Detention in Police Custody

Appropriate Adult (AA) services for children in custody are delivered by our commissioned service TAAS under a pan-Hampshire contract. During normal office hours, AA requests are received via PYJS. Outside those times, calls are routed to the Out of Hours Service, which is provided under agreement with Hampshire County Council. The PYJS Service Leader is attends Quarterly Contract Review Meetings to maintain an overview of delivery for children.

They also attend a Concordat on Children in Custody meeting, led by Police, which meets quarterly to review arrangements for children who are arrested and brought in to custody. Whilst obtaining data has been a challenge, in the last 2 years, practice has been developed to ensure children who are received into police custody receive a more child-friendly service. Ensuring, for example, that the literature they receive is written in child-friendly language and the range of food and drink available is more in keeping with children's preferences.

In 2023-24, Portsmouth will roll out a new 'Child in Custody Notification' process to ensure Children's Social Care are notified when a child is received into police custody and can agree a response plan based on the individual circumstances of the child. We will also look to increase availability of PACE beds (for children who would otherwise be held overnight in police cells) to ensure children's experience of police custody is minimised.

### Remands

One Remand Into Local Authority was made in 2022-23 (a step-down from Youth Detention Accommodation). Six children were remanded to Youth Detention Accommodation (YDA) in the same period. This is an increase on the 3 YDA remands made in the previous year. The circumstances of each remand are reported to the local Management Board via our Quarterly Performance Report and an annualised analysis is currently under completion.

Overall, we will continue to strive to reduce the number of children who are remanded into custody, though also recognise that this option may need to be considered in the interest of public safety at times and therefore we will also continue to work with partners to reduce the incidence of exploitation and serious youth violence.

We have recently revised our Bail and Remand Protocol following changes made to legislation which came in to effect in 2022. Our Remand Reduction strategy is outlined in the PYJS Custody and Resettlement Policy which is due to be revised in 2023-24. Our overarching plan includes a priority to reduce use of custody and remands will be incorporated into that work.

### Constructive Resettlement

Our custody rates have remained low in the past 12 months but are starting to increase. Each instance is reported to the YOT Partnership Management Board via quarterly reporting for awareness and oversight. We recognise the need to ensure we offer 'constructive resettlement' to each and every individual child experiencing youth custody through either remand or sentence.

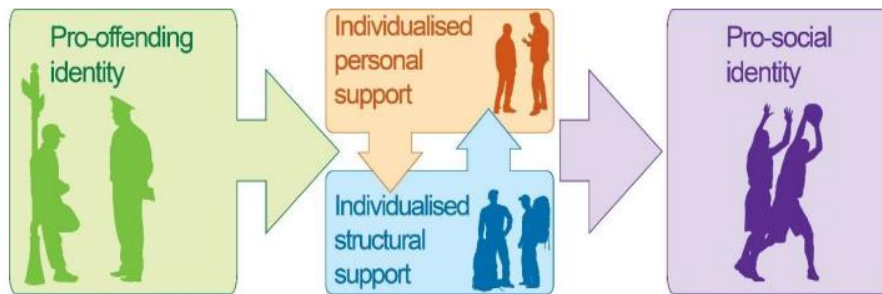
The YJB has defined constructive resettlement as:

*"collaborative work with a child in custody and following release that builds upon his or her strengths and goals to help them shift their identity from pro-offending to pro-social."*

Consequently, within this approach, the clear overall role for all agencies (in policy and in practice) is to facilitate the child's identity shift."

Source: [Microsoft Word - Constructive Resettlement for the Sector \(published\).docx \(yresourcehub.uk\)](#)

This has also been visually depicted as follows:



And is underpinned by "the 5 C's"



Source: [Microsoft Word - Constructive Resettlement for the Sector \(published\).docx \(yresourcehub.uk\)](#)

Under our last Plan, we sought to embed this principle through revised Custody and Resettlement Policy and Procedures. This included development of a Remand Reduction Strategy and Constructive Resettlement Checklist to support practitioners to navigate through required processes with a clear focus on the views, needs and wishes of the individual child (alongside the risks they may pose to others). We increased our understanding of both remanded and sentenced cohorts through our quarterly Performance Report. We also ensured that all children leaving custody returned, or were placed in, suitable accommodation; though we also recognised the challenges this has presented as part of a national picture of suitable accommodation shortage.



Over the next 2 years we will revise our Policy and Procedures based on learning to date, and seek to increase the level of data and stakeholder feedback we receive to inform us further. We intend to revise our remand reduction strategy and roll out multi-agency training to support this area of work. We also await the anticipated HMIP Thematic Report on remand and resettlement and will assess whether any additional actions are required once that has been published.

**Standards for Children in the Youth Justice System**


**Standards for Children in the Youth Justice System**


Our last full self-assessment against National Standards for Children in the Youth Justice System took place in May 2020. We included required actions from learning in relevant business plans (operational and strategic) to build required improvement work into business as usual.

We planned to repeat that self-assessment in 2021-22 but instead prioritised responding to the global pandemic, operational staffing needs, meeting the demands of a postponed Inspection and then re-establishing our internal QA Framework.


We then undertook some small scale National Standards auditing in 2022-23 as a learning exercise for a working group of practitioners and managers. Though the findings were not fully analysed (small sample sizes were not representative) this helped us maintain awareness of the standards and will inform our approach for the next full standards self-assessment due to take place at the end of 2023-24.


The Board and Service have also continued to work on areas of stretch identified in the original 2020 audits as follows:


	<ul style="list-style-type: none"> <li>✚ Exploring how to re-establish mechanisms to track offence to outcome timescales and what can be done to address delays.</li> <li>✚ Improving data and analysis to better understand our cohort.</li> <li>✚ Revising our resources and sharing relevant tools across the Preventing Offending Champions Network to support responses to the onset of youth crime.</li> <li>✚ Establishing a new local OOC D Scrutiny Process focussing on Portsmouth Decision Making</li> <li>✚ Embedding Youth Diversion Programme (YDP) delivery.</li> <li>✚ Implementing Turnaround Youth Justice</li> </ul> <p>In 2023-24 we will also work with Police colleagues to evaluate YDP.</p>
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	<ul style="list-style-type: none"> <li>✚ Exploring how to re-establish mechanisms to track offence to outcome timescales and what can be done to address delays</li> <li>✚ Re-establishing links with the judiciary, via HMCTS representation on the YJ Board and attendance at renewed Court User Group Meetings.</li> <li>✚ Strengthening early identification of SLCN to support requests for advocates or intermediaries where these are required with support of our SaLT.</li> </ul> <p>In 2023-24 we will also work on</p> <ul style="list-style-type: none"> <li>✚ Revising literature available for bail, remands, custodial sentences and Pre-Sentence Reports.</li> </ul>
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	<ul style="list-style-type: none"> <li>✚ Enhancing, through training, understanding of bail, remand and custodial sentencing processes.</li> </ul>
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<p>Standard 3 in the community</p> 	<ul style="list-style-type: none"> <li>✚ Continuing to monitor, and enhance, assessment timeliness and quality through use of our workload tracker and implementation of our revised Quality Assurance Framework.</li> <li>✚ Strengthening, through training, our management of Court Orders including delivery of Induction Packs and enforcement (where required) alongside revisions to our Engagement, Enabling Compliance and Enforcement Policy and Procedures and accompanying training.</li> <li>✚ Developing, through training, our capacity to assess and reduce risks of Serious Harm to Others as well as Safety and Wellbeing.</li> <li>✚ Increasing the range of resources available to staff in YJS and TYJ</li> </ul> <p>In 2023-24 we will also work on</p> <ul style="list-style-type: none"> <li>✚ Establishing mechanisms to monitor successful completion and breach rates (respectively)</li> <li>✚ Extending the range of intervention programmes we deliver.</li> </ul>
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<p>Standard 4 in secure settings</p> 	<ul style="list-style-type: none"> <li>✚ Preparing to revise and embed the Constructive Resettlement Checklist within updated Custody and Resettlement Policy and Procedures</li> <li>✚ Strengthening escalation of the needs and concerns of children in custody, particularly in relation to the national shortage of suitable accommodation for Looked After Children and the need to secure appropriate bail packages.</li> </ul> <p>In 2023-24 we will also work on</p> <ul style="list-style-type: none"> <li>✚ Revising and embedding the Constructive Resettlement Checklist within updated Custody and Resettlement Policy and Procedures.</li> <li>✚ Delivering multi-agency training to support effective joint-working in remand and custodial cases.</li> <li>✚ Improve and embed information packs for children in custody.</li> <li>✚ Establish formal mechanisms to receive feedback from children with experience of the secure estate and ensure this is incorporated within service improvement.</li> </ul>
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<p>Standard 5 on transition and resettlement</p> 	<ul style="list-style-type: none"> <li>✚ Seeking to expand the range of education, employment and training options to support children whose access may be disrupted and/or change via the Education and Youth Justice Sub Group.</li> <li>✚ Working with regional colleagues to update the pan-Hampshire Youth to Adult Transitions Policy and Procedures and accompanying Y2A Programme</li> <li>✚ Supporting scoping for a new Transitional Safeguarding Panel</li> </ul> <p>In 2023-24 we will also work to</p> <ul style="list-style-type: none"> <li>✚ Develop a bespoke 'Risk to Resilience' resource, extending modules of our Girls Programme for managing transitions (i.e. Coping with Change) and exit planning (i.e. Getting Your Needs met).</li> <li>✚ Complete and cascade the new "Inside/Out" Custody Programme to support effective resettlement to and from the secure estate.</li> </ul>
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Alongside the above, we have continued to update our Policy and Procedures to ensure they remain current and fit for purpose, developing and delivering a range of training to support this.

We have also developed a number of 'Quick Guides' to cover key topics and processes so that practitioners can access a summary overview which will signpost them to relevant Policy and Procedures and/or gain insight to the over-arching aspects of our delivery that they are not ordinarily involved in, or have in-depth involvement with, but would benefit from having a greater awareness to understand where their role fits.

Moving forward, we are aware of the expectation that the full self-assessment will be completed at the end of 2023-24 and will put plans in place to meet this once more detail has been shared.

## Workforce Development

### Workforce Development

In December 2021, we developed a Workforce Development Strategy which outlined the mechanisms available (and planned) to support our practitioners and managers develop and enhance the skills and knowledge they need to do their jobs. This was scheduled for review in April 2023, but has been postponed so that it can be overseen by our new Work Force Development Sub-Group which is due to meet for the first time in June 2023, and will link closely to the Quality Assurance Sub-Group which has been running for several months.

Those groups have been established to ensure there is a clear focus on youth justice related work force development in response to learning from our HMIP Inspection in 2022. We will continue to link in with PCC Work Force Development colleagues and Children's Social Care training plans, and access multi-agency training available via Portsmouth Safeguarding Children's Partnership. However, we will also now more specifically design training and other work force development options for staff and volunteers within youth justice services, building on any learning we draw from quality assurance activities and developments in youth justice practice more generally.

Over the last 12 months, building on previous work undertaken to enhance staff Induction processes, we have developed a range of 'Introduction to...' training packages to support staff in building skills and knowledge:

- Introduction to Youth Justice Outcomes
- Principles and Approaches Underpinning YOT Practice
- Introduction to Short Format Assessment
- Introduction to AssetPlus and AssetPlus for Specialist Workers
- Introduction to Risk Assessment
- Introduction to Risk Management
- Introduction to Engagement, Enabling Compliance and Enforcement
- Introduction to Out of Court Disposals
- Introduction to Court Work (including Bail and Remand)
- Introduction to Report Writing
- Introduction to Pre-Sentence Report Writing

We have also invited training from other specialists, for example in relation to Education Policies, Exploitation and Neurodiversity to support core areas of our work, under a new



(and developing) Training Calendar, and shorter input to highlight resources and reference material available e.g. Safety Planning, Sexual Offences and MAPPA.

Moving forward, we intend to extend this further, by delivering training on Custody and Resettlement and Advanced Pre-Sentence Report Writing for example. We will also continue to develop targeted activity to focus in on the areas identified by HMIP Inspection as needing to be strengthened.

Alongside this, we hope to re-introduce our contributions to wider work force development by extending invites to colleagues in other agencies, and to re-establish our 'Introduction to Youth Justice' workshops for multi-agency professionals which were ceased during the COVID pandemic and have not yet been reinstated.

### Evidence Based Practice, Innovation and Evaluation

## Evidence Based Practice, Innovation and Evaluation

As part of our ongoing commitment to deliver evidence-based practice and innovation, we have continued to respond to new learning and developments as a partnership. Examples of how we have done this across the last 12 months are:

- ✚ Driving development of our responses to exploitation through the new **Head of Service for Adolescents and Young Adults**.
- ✚ Leading a **Service Review** of the Youth Offending Team to modernise our delivery, including relaunching as combined Youth Justice Services, amending the staff structure and revising roles within it to maximise the resources we are able to access.
- ✚ Contributing to revised **Missing, Exploited, Trafficked (MET)** processes and pathways, including regular attendance at the new weekly MET Meeting and introducing 'Safer Plans' into our work.
- ✚ **Co-locating Youth Justice, Edge of Care and Supporting Your Futures** teams to support cross-working and joined up approaches (which has also included joint training).
- ✚ Continuing to co-ordinate the **Preventing Offending Champions Network**- a multi-agency forum providing an opportunity to discuss child-related queries and share relevant resources with a focus on preventing and reducing youth crime.
- ✚ Developing our work in relation to **Pre-Triage Assessments and Youth Diversion Programmes**, working towards evaluation by partners to inform any future revisions required.
- ✚ Embedding **Reflective Practice Meetings** within PYJS- providing practitioners with a safe space to reflect on areas of their practice and develop knowledge and skills.
- ✚ Utilising the skills and knowledge of our **specialist mental health (CAMHS) Practitioner** to support our work in safety planning for children who are at risk of self-harm and suicide.

- ✚ Extending our knowledge of **specialist Speech and Language practice**, particularly in relation to advocacy and intermediaries at Court.
- ✚ Establishing a new **Education Working Group** within PYJS- to explore how our work with education, training and employment colleagues can be improved with a view to supporting or securing more positive outcomes for the children we work with.
- ✚ Designing the new **Turnaround Youth Justice programme**- to extend our work to children on the cusp of justice and build on practice already present within both Early Help and Youth Justice.

In 2023-25, we will continue to develop further, seeking to embed new Transitional Safeguarding pathways in partnership with adult services. We will also enhance our data set and develop scorecards to increase oversight. The Youth Justice Service will also continue to review the interventions it delivers in response to this and promote best practice through quality assurance and practice discussion.

## Service Development

### Service Development (including Service Development Plan)

Our youth justice services were inspected by HMIP in March 2022. The resulting report was published in June 2022 and confirmed our receipt of a 'good' rating overall: [An inspection of youth offending services in Portsmouth \(justiceinspectorates.gov.uk\)](https://www.justiceinspectorates.gov.uk/youth-offending-services-in-portsmouth/)

Inspection recommendations focussed on 4 key areas:

- ✚ Ensuring comprehensive Quality Assurance arrangements are in place
- ✚ Making sure that disproportionality data is collected and analysed
- ✚ Improving the quality of assessment, planning and service delivery work to keep children safe and manage the risk of harm they present to others
- ✚ Ensure robust contingency plans are in place for all children.

We therefore included these within our strategic plan for 2022-23 to ensure progress was effectively monitored and tracked to completion. New additional areas of strategic priority also responded to (then) recent HMIP thematic reports on the experience of black and mixed heritage boys (within a wider priority of tackling disproportionality) and education, training and employment respectively. Updates on progress are outlined elsewhere in this report and summarised in Appendix 2.

On an operational level, in July 2022, a Team Away Day was held to discuss the findings of the Inspection Report and develop a new Operational Team Plan to guide and support

frontline development. The team then followed this up in an October 2022 workshop specifically exploring areas for improvement and how this can be achieved. Since then:#

- The Quality Assurance Framework has been re-introduced.
- New Work Force Development options, including bespoke training, have been designed and delivered with the team.
- Sub Groups for both areas have been established to increase support and oversight for service development, reporting directly to the local Board.
- Data provision has been enhanced by the new Management Information Officer, with plans to develop this further in line with improvements to our current Case Management System.
- Policies and Procedures continue to be reviewed and updated as necessary.

Both our over-arching Plan and the Operational Team Plan are reviewed every 6 months.

Challenges, risks and issues are also monitored at Youth Justice Partnership Management Board meetings held quarterly, and are outlined on the next page.

**Challenges, Issues and Risks**

**Challenges, Issues and Risks**

Challenges, risks and issues are monitored via quarterly YOT Board meetings. For this plan, we have revised these into separate categories to better reflect the challenges and issues posed to us as a Board, and the risks we need to manage.

Challenges/Issues	Intended Actions/Mitigations
Securing required levels of data collation and analysis to inform service delivery.	<ul style="list-style-type: none"> <li>- Embed new YOT Management Information Officer</li> <li>- Align that post with similar data officers across the Directorate and pan-Hampshire YOTs to draw from sources outside PYOT.</li> <li>- Progress a local data sharing platform to inform City wide strategic planning and operational responses.</li> </ul>
Ensuring early identification of risk and need to ensure our prevention and diversion offers are effectively targeted and received.	<ul style="list-style-type: none"> <li>- Provide work force development options (formal and informal) to support confidence in this area outside the YOT</li> <li>- Support early identification through effective use of data and appropriate screening tools.</li> <li>- Develop early help offer in line with findings and research.</li> </ul>
Obtaining suitable accommodation for children who have offended and present with complex risk and need.	<ul style="list-style-type: none"> <li>- Continue close working with the Directorate Access 2 Resources team to identify accommodation when it is required.</li> <li>- Contribute to Directorate initiatives to seek and support alternative accommodation options as far as possible.</li> <li>- Monitor the outcomes of the Independent Review of Social Care</li> </ul>
Providing, or commissioning, a broader range of ETE options (both pre and post 16) to meet the needs of the YOT cohort.	<ul style="list-style-type: none"> <li>- Develop options via the Education and Youth Justice Sub Group</li> <li>- Ensure relevant 'threads' are included in Education-related Strategic Planning.</li> <li>- Include as new key priority area within our own Youth Justice Strategic Plan.</li> </ul>

Addressing levels of exploitation and serious youth violence across the City.	<ul style="list-style-type: none"> <li>- Support and contribute to the work of the local VRU</li> <li>- Meet the new Serious Violence Duty across the wider workforce</li> <li>- Develop an enhanced response to young people and adolescents, including transitions, through new Head of Service.</li> </ul>
Reducing duplication, and enhancing effectiveness, through strong partnership working.	<ul style="list-style-type: none"> <li>- Developing an Adolescents' Board to oversee SYV, MET and Youth Justice functions across the City.</li> <li>- Enhancing membership to include early/targeted prevention services and wider multi-agency partners.</li> <li>- Aligning Strategic Plans to support the same.</li> </ul>

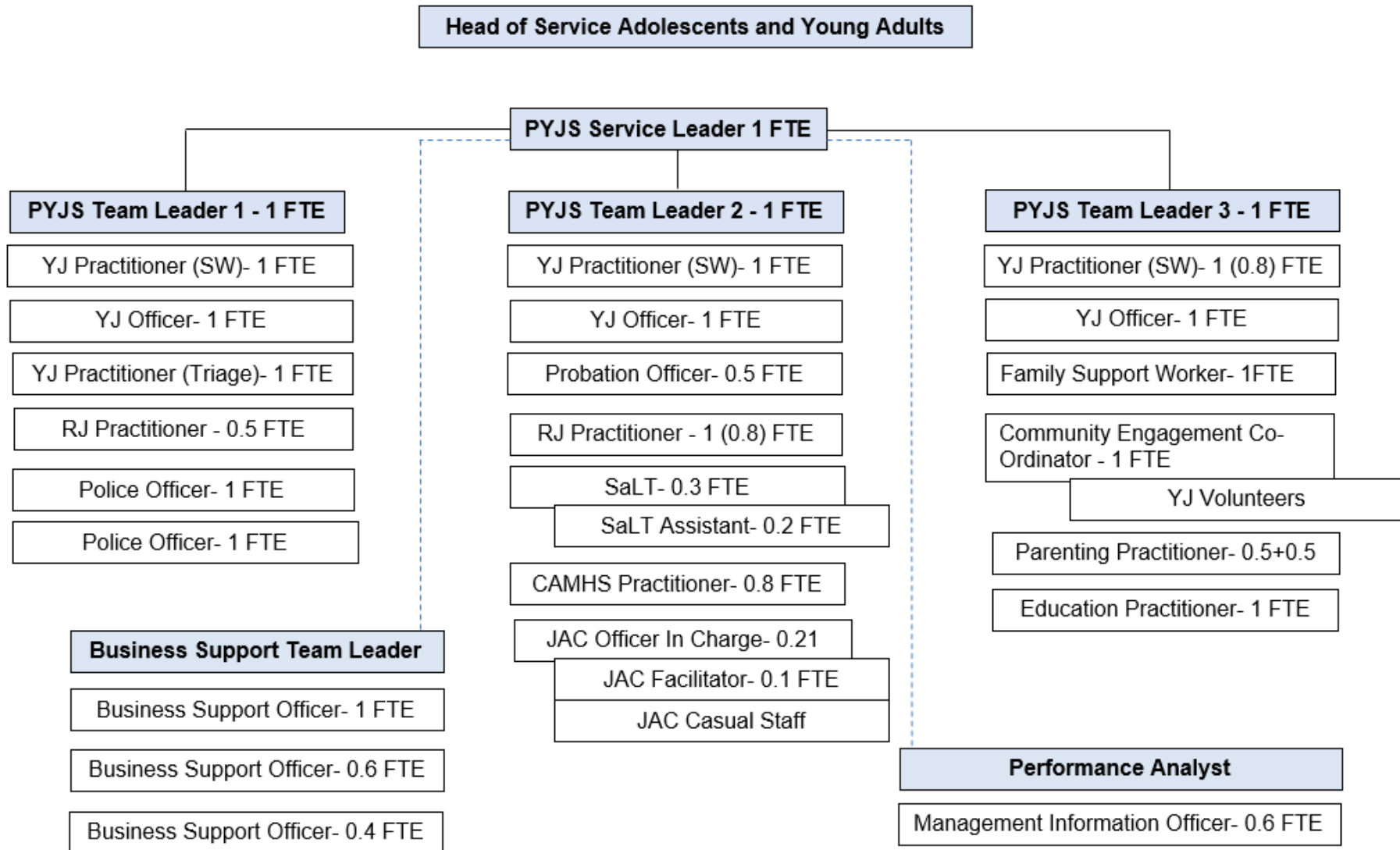
Risks	Mitigation/Intended Actions
Increased demand on youth justice services due to the rise in cost of living (i.e. increased need and/or poverty).	<ul style="list-style-type: none"> <li>- Monitor demand via data collection/analysis.</li> <li>- Develop multi-agency responses and plans through effective joint working, resource sharing and collaboration.</li> <li>- Align Strategic Plans to make best of use of resource across the wider partnership.</li> </ul>
Limitations posed by uncertain or short-term funding, and the impact on sustainable planning.	<ul style="list-style-type: none"> <li>- Continue to explore options for additional funding, grants and/or innovations scheme to support existing budgets.</li> <li>- Seek collaborative opportunities for applications, commissioning and delivery.</li> </ul>
Insufficient support for YOT Case Management System impacting on KPI reporting	<ul style="list-style-type: none"> <li>- System health check to be completed to inform remedial work</li> <li>- Working group with project manager to be assigned.</li> <li>- Steering Group to be established to oversee progress.</li> </ul>



## Appendices

**Appendix One: Youth Justice Service Structure**

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**Appendix Two: Progress against Youth Justice Plan 2021-23 (revised at mid-point, and reviewed in April 2023)**

1. Reducing First Time Entrants					
Outcome	Actions	Impact	Owner	By when?	RAG Rating and Comments
<b>1.1 Early Identification</b>	1.1 i) Increase identification of SLCN amongst children, recognising this as a critical driver of vulnerability to offending.	Children with SLCN are identified, assessed and offered support at the earliest opportunity.	HOS Inclusion	April 2023	Support to be commissioned via Outreach Service. PECS Training also commissioned for some Yr R schools. Makaton Train the Trainer training also commissioned.
	1.1 ii) Establish FTE profile	FTE profile is better understood to inform responses; more children identified and considered for earlier help;	Strategic Intelligence Manager	July 2023	Draft profile completed in 2021-22. Brief analysis completed 2022-23 to support Board Workshop in April 2023.
	1.1 iii) Establish systems through MATs for identifying cohorts who may be at risk (e.g. via Childrens Insights Team)			July 2023	Childrens Insights Hub under development. Tools are available in EH to support identification. ND toolkit has also been launched. Further work to do in this area.
<b>1.2 Preventative Pathways</b>	1.2 i) Increase number of schools where Playful, Accepting, Curious and Empathetic (PACE) and restorative approaches are in place.	Better engagement by young people in schools; fewer exclusions	PEP and School Inclusion Manager	April 2023	50 / 61 schools have sent delegates to PACE or PACE+ training or are engaging with the relational schools programme, which is progressing well. The RP work is developing well in 11 Wave One schools. A further 20 schools have joined Wave Two. The project is working with leadership teams to make real changes to school culture and ethos. In Trafalgar School, where RP is well developed, we have seen a dramatic reduction in exclusions.
	1.2 ii) Work in partnership with SEMH Special School and Alternative Provision to reduce exclusions and increase family support.	Increased attendance and reduced exclusions in 'at risk' groups	Assistant Director, Children and Education Services	April 2023	The Harbour School has had an inadequate judgement by Ofsted. A plan is in place with the Delta Trust to support the school and part of a wider strategy to review AP in the city.

	1.2 iii) Develop coherent/clear youth crime prevention offer with VCS and confirm pathways for these to be accessed.	Pathway for access to activities is clear for young people at risk of offending, and easily accessible	HOS Adolescents and Young Adults and YOT Service Leader	April 2023	C32 and Triage processes are well-established. Youth Diversion has been in place since November 2021. Youth Crime Mapping Workshop held February 2022, led by YOT Board Chair. Turnaround YJ available as of April 2023. CEC post has been created and will support.
	1.2 iv) Ensure violent crime prevention initiatives are offered within Schools and pathways are in place to secure additional support for children and families, when needed.	Actions are taken via schools to support prevention of serious youth violence in line with the work of the VRU	Portsmouth VRU Lead	Sept 2022	The VRU commissioned additional provision from the St Giles Trust to provide sessions in 10 schools in the City for pupils in years 6 and 7.
<b>1.3 Effective Diversion</b>	1.3 i) Establish Point Of Arrest (point of entry) Youth Diversion Scheme and arrangements for local delivery	Diversion scheme in place; fewer children entering the youth justice system	Hants Constabulary, with 4YOT Chairs	Sept 2022	Youth Diversion was implemented in November 2021. Analysis will be completed in 2023-24 to evaluate effectiveness.

<b>2. Reducing Reoffending</b>					
<b>Outcome</b>	<b>Actions</b>	<b>Impact</b>	<b>Owner</b>	<b>Timescale</b>	<b>RAG Rating and Comments</b>
<b>2.1 Swift and appropriate responses</b>	2.1 i) Improve offence to outcome timeliness through partnership approach.	Interventions are more meaningful for young people and have greater impact.	Board Chair	April 2023	Elements have been monitored but need to be revisited and taken forward in 2023-24.
<b>2.2 Strong, coordinated whole family support and challenge.</b>	2.2 i) Ensure clear Lead Professional allocation and whole family planning is in place, drawing on adult service expertise.	Intervention is more effective leading to reduced reoffending	HOS Adolescents and Young Adults	April 2023	HoS for Adolescents and Young Adults in place since April 2022. Multi Agency Integrated MET Pathway is in place. YJS Team Leaders would like to explore integration with Family Support Plan to support Exit and Step-Down Planning in 2023-24.
	2.2 ii) Adopt 'Staying Close' Promoting Alternative Thinking Strategies (PATH) planning approach for children who have offended	Young people more engaged in their own plans; greater effectiveness and efficacy in outcome planning	YOT Service Leader	April 2023	This approach has been explored, but will not be pursued. It is similar to approaches already in place within the YJS and can be considered at a later date if helpful.



	2.2 iii) Enhance work with Parents/Carers/Families within YOT, through clear pathways and joint working	Parents and families are supported alongside their child	YOT Service Leader	Sept 2022	Temporary YOT Parenting Support Practitioner in post since November 2021. Provision will be developed further over 2023-24 now funding secured. As of April 2023 this is 0.5FTE YJS (permanent) and 0.5FTE Turnaround YJ (temporary) until March 2025.
	2.2 iv) Develop work on SLCN to support earlier identification and assessment of support needs at Court.	SLCN needs are understood, and approaches offered in YOT to support delivery of effective interventions	YOT Service Leader	April 2023	SaLT provision in YOT is now supporting better identification at Court, including requests for intermediaries where relevant.
	2.2 v) Identify options to support this outcome within the overall partnership resource through shared assessments, planning, interventions and workforce development.	Opportunities are identified for progression	All Board members	April 2023	New Family Support Plan in place in Early Help; Turnaround to be delivered alongside YJS; Vulnerability Tracker and developing approach to Severely Absent children; New MET Pathway.
<b>2.3 Maximise resourcing to support targeted planning.</b>	2.3 i) Develop Reoffending Profile through use of data from YOT and partnership services, including Reoffending Toolkit (e.g. +/-5 cohort)	Reoffending profile is better understood to inform responses, within a wider context	Strategic Intelligence Manager	July 2023	Work on this has not been started and will be prioritised after Core+ and new KPI development work has taken place.
	2.3 ii) Develop the YOT offer for children who re-offend, based on that profile and stakeholder feedback, and inform wider partnership approaches.	Future delivery is informed by an understanding of key trends and issues	HoS Adolescents and Young Adults and YOT Service Leader	Sept 2023	Profile not yet developed so unable to complete this action as yet. However, YOT resources have been reviewed and a working group is in place to progress this further.
	2.3 iii) Align cross-agency plans and ensure their effectiveness is regularly reviewed against shared aims.	Systems and processes ensure that plans for individual children are always aligned	Heads of Service for Prevention and Early Help, Assessment & Intervention LAC and Adolescents and Young Adults	Sept 2022	EH supervisors provide information and participate at JDMP (Triage) which also links to MASH and Children's Social Care to seek and share updates. See notes above re: Family Support Plan. Links of YOT to/with School Nursing also to be strengthened when more capacity to do so to address broader health needs.

	2.3 iv) Align work with wider exploitation, safeguarding and 'at risk' approaches (e.g. PACE and transition planning)	Work with young people who offend reflects best practice in wider safeguarding including exploitation	HoS Adolescents and Young Adults and YOT Service Leader	April 2023	New HoS for Adolescents and Young Adults in place since April 2022. Plans in AYAS are developing including co-location of YOT with EoC/DASS. Wkly MET Meetings and Integrated MET Pathway now in place. Work planned for similar on Transitions.
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### 3. Reducing Custody

<u>Outcome</u>	<u>Actions</u>	<u>Impact</u>	<u>Owner</u>	<u>Timescale</u>	<u>RAG Rating and Comments</u>
<b>3.1 Preventative targeting</b>	3.1 i) Develop Custody Cohort Profile through use of data from YOT and partnership services.	Custody Cohort is better understood to inform partnership responses	Strategic Intelligence Manager	July 2023	YOT Service Leader monitors and reports on custodial cohort via Quarterly Performance Reporting. Small numbers limit analysis, though common features are highlighted.
	3.1 ii) Utilise custody cohort profile to strengthen early identification and support targeted preventative interventions (link to VRU).	Key risk factors are understood, and responded to, prior to custodial remand or sentence being imposed	YOT Service Leader	Sept 2023	A meeting was held between YOT and Children's Social Care in 2022 to discuss this- no available additional pathways or provision were identified which were not already being accessed. Areas of stretch identified include ETE and accommodation, as well as links to exploitation- which are linked to other areas of this plan. This will be reviewed again when PYOT Custody and Resettlement Policy and Procedures are reviewed to ensure any new learning is utilised.
	3.1 iii) Enhance interventions available across the City to reduce the incidence of repeat and most serious offences.	Timely, early and preventative responses support reduction in repeat offending and SYV.	HOS Adolescents and Young Adults and VRU Lead	Apr 2023	Weekly MET now in place. Wider MET Strategy due for launch. VRU delivery has also been remodelled. Other options being explored.

<b>3.2 Remand/Sentence Reduction</b>	3.2 i) Establish Remand Reduction Strategy (specifically, PACE beds).	Options are understood, and readily applied	HoS for LAC and HOS Adolescents and Young Adults	Sept 2022	Remand Reduction Strategy embedded within the PYOT Custody and Resettlement Policy. PACE processes are being reviewed via the Portsmouth Reducing Offending by Children We Care For Sub Group and Pan-Hampshire Concordat on Children in Custody.
	3.2 ii) Develop partnership response strategies for those at risk of custodial remand and/or sentencing.	Proportionate, preventative responses support reduction in use of custody	All Board members	April 2023	Improvements noted in responses to and awareness of this group e.g. Edge of Care responses; work with CAMHS STaRT team and support provided via team around the child. MET Pathway also in place.
<b>3.3 Early constructive Resettlement</b>	3.3 i) Embed Constructive Resettlement within YOT Practice (including use of Resettlement Checklist to inform work with partners in key areas e.g. accommodation, education and health, inc SEND)	Resettlement support needs are identified at the earliest opportunity to support transitions, pro-social identity and successful sentence completion.	YOT Service Leader	April 2023	In progress and will be developed further within training to be delivered in 2023-24.
	3.3 ii) Develop understanding of Constructive Resettlement practice across key areas of the partnership workforce.	Resettlement support needs are understood across key partnership organisations.	YOT Service Leader	April 2023	This will be developed further within training to be delivered in 2023-24.
	3.3 iii) Actively seek stakeholder feedback and reflect on 'lived experiences' to inform and improve practice in this area.	Stakeholder's views are sought, responded to and support ongoing work in this area	YOT Service Leader	April 2023	Feedback has been received on a case-by-case basis but is not systemically or systematically reviewed.

**4. Engaging, accessing and participating in education and training**

<b>Outcome</b>	<b>Actions</b>	<b>Impact</b>	<b>Owner</b>	<b>Timescale</b>	<b>RAG Rating and Comments</b>
<b>4.1 Strengthened responses to individual need</b>	4.1 i) Offer regular and specialist information, advice and guidance to the YOT Education Practitioner.	YOT Education Practitioner is supported to enhance effectiveness of their role.	Virtual School Head	Sept 2022	One to one case work 'supervision and discussion' meetings began in June 2022 and are scheduled

					monthly in Term time with Virtual School Head.
	4.1 ii) Deliver training to YOT practitioners to enhance their knowledge of local (PCC) education-related strategic plans and policies/procedures	YOT case managers understand local education policies and how to escalate to support better outcomes for children open to YOT.	Inclusion Managers, with YOT Service/Team Leaders	Sept 2022	Education Policy Briefing took place March 2023. Identified need for further work to be done within the team which will be done in 2023-24.
	4.1 iii) Convene half termly Education and Youth Justice Sub Group meetings	Cohort needs and areas of strength/stretch are understood; escalation and problem solving is effectively supported for individual children.	Deputy Director, Education	Sept 2022	Meetings are now well-established, and receive a report from the YOT Education Practitioner for pre and post 16 cohort. Options to provide more data to each meeting are being explored.
<b>4.2 Improved pre-16 internal alternative provision offer from schools</b>	4.2 i) Complete city wide review of secondary school in-house alternative provision	Future developments can be informed through SWOT analysis and cohort profiling	Deputy Director, Education	Sept 2022	City-wide review of secondary school in-house AP completed. Summary and individual reports shared with secondary schools.
	4.2 ii) Implement and embed a city wide approach in schools to relational practice (RP).	RP approaches in schools support improved attendance, reduction in suspensions/exclusions and improved achievement and progression	Deputy Director, Education	Sept 2022	Wave 1 (13 of 17 schools completed the first year); Wave 2 commenced in Jan 2023.
<b>4.3 Improved post-16 education, training and employment options including more opportunities for paid work experience and traineeships</b>	4.3 i) Liaise with other LA departments and neighbouring Local Authorities to explore a partnership approach	Opportunities to co-develop and co-commission are explored and progressed where possible.	Deputy Director, Education and Post 16 Commissioning Manager	Sept 2022	Meetings have been held with local providers to look at options within current funding and provision. Skill Mill model is being considered and a new project to progress the Employability Academy which could be extended to include children known to YOT.
	4.3 ii) Working with local post-16 providers, improve access to and engagement of post-16 level 1 and level 2 provision including more bespoke roll on roll off provision	A broader and more flexible offer, linked directly to employment, will support a reduction in the number of young people who are a NEET and lead to more positive	Deputy Director - Education and Post 16 Commissioning Manager	April 2023	Work is ongoing in this area and reported on via the Education and Youth Justice sub-group.

		education and employment destinations			
	4.3 iii) Improve access to CSCS cards and associated employment opportunities	Pathways and funding are in place to support children who wish to pursue CSCS-related employment	Deputy Director, Education and Post 16 Commissioning Manager	April 2023	YOT have been able to purchase resources to support this via VRU Underspend. These will continue to be available throughout 2023-24.
	4.3 iv) Explore Skill Mill and identify other opportunities for paid work experience and employment in a variety of fields.	Opportunities for paid work experience and/or employment are increased; and developed specifically in line with children's aspirations.	Deputy Director, Education, Post 16 Commissioning Manager and YOT Service Leader	April 2023	Skill Mill is under active consideration via proposal paper submitted to DMT. Funding options needs to be identified before this can be progressed.
<b>4.4 Strategic Responses are better informed, and more targeted, to meet the needs of the YOT cohort</b>	4.4 i) Complete half termly analysis of the education, training and employment circumstances of children open to YOT- including areas of strength and stretch.	Needs of open YOT caseload are better understood though snapshot analysis and feedback whilst other analysis takes place and reporting is developed.	YOT Service Leader	Sept 2022	Regular report prepared by the YOT Education Practitioner for pre and post 16 cohort for half termly meetings. Snapshots and Case Studies have also been completed.
	4.4 ii) Develop ETE/YOT Cohort Profile through use of data from YOT and partnership services.	Broader YOT cohort is better understood to inform wider partnership responses.	Strategic Intelligence Manager	Sept 2022	Completed and submitted to YOT Partnership Board in Jan 2023 and will now be an annual item on the Board agenda. Additional data sources also under active consideration.
	4.4 iii) Ensure Education strategic plans and commissioning are revised as needed to meet the needs of this cohort	Strategic Planning recognises the needs of all children and is supported by commissioning of opportunities for this specific cohort.	Deputy Director, Education	April 2023	Work by Ed and YJ Sub Group is supporting development of this area.

<b>5. Understanding, analysing and addressing disproportionality</b>					
<u>Outcome</u>	<u>Actions</u>	<u>Impact</u>	<u>Owner</u>	<u>Timescale</u>	<u>RAG Rating and Comments</u>
<b>5.1 Responses to individual need are strengthened</b>	5.1 i) Review YOT Policies and Procedures to ensure diversity is more clearly recognised and disproportionality addressed.	YOT documentation and guidance is strengthened to support a more individualised approach and reduce or counter disproportionality.	HoS Adolescents and Young Adults and YOT Service Leader	April 2023	New 'Introduction to Principles and Approaches Underpinning YJ Practice' Guidance established to underpin all areas of policy and practice in October 2022. All other policy/procedure will be updated to

					refer to this as review dates progress.
	5.1 ii) Devise/commission and deliver training to YOT practitioners around unconscious bias and cultural competence.	YOT service delivery is enhanced through increased awareness.	HoS Adolescents and Young Adults and YOT Service Leader	April 2023	'Introduction to Principles and Approaches Underpinning YJ Practice' training delivered in January 2023. Additional training available via PCC.
	5.1 iii) Revise and develop YOT interventions and resources to ensure they cater to a range of need, risk and lived experience.	Interventions delivered by YOT are more accessible, and/or specifically targeted, to support children who have experienced disadvantage or discrimination.	YOT Service Leader	April 2023	This has commenced and will be ongoing e.g purchase of tablets to support digital access to apps; resources more specifically targeted towards girls; development of new container unit at Hillside.
<b>5.2</b> <b>*Disproportionality data is collected and analysed, and learning is used to develop services</b>	5.2 i) Continue snapshot analysis via Caseload Profile, Education and Youth Justice Sub-Group and Preventing Offending by Looked After Children Sub-Group whilst other data analysis is developed.	Current monitoring is maintained until new Management Information Officer post is embedded.	Strategic Intelligence Manager and YOT Service Leader	In place.	This is in place and will be ongoing.
	5.2 ii) Convene 'Disproportionality Workshop' for Board, partnership and service representatives.	Research, recommendations and best practice examples are shared to inform our local approach.	Board Chair	Sept 2022	The workshop took place 22.09.22 facilitated by the YJB. A new Sub-Group to the Board is to be established, or links made to existing Forums, to enhance our focus in this area of work.
	5.2 iii) Strengthen data collation and analysis through the new Management Information Officer.	Local understanding is based on local need profile.	YOT Service Leader	Apr 2023	MIO started in post July 2022. Work will be ongoing in this area.
	5.2 iv) Enhance data collation and analysis through partnership sources and collaborative working.	Local understanding is enhanced by partnership data which can be used to inform wider strategic planning.	Strategic Intelligence Manager	Apr 2023	YJS data is being pulled through to the Insight Hub which is being developed to match data from different service areas and eventually partner agencies.  This is an ongoing piece of work and the next phase is to ensure data accuracy of the YJS data which is being addressed through



					the Core+ and new KPI development work.
	5.2 v) Ensure future partnership planning is informed by data collation and analysis of YOT cohort.	All future plans are informed by local profile, broader knowledge and best practice learning.	All Board members	Apr-July 2023	Data is under development and will inform future planning.
<b>5.3 Recommendations from Thematic Inspection Reports are understood and built in to wider planning.</b>	5.3 i) Ensure recommendations from the HMIP Inspection on The Experiences of Black and Mixed Heritage Boys in the Youth Justice System are met.	Board and service delivery is enhanced to support more positive experiences in this group (and links to Police Race Action Plan)	Board Chair	Apr 2023	Disproportionality Workshop has taken place. Data under development. Sub-Group to be taken forward with Police colleagues.
	5.3 ii) Ensure recommendations from the Joint Inspection of Education, Training and Employment services in youth offending teams are met.	Board and service delivery is enhanced to support more positive outcomes for children known to YOT (links to education priority)	Deputy Director, Children and Education Services	Apr 2023	Ed and YJ SG has received an overview report and will take forward.

**6. Additional Actions**

<b>Outcome</b>	<b>Actions</b>	<b>Impact</b>	<b>Owner</b>	<b>Timescale</b>	<b>RAG Rating and Comments</b>
<b>6.1 * Comprehensive quality assurance arrangements are in place to understand performance and respond to the profile and needs of all children supervised by YOT</b>	6.1 i) Embed existing (revised) QA framework and reporting.	QA ensures required levels of scrutiny/assurance are in place to support defensible practice.	YOT Service Leader	Sept 2022	PYOT QA Framework has been revised and embedded. Collation and reporting will be refined in 2023-24.
	6.1 ii) Identify additional resource required to support extended delivery of QA and training/development in YOT in relation to Risk of Harm, and Safety and Wellbeing specifically.	Existing YOT Management Team are supported to improve the quality of assessment, planning and service delivery to keep children, and others, safe.	All Board members	Sept 2022	Additional Sub-Groups have been established for QA and WFD respectively which will be embedded in 2023-24. PYOT Service Review has been completed and increased TL establishment from 2FTE to 3 FTE which commences as of 03.04.23.
	6.1 iii) Develop targetted QA activities in response to QA reporting and/or data analysis, in addition to the over-arching QA Framework	Key areas of focus, risk and/or need are effectively explored to support understanding and inform strategic responses.	All Board members	April 2023	This will be developed via the new QA Sub Group

<b>6.2 * The quality of assessment, planning (including contingency planning) and service delivery to keep children safe and manage the risk of harm they present to others is improved.</b>	6.2 i) Review Inspection findings with the team to confirm strength/stretch.	Improvement planning (individual and team) is informed by shared discussion.	YOT Service Leader	Sept 2022	Completed at workshop on 05.10.23
	6.2 ii) Identify training for practitioners and Team Leaders on: risk assessment, keeping children safe, managing the risk of harm they present to others, contingency planning and gatekeeping of same.	Practitioners are supported to deliver safe, defensible and effective practice through dedicated training.  Management oversight is strengthened to support practice improvement.	YOT Service Leader	Sept 2022	Training delivered as follows: Intro to Risk Assessment and Management (19.10.23); Case Management and Enforcement (02.11.23); Principles and Approaches Underpinning YJ Practice (24.01.23). Short Format Assessment (09.02.23). Education Police Briefing (28.03.23). ND Toolkit (17 and 24.05.23). MET training (dates in May/June 23). Other training also revised for Induction of new staff. Further training to be developed and delivered re: contingency planning, gatekeeping and MAPPA in 2023-24.
	6.2 iii) Deliver or commission delivery of HMIP's 'Effective Case Supervision- Youth' to embed awareness of ASPIRE model and best practice	Learning is consolidated through advanced training using HMIP resources and effective practice guidance.	YOT Service Leader	March 2023	Not completed. Other training delivered as outlined above. Can reconsider pending completion of other training and return of TL seconded to HMIP at end Oct 2023.
	6.2 iv) Embed learning from training in Team Meetings, Reflective Practice Meetings and 1:1 Supervision	Good practice is embedded through discussion, reflection and individualised support.	YOT Service Leader	April 2023	Ongoing. Meetings are in place.
	6.2 v) Extend and enhance QA in YOT to include stronger focus on ROSH and Safety and Wellbeing.	Practice is subject to required levels of scrutiny and assurance is provided to the Board.	YOT Service Leader	April 2023	Options to do this being explored via QA Sub Group now that training has been completed.
<b>6.3 Strategic oversight and planning is</b>	6.3 i) Align commissioning approaches (e.g. OPCC, PCC and VRU) where possible	Resource allocation and distribution maximises coverage and impact.	All Board Members	April 2023	Progress being made to work towards this aim and align where possible.



<b>strengthened to reduce duplication and increase effectiveness</b>	6.3 ii) Expand YOT Partnership Board Membership to include early intervention and prevention partners e.g. Youth and Play, Housing and Voluntary Sector.	Board memberships better reflects the range of services and organisations who can contribute to partnership aims.	Board Chair	Sept 2022	Expanded to include EH&P but not other partners. Needs to be progressed under Plan for 2023-25.
	6.3 iii) Develop an Adolescents Board to oversee strategic planning and operational delivery for youth justice, exploitation and transitions.	Strategic oversight recognises overlap in these key areas and supports them both individually and as a whole; duplication is reduced to improve effectiveness.	All Board Members	April 2023	Discussion has taken place to explore options but this has not yet been progressed to completion.

Outcomes marked with \* link directly to recommendations made by HMIP following Inspection of Portsmouth Youth Offending Team in March 2022

**Appendix Three: Youth Justice Plan 2023-25**

1. Reducing First Time Entrants					
Outcome	Actions	Impact	Lead Owner	By when?	How we will know this has been achieved
<b>1.1 Early Identification</b>	i) Enhance links between YJS and LA Education Link Co-Ordinators and School Nursing/Family Nurse Partnership (respectively) to align systems and support effective information sharing.	Early indicators are flagged and result in additional support and/or monitoring to prevent offending.	YOT Service Leader/Supporting Families Manager/ Service & Quality Manager Public Health Nursing	Oct 2023	Clear processes will be in place for information sharing; systems will be aligned to support this and evidence of impact (practice examples) will be provided to the Board.
	ii) Update and share FTE profile to support wider partnership awareness and inform future development of services and systems.	FTE profile is understood and used to inform partnership responses.	YJS Service Leader/ YJS MIO	Apr 2024	We will know the profile of our First Time Entrants and be able to give examples of how partnership approaches respond to this in their early prevention work.
	iii) Establish systems through MATs for identifying cohorts who may be at risk (e.g. via Childrens Insights Team, Violence Reduction Unit)	More children are (appropriately) identified and considered for earlier help.	Strategic Intelligence Manager/VRU Director	Apr 2024	We will understand 'risk indicators', be able to identify cohorts 'at risk' and share examples of how we develop our services to respond.
	iv) Ensure Turnaround Youth Justice processes are aligned with new Family Support Plan and Parenting Offer.	YJS processes will align more effectively with wider City approaches.	Head of Service for Prevention and Early Help/ YOT Service Leader	Apr 2024	TYJ will be 'joined up' with the wider City offer, and examples of how this has helped families will be provided to the Board.
	v) Ensure responses to Anti-Social Behaviour identify need and are supported by partnership working.	Early onset and indicators are recognised and appropriately responded to.	Head of Community Safety/Police Superintendent	Apr 2024	Examples will be provided where ASB has been identified and children successfully supported. CTCG delivery/mechanisms will support this.

<b>1.2 Preventative Pathways</b>	i) Work in partnership with SEMH Special School and Alternative Provision to increase attendance, particularly for 'at risk' cohort.	Reduced absence and exclusions lead to greater attainment and achievement.	Deputy Director, Education	Apr 2025 (ongoing)	Wider strategies will evidence focus on this area. Persistent/severe absence rates in YOT cohort will reduce.
	ii) Increase identification of SLCN amongst children, recognising this as a critical driver of vulnerability to offending.	Children with SLCN are identified, assessed and offered support at the earliest opportunity.	Heads Of Service Inclusion/Integrated Children's Commissioning	Apr 2024	More children will receive SLCN assessment prior to entry into YJS. Practice examples will outline how this has been achieved.
	iii) Ensure systems are in place to identify siblings or other children in the family at risk of offending and offer early intervention to prevent this.	Siblings and other children in the family are effectively prevented from entering into YJS	Deputy Director Childrens Services/ Head of Housing Community Services	Oct 2023	RASBO will be evidenced in Early Help and Social Care practice. Youth and Play Offer will be informed by, and respond to, risk/need profile.
	iv) Maintain Early Help PCSO role and links to Preventing Offending Network.	Early Help Pathway maintained and supports wider prevention work.	Head of Service for Prevention and Early Help/Police Superintendent	Apr 2024	Examples will be provided to Board of work done by EH PCSO and how they have contributed to Network meetings.
	v) Confirm the wider offer to children in need of support and protection, and that this meets the risk/need profile.	Youth crime prevention work in Children's Services is effective.	Deputy Director Childrens Services	Apr 2024	The offer will be clear and matched to known risk/need profiles. Practice examples will evidence approaches in use.
	v) Deliver Turnaround Youth Justice (TYJ) to provide support and intervention for children on the cusp of justice and embed alongside existing services.	Children at risk of entering the youth justice system are offered 'early help style' support.	HoS Adolescents and Young Adults/ YJS Service Leader	Apr 2025 (ongoing)	TYJ will meet its MoJ targets. Its position within the wider prevention system will be clear and well understood by partners.
<b>1.3 Effective Diversion</b>	i) Evaluate Youth Diversion Scheme and arrangements for local delivery.	Outcomes of YDP are assessed and learning is used to develop delivery.	Hants Constabulary YOT Police Team, with 4YOT Managers	Oct 2023	Evaluation findings will be shared with Board.
	ii) Review interventions and resources for YDP following that evaluation.	Resources and interventions match the needs and offending profile of the Diversion cohort.	YJS Service Leader	Apr 2024	Report or summary will be provided to confirm review has taken place, and any actions to be taken as a result.
	iii) Ensure local practice builds on best practice/evidence-base.	Research and identify models of effective practice in other areas.	Hants Constabulary YOT Police Team, with 4YJS Managers	Apr 2025 (ongoing)	Best practice examples will be shared with the Board. Processes will be reviewed if/when necessary to apply learning.

2. Reducing Reoffending					
Outcome	Actions	Impact	Lead Owner	Timescale	How we will know this has been achieved
<b>2.1 Swift and appropriate responses</b>	i) Improve offence to outcome timeliness through partnership approach.	Interventions are more timely and more meaningful for young people so have greater impact.	Portsmouth Superintendent	Apr 2024	Data for C32, Triage and Court will show more timely responses and prioritisation. Exception reporting will confirm any identified delays were necessary for due process.
<b>2.2 Strong, coordinated whole family support and challenge.</b>	i) Ensure clear Lead Professional allocation and whole family planning is in place, drawing on adult service expertise, and effectiveness is regularly reviewed against shared aims (Links also to 1.1 iv)	Systems and processes ensure that plans for individual children are joined up and regularly reviewed.	Heads of Service Safeguarding and Quality	Apr 2024	Auditing of Lead Agency Plans will demonstrate integration of YJS involvement and interventions with regular review. Good practice examples will be shared to support development.
	ii) Align support for Parents, Carers and wider Families within YJS and TYJ with that offered by wider partners, through clear pathways and joint working.	Parents and families are supported alongside their child to access relevant services.	YJS/ Early Help Service Leaders	April 2024	Pathways and links will be mapped. Joint working will support access and delivery. Examples will be provided of where this has helped families.
	iii) Identify how existing parenting offer can be enhanced through bespoke and/or accredited parenting programmes specifically targeting offending and/or exploitation risks.	Parents of children known to YJS can access bespoke support in relation to the experiences and presenting behaviours of their children.	Heads of Service for Prevention and Early Help/Adolescents and Young Adults.	Apr 2024	Options will be identified for decision making or development.
	iv) Establish clearer step-down process from YJS, aligned with Family Support Planning and other systems (e.g. Vulnerable Pupil Tracking), to promote long-term desistance.	YJS step-down processes is embedded within, or aligned to, wider City-wide systems.	Head of Service Adolescents and Young Adults and YJS Service Leader	Apr 2024	YJS Step-down process will include Family Support Plan, where appropriate. Pathways for notification/information sharing will be clear and examples shared of how this has been applied.
<b>2.3 Resources maximised to support targeted planning.</b>	i) Develop Reoffending Profile through use of data from YJS Reoffending Toolkit and enhance that profile through data contributions from partner organisations, particularly in relation to priority groups.	Reoffending profile is better understood to inform responses	Strategic Intelligence Manager	Apr 2024	Reoffending toolkit will be in use, reported to the Board and supplemented by submissions from partners.

	ii) Develop the YJS offer for children who re-offend, based on that profile and stakeholder feedback, and inform wider partnership approaches.	Future delivery is informed by an understanding of key trends and issues	HoS Adolescents and Young Adults and YJS Service Leader	Oct 2024	Interventions will be in place which match risk/need profile. Stakeholder feedback will confirm they are relevant and engaging.
	iii) Align TYJ/YJS work with wider exploitation, safeguarding and 'at risk' approaches (e.g. PACE and transition planning)	Work with young people who offend reflects best practice in wider safeguarding including exploitation.	HoS Adolescents and Young Adults and YJS Service Leader	Apr 2024	YJS will implement local tools (e.g. Safer Plan), ensure regular representation at MET forums and support development of further strategies (e.g. Transitional Safeguarding)
<b>3. Reducing Custody</b>					
<b>Outcome</b>	<b>Actions</b>	<b>Impact</b>	<b>Owner</b>	<b>By When</b>	<b>How we will know this has been achieved</b>
<b>3.1 Preventative targeting</b>	i) Enhance interventions available across the City to reduce the incidence of repeat and most serious offences.	Timely, early and preventative responses support reduction in repeat offending and SYV.	HOS Adolescents and Young Adults and Hampshire VRU Director	Apr 2024	Data will inform wider partnership planning. VRU will support and help us to strengthen the City response to SYV. Updates will be shared with the Board.
	ii) Develop partnership response strategies specifically for individual children at risk of custodial remand/sentencing.	Proportionate, preventative responses support reduction in use of custody	Heads of Service for Family Safeguarding, Children We Care For and Adolescents and Young Adults	Oct 2023	Casework will demonstrate individualised response strategies.  Practice examples or reports will share best practice and evidence positive outcomes for the child.
	iii) Explore how to strengthen bail offer and increase availability of direct alternatives to custodial sentencing (ISS and IF).	Steps needed to increase use of direct alternatives to custody are identified.	HoS Adolescents and Young Adults and YJS Service Leader	Oct 2023	Options will be explored and outlined to Board. Support required from partners will be identified and actions agreed as a result.
	iv) Implement steps required to strengthen bail offer, and availability of direct alternatives to custodial sentences.	Steps needed to increase use of direct alternatives to custody are implemented.	TBC	Apr 2024	Use of bail packages and direct alternatives will increase. Key partners will be able to identify how these have been supported.

<b>3.2 Remand Reduction</b>	i) Review Remand Reduction Strategy (including PACE bed provision and reducing use of Youth Detention Accommodation- YDA-Remands).	Options are understood, available and readily applied.	Heads of Service for Children We Care For/ Family Safeguarding/ Adolescents and Young Adults	Oct 2023	PACE processes will be consistently applied. Custodial remands will reduce.
	ii) Ensure recommendations from HMIP Thematic Inspection on Remands are actioned.	Learning from thematic inspection improves practice.	Board Chair	Oct 2023	The Board will review this once HMIP findings are shared.
<b>3.3 Early constructive Resettlement</b>	i) Embed Constructive Resettlement within YOT Practice (including use of Resettlement Checklist to inform work in key areas e.g. accommodation, education and health, inc SEND)	YJS Practice effectively supports transitions, pro-social identity and successful sentence completion.	YJS Service Leader	Apr 2024	Case examples and practitioner testimony will confirm YJS staff will understand and apply required processes. Stakeholder feedback will evidence good outcomes.
	ii) Develop understanding of Constructive Resettlement practice across key areas of the partnership workforce.	Resettlement support needs are understood across key partnership organisations.	HOS Adolescents and Young Adults/ YJS Service Leader	Oct 2024	Training will be in place. Evaluations will confirm impact on understanding. Auditing or practice examples will demonstrate effective application.
	iii) Actively seek stakeholder feedback from children who have experienced custodial settings.	Stakeholder's views are sought, responded to and support ongoing development	YJS Service Leader/Participation Officer	Oct 2023	Feedback will be routinely sought from children in custodial settings. Findings will inform future practice.
<b>4. Supporting Priority Groups</b>					
<b>Outcome</b>	<b>Actions</b>	<b>Impact</b>	<b>Owner</b>	<b>By when</b>	<b>How we will know this has been achieved</b>
<b>4.1 Disproportionality data is collected and analysed, and learning is used to develop services.</b>	i) Strengthen data collation and analysis through the Management Information Officer.	Local understanding is based on local need profile.	YJS Service Leader/Management Information Officer	Apr 2024	Required data reporting will be in place and we will understand where we need to focus to address disparity.
	ii) Enhance data collation and analysis through partnership sources, and collaborative working	Local understanding is enhanced by partnership data which can be used to inform wider strategic planning.	Strategic Intelligence Manager	Apr 2024	YJS data provided to the Board will be supplemented by partnership data and analysis to inform our understanding.
	iii) Ensure future partnership planning is informed by HMIP Thematics, data collation and analysis of YJS cohort.	All future plans are informed by local profile and best practice learning.	Board Chair	Apr 2025 (ongoing)	Our next youth justice plan will incorporate this.

<b>4.2 Increased Stake Holder Feedback, Participation and Co-Production.</b>	i) Implement online feedback surveys for key stakeholders	Additional method in place to support feedback collection and collation.	Principal Social Worker / YJS Service Leader	Oct 2023	The Community Engagement Co-Ordinator post will be embedded to support this work.
	ii) Re-establish Feedback Forums and develop Stakeholder Feedback Groups or mechanisms	In person forums are re-established and strengthened.	HOS Adolescents and Young Adults/ YJS Service Leader	Apr 2024	Levels of stake holder feedback will increase.
	iii) Ensure future partnership planning is informed by stakeholder feedback, participation and co-production.	All future plans are informed by stake holder views, voice of the child and full consultation with staff and volunteers.	YJ Board Chair	Apr 2025 (ongoing)	Clear links will be demonstrated between 'what we hear' and 'what we do'.
<b>4.3 Responses to individual need are strengthened.</b>	i) Revise and develop YOT interventions and resources to ensure they cater to a range of need, risk and lived experience, and include specific resources for priority groups (e.g. care experienced children, girls)	Interventions delivered by YOT are more accessible, and/or specifically targeted, to support children who have experienced disadvantage or discrimination.	YJS Management Team	April 2025 (ongoing)	Interventions will be updated and modernised, based on re-evaluation of their use and stakeholder feedback. A range of resources, methods and approaches will be in use.
<b>4.4 Education, Training and Employment</b>	i) Develop required knowledge and good practice in YJS through a new in-house Education Working Group.	YJS practitioner skills and knowledge support effective collaboration with ETE colleagues.	YJS Management Team.	April 2024	The YJS Education Working Group will support reflection and development of approaches to improve YJS work in this area. Team Leaders will identify impact.
<b>a) Improved pre-16 internal alternative provision offer from schools</b>	ii) Implement and embed a city wide approach in schools to relational practice (RP).	RP approaches in schools support improved attendance, reduction in suspensions/ exclusions and improved achievement and progression	Deputy Director, Education	Apr 2025 (ongoing)	Updates will be provided to the Board on this delivery and its impact via Education and Youth Justice Sub Group updates.
<b>b) Improved post-16 education, training and employment options including more opportunities for paid work experience and traineeships</b>	iii) Working with local post-16 providers, improve access to and engagement of post-16 level 1 and level 2 provision including more bespoke roll on roll off provision	A broader and more flexible offer, linked directly to employment, will support reduction in the number of children who are a NEET.	Deputy Director - Education and Post 16 Commissioning Manager	Apr 2025 (ongoing)	Availability of, and access to, suitable post-16 provision will increase. NEET figures will reduce.
	iv) Explore Skill Mill and increase other opportunities to support access to paid work experience and employment in a variety of fields.	Opportunities for paid work experience and/or employment are increased; and developed specifically in line with children's aspirations.	Deputy Director, Education and Post 16 Commissioning Manager	Apr 2025 (ongoing)	The range of options accessible to the YJS cohort will increase. Feedback will be sought as to their value and impact from those who access them and be reported to the Board.



	v) Maximise opportunities for vulnerable adolescents through cross-team/directorate joint working (e.g. shared training, delivery and access to resources).	Wider post-16 delivery is supported by a range of practitioners to make best use of resource for those who need it most.	Post 16 Commissioning Manager/ Head of Service Adolescents and Young Adults	Apr 2025 (ongoing)	New opportunities or initiatives will be developed. Updates will be provided to the Board via Education and Youth Justice Sub Group updates.
<b>4.6 Victim Contact and Restorative Approaches in PYJS are strengthened</b>	i) Revise RJ delivery to direct victims following Service Review.	Services for victims will be maintained and prioritised within revised RJ delivery.	YJS Service Leader	Oct 2023	Policy and Procedures will be revised. Compliance with Victim Code will be maintained.
	ii) Support delivery of community-based reparation via Community Engagement Co-Ordinator and Volunteer roles	Capacity to deliver community-based reparation will be supported.	YJS Service Leader	Apr 2024	Volunteer numbers will increase. New CEC role will support this and YJS Service Leader will update Board on progression.
	iii) Review Victim Satisfaction feedback methods to increase volume of responses.	Victim satisfaction rates will be better understood and able to inform service development.	YJS Service Leader	Oct2023	Revised processes will be in place and response rates more closely monitored.

Please refer to other areas in Priorities 1-3 for what we will do in relation to delivery of Prevention, Diversion, Serious Violence and Exploitation, Detention in Police Custody, Remands and Constructive Resettlement.

**5. Supporting Best Practice and Service Development**

<u>Outcome</u>	<u>Actions</u>	<u>Impact</u>	<u>Owner</u>	<u>Timescale</u>	<u>How we will know this has been achieved</u>
<b>5.1 Comprehensive quality assurance arrangements are in place to understand performance and respond to the profile and needs of all children supervised by YOT</b>	i) Embed YJS QA reporting and analysis and align with wider Directorate and partnership frameworks.	YJS QA outcomes are analysed, inform service/staff development and contribute to wider scrutiny of practice.	HoS Safeguarding and Quality/ HOS Adolescents and Young Adults/ YJS Service Leader	Oct 2023	PYJA QA outcomes will be recorded, reported and shared via QA Sub Group to demonstrably impact on practice.
	ii) Develop targetted QA activities in response to HMIP feedback and QA reporting/analysis.	Work in relation to ROSH and Safety and Wellbeing is strengthened further.		Oct 2023	QA activities will focus in those areas, and reporting will evidence outcomes and impact.
	iii) QA outcomes and impact inform wider workforce development planning to support targeted service development.	QA informs work force development, and strengthens 'learn, review, do' cycle.		Apr 2024	QA Sub Group will link to WFD Sub Group and they will review impact and outcomes based on feedback from staff and stakeholders.
<b>5.2 Workforce Development Options are embedded within the Service and</b>	i) Continue to develop and deliver training offer for practitioners and managers, ensuring this includes input on contingency planning, MAPPA and gatekeeping.	Staff are supported to deliver safe, defensible and effective practice (including robust management oversight) through dedicated training.	Principal Social Worker / HoS Safeguarding and Quality	Apr 2025	The YJS training calendar will continue to be developed via new WFD Sub Group. QA activities will test and evidence impact via reports to the Board.



<b>supported via wider planning.</b>	ii) Deliver or commission delivery of HMIP's 'Effective Case Supervision- Youth'	Learning is consolidated through HMIP resources and effective practice guidance.	Principal Social Worker / YJS Service Leader	Apr 2025	We will receive confirmation via WFD Sub Group updates.
<b>5.3 Strategic oversight and planning is strengthened to reduce duplication and increase effectiveness</b>	i) Expand YJ Partnership Board Membership to include early intervention/ prevention partners.	Board memberships can better reflect and contribute to partnership aims.	YJ Board Chair	Oct 2023	Community Safety, Youth and Play, Housing and Voluntary Sector will be represented.
	ii) Establish an Adolescents Partnership to support strategic planning and operational delivery for vulnerable adolescents.	Key initiatives are understood and aligned, and duplication is reduced, to improve effectiveness.	YJ Board Chair/ HOS Adolescents and Young Adults	Oct 2023	Regular meetings will be in place to share updates and progress reports. Practice and planning will align where possible.
	iii) Establish closer links between YJS Partnership Board and Health and Wellbeing Board.	Strategic awareness and understanding is strengthened.	YJ Board Chair/ / HOS Adolescents and Young Adults	Oct 2023	YJ updates will be shared at Health and Wellbeing Board annually.
<b>5.4 YJS Case Management System supports effective data recording and reporting.</b>	i) Commission Health Check to confirm work required.	Project plan is confirmed.	Deputy Director Childrens Services/ HOS Adolescents and Young Adults	Jul 2023	Health Check Report will confirm project plan.
	ii) Establish Steering Group and Project team to progress actions needed.	Work required is completed to support KPI reporting and enhance BAU functions.		Jul 2023	Steering Group will report to the Board and ensure key milestones met.

End.

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# Agenda Item 8



## 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>	Update on Memorial for Her Majesty Queen Elizabeth II
<b>Date of meeting:</b>	3 October 2023
<b>Report by:</b>	Stephen Baily, Director of Culture, Leisure and Regulatory Services
<b>Report Author:</b>	James Daly, Cultural Development and Projects Officer
<b>Wards affected:</b>	All

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1. **Requested by** Councillor Pitt, Leader of the City Council and Cabinet Member for Culture, Leisure and Economic Development.

### 2. Purpose

The purpose of this report is to update Cabinet on progress working towards a memorial for Her Majesty Queen Elizabeth II, subsequent to the Notice of Motion that was adopted at Full Council on 11 October 2022.

### 3. Information Requested

- 3.1 At the Full Council meeting on 11 October 2022 Portsmouth City Council adopted a Notice of Motion for a Memorial Statue for Her late Majesty Queen Elizabeth.
- 3.2 The Queen visited Portsmouth many times. The city clearly played a significant part in her reign and Portsmouth has always had very strong links with the crown. The city's commemoration of the late Queen's reign has to work for residents and for visitors, enhance the public realm, and be of a significant quality to match other statuary in the city. It also needs to be sensitive to the policy and wishes of the Royal Family.
- 3.3 The Government and the Royal Family have recently announced the formation of the Queen Elizabeth Memorial Committee. Chaired by Lord Janvrin, the Committee will be an independent body responsible for considering and recommending proposals for a memorial to Queen Elizabeth II. It will be jointly supported by the UK Government and the Royal Household. The Committee will also develop proposals for a national legacy programme that will allow everyone in the UK to commemorate Queen Elizabeth's life of service.

**THIS ITEM IS FOR INFORMATION ONLY**

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- 3.4 It is considered that approval for any memorial in any form would be required from the Royal Family, and would also be sensible in terms of any potential unveiling or inauguration. Any announcement around a national memorial will also need to be taken into account.
- 3.5 The Lord Lieutenant has advised that we should consider a statue in 'slow time' and that there is no immediacy for royal statues to be erected. The Queen Mother died in 2002 and her statue on the Mall by Philip Jackson was unveiled in 2009. It is also recognised there will be significant public interest in the matter.
- 3.6 PCC has a Monuments and Memorial Policy that outlines our process for approving new memorials. The policy has the following criteria for considering new memorials - a strong link between the chosen site and the person, a clear justification that a memorial is more fitting than any alternative, a period of 10 years must have elapsed since the person's death, that a memorial should not detract from and should enhance the proposed site, the memorial will be meaningful for lasting generations and the memorial should be undertaken by an approved contractor. It is considered that any proposed memorial to Queen Elizabeth II would justify waiving of the 10 year waiting period.
- 3.7 Erecting a memorial to the late Queen is an important decision that will require time. A new statue may take more than 5 years considering the time required for consultation, commissioning, making and installation. There are currently very few statues of Her Majesty as it is not usual to commission statues of a person during their lifetime. There is an equestrian statue in Windsor Great Park by Philip Jackson which was dedicated in 2003. So far York Minster is believed to be the only place to have installed a statue, but this was to mark the Queen's Platinum Jubilee and not her passing. Other local authorities including Stoke-on-Trent, Rutland and London are in various stages of consultation.
- 3.8 Considering the overwhelmingly positive response to major royal occasions in the city and the depth of feeling expressed at the late Queen's passing, we consider that a significant proportion of residents will be in favour of a memorial.
- 3.9 The majority of the existing statues in Portsmouth are either listed or have the potential to be listed in time. Existing sculptors whose work is visible in Portsmouth includes Alfred Drury (Queen Victoria), Charles Sergeant Jagger (Cenotaph), Frederick Brook Hitch (Admiral Lord Nelson), Vivien Mallock (Field Marshal Montgomery and The D-Day Soldier), Philip Jackson (The Yomper and St John the Evangelist) and Martin Jennings (Charles Dickens). It is considered that any memorial to the late Queen should aim to be of a similar high standard.

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- 3.10 The design of the statue will have a major impact on how it will be remembered by the present generation and regarded by future generations. Nobody living in Portsmouth now was alive when the statue of Queen Victoria was unveiled. The design will also impact on visitors' views of the city.
- 3.11 The form of the statue needs to be considered. Her Majesty's love of horses raises the potential for an equestrian statue, and Corgis may also be a consideration. Dress also needs to be considered. The Queen Victoria statue, for example, depicts her wearing garter robes and holding an orb and sceptre. The age at which the Queen should be depicted also needs to be given thought - the proposed statue in Stoke-on-Trent will depict the Queen during a visit to the town in 1973. Although our existing statues are all in a realist style, there may be interest in a more artistic interpretation.
- 3.12 Statues that are of poor quality, for example a poor likeness, generate adverse publicity. Given the importance of the subject and Portsmouth's links with the crown this needs to be avoided. Given the gravity of the subject it is considered that it would be advisable to take time to develop a fitting tribute.
- 3.13 Although no locations have as yet been considered, a number of factors will need to be borne in mind. It will need to be in a prominent location deserving of its stature, and where it can be viewed and admired. Locations such as Guildhall Square are commonly used for events and the implications of a new installation will need to be assessed. Any new statue will also require planning permission, and depending on the chosen location will also require listed building or conservation area consent, or scheduled monument consent.
- 3.14 It may be considered that a creative process should be implemented, which could include an advisory panel and a creative competition. An initial call for proposals could be used to produce a final shortlist of three, which could then go to a public vote. Whatever the process any chosen artists would require a brief. It may also be advisable to consider alternatives to a statue. The Elizabeth Line on the London Underground, for example, will be a lasting tribute.
- 3.15 It is suggested that once further progress can be made a working group is formed to include members, community representatives and creatives that could oversee fundraising, consultation, selecting a site, developing a brief and commissioning an artist. It also suggested that the Council, through the Lord Mayor, should make contact with the Queen Elizabeth Memorial Committee.
- 3.16 The cost of statues can vary widely depending on the chosen artist, material, size and other factors. A new statue will also have a cost and maintenance implication for the City Council in terms of cleaning and maintenance. Care of monuments and memorials is included in the Resources portfolio budget.



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- 3.17 Although public subscription has previously been a source of funding for many statues in the city, the current economic situation will impact people's ability to contribute. Other sources of income generation could include corporate giving, philanthropy and a reward based model. For example, the statue in Stoke-on-Trent is to be funded by the sale of a number of maquettes of the finished statue.
- 3.18 It is proposed that as progress will be limited until a policy announcement is forthcoming, fundraising effort is first focused on delivering the city's Covid Memorial, to avoid asking members of the public to support more than one memorial project at the same time.

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Signed by (Director)

**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

# Agenda Item 9



Portsmouth  
CITY COUNCIL

**Title of meeting:** Cabinet

**Date of meeting:** 3 October 2023

**Subject:** Draft Equality, Diversity and Inclusion Strategy

**Report by:** Head of marketing communications and engagement

**Wards affected:** All

**Key decision:** No

**Full Council decision:** No

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**1. Purpose of report**

To seek approval from Cabinet to take the draft equality, diversity and inclusion strategy to public consultation.

**2. Recommendations**

It is recommended that Cabinet approves the draft equality, diversity and inclusion strategy be consulted on before a final version of the strategy is brought to a future meeting for adoption.

**3. Background**

- 3.1 Work has been underway to create the next iteration of the council's equality, diversity and inclusion strategy which will cover the period 2023-2026.
- 3.2 A draft strategy is now complete (Appendix A) and before it is put to Cabinet as a final version, permission is being sought to undertake public consultation to give residents and other stakeholders an opportunity to give feedback before a final version is presented to Cabinet.
- 3.3 The strategy is based on the Local Government Association's [Equality Framework for Local Government](#). The Framework has three levels: developing, achieving and excellent.
- 3.4 A self-assessment exercise was carried out which gathered information and views from a range of staff in roles relevant to the extensive criteria on the framework. It found the council to be at the developing level across the four modules of the framework. A summary of the self-assessment can be seen in the strategy, Appendix A.

- 3.5 While the overall level for each module was developing, there were a significant number of areas ranked as achieving and pockets of excellence throughout the organisation but often no consistent approach throughout the council.
- 3.6 As well as assessing our current position, the self-assessment exercise asked for a view on what it would take to improve against the various criteria and this has given an indication of how the council may achieve a better rating in the future.
- 3.7 In many areas plans are already in train or in development to improve equalities outcomes which would be expected to lead to improved scoring on the Equality Framework for Local Government.
- 3.8 Alongside the internal self-assessment exercise research was carried out with residents representing communities with protected characteristics to ensure we align our strategy with their priorities.
- 3.9 By reaching out through voluntary and community sector organisations we recruited to two workshops and carried out an online survey. An informal workshop was also conducted with members of the Youth Cabinet. The recruitment was successful in reaching those with protected characteristics, with a greater proportion taking part in the survey and workshops than would be found in the average sample of Portsmouth residents as illustrated in the table below.

Characteristic	Census 2021 Portsmouth (%)	Survey respondents (%)	Workshop participants (%)
Sexual orientation other than heterosexual	5	21	12
Identifying with a gender different to sex registered at birth	0.7	2	4
Ethnic group other than white British	22	27	59
Have a disability	20	22	26

Full results can be seen on the Your City Your Say section of the council website under [Equality, Diversity and Inclusion \(EDI\) Draft Strategy Research](#)

- 3.10 While the council's aim is ultimately to achieve the highest possible standards relating to equality and diversity, we need to consider our current position and the resources available to deliver improvements and to prioritise activity with a set of realistic and achievable targets to work towards. Therefore, this strategy focuses on plans for the coming years to move the council to achieving level and set the foundations in place to reach excellent level in the future while we continue to embed an inclusive culture.





**4. Reasons for recommendations**

It is important residents and other stakeholders can hear their voice within strategy documents such as this one and a public consultation would provide this.

**5. Integrated impact assessment**

An integrated impact assessment is not required as the recommendations are about developing an equality and diversity strategy, not specific details of how it would be implemented so therefore do not have a significant positive or negative impact on communities and safety, regeneration and culture, environment and public space or equality and diversity.

**6. Legal implications**

The Equality framework assists local councils in meeting their obligations under the Equality Act 2012 and their Public Sector Equality Duties. The development of a strategy underpins the demonstration of those duties.

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

The consultation estimated cost of £2,000 will be met from the overall Resources portfolio budget.

.....  
Signed by:

**Appendices:**

Appendix A - draft Equality, Diversity and Inclusion 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
Office for National Statistics Census custom data sets	<a href="https://www.ons.gov.uk/datasets/create">https://www.ons.gov.uk/datasets/create</a>



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

.....  
Signed by:

# **Equality, Diversity and Inclusion Draft Strategy**

# 1. Introduction

This document is a draft strategy setting out Portsmouth City Council's proposed approach to improving equality, diversity and inclusion over the four-year period (2024–2027). It has been drafted for review by Cabinet before going to public consultation ahead of a final strategy being adopted.

It is based on the Local Government Association (LGA) Equality Framework for Local Government 2021 (EFLG) and outlines how the council plans to improve in each of its four modules to initially progress from its current level of developing to reach achieving level, as part of a longer-term aim to gain a rating of excellent level.

The draft strategy was developed in consultation with officers across the council and was informed by research and engagement with residents with protected characteristics, as defined in the Equality Act 2010, or those representing them, through a survey and two workshops. Wider consultation is planned on the draft strategy once it is approved by cabinet.

## 2. Our commitment and mission statement

As a council we are strongly committed to equality, diversity and inclusion and will endeavour to ensure that we go beyond our legal obligations in these areas and continually look to improve our processes and policies to ensure they deliver for all our residents in all our communities. The following mission statement was developed in collaboration with our communities:

### Mission statement

*We believe and recognise that the diversity of our population is one of our greatest strengths and assets. We will champion diversity, equity and inclusion, cultivating a safe environment for staff, residents and businesses to achieve their full potential through empowerment, innovation and freedom of expression. We will work with staff, communities and partners to eliminate discriminatory barriers and ensure that everyone within Portsmouth has a sense of shared, common belonging and understanding.*

## 3. Legislative context

The Equality Act came into force on 1 October 2010. The act brought together more than 116 separate pieces of legislation into one single act. Combined, the act provides a legal framework to protect the rights of individuals and to advance equality of opportunity for all.

The act covers discrimination because of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation – these are protected characteristics.

The act simplifies and strengthens previous legislation to provide a new discrimination law which protects individuals from unfair treatment and promotes a fair and more equal society.

The general equality duty (set out in the equality act) places upon public authorities a requirement to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the act.

- Advance equality of opportunity between people who share a protected characteristic and those who do not.
- Foster good relations between people who share a protected characteristic and those who do not.

The act explains that having due regard for advancing equality involves:

- Removing or minimising difficulties suffered by people due to their protected characteristics.
- Taking steps to meet the needs of people from protected groups where these are different from the needs of other people.
- Encouraging people from protected groups to participate in public life or in other activities where their participation is extremely low.

Specific Duties were introduced by the Government in September 2011 with an aim of facilitating an efficient and effective compliance of certain public bodies with the general Equality Duty. This includes:

- Publishing information to demonstrate compliance with the general equality duty annually
- Preparing and publishing one or more equality objectives that will contribute to satisfying the three aims of the general Equality Duty (as above) every four years.

## **4. Objective**

Ultimately the aim is for the council to consistently achieve excellent level across all areas of the EFLG. Given the council's current position as developing, a realistic objective for the period this strategy covers would be to move the council to achieving level and set in place the foundations to reach excellent level in the future. Trying to go beyond achieving at this stage would likely require considerable extra dedicated resource, which would need to be identified and may not be possible considering inflation-related budget pressures.

## **5. Responsibilities**

Departments across the council are responsible for ensuring their projects and business-as-usual services meet the needs of everyone who lives in, works in or visits Portsmouth from an equalities, diversity and inclusion perspective.

There is corporate support available from an equalities and diversity officer but the available resource is a part-time role meaning they do not have capacity to take on responsibility for the entire organisation's equalities work but instead provide the support and expertise to empower every part of the council to develop and deliver the services all of our communities need.

The equalities and diversity officer will also play an important role in monitoring delivery of work outlined in this strategy and they will also liaise with senior representatives from across the council who can act as a conduit to disseminate and gather information and insight across the organisation, particularly where wider approaches to projects or policy need to be corporately agreed.

Section 8 of this document is an overview of work planned to enhance the council's performance in relation to equalities, diversity and improvement, a separate action plan will sit alongside this defining lead officer(s) and timescales for each piece of work. Lead officers will be responsible for reporting progress to the equalities and diversity officer and this will

inform quarterly reporting the equalities and diversity officer delivers to Governance & Audit & Standards Committee.

## 6. Consultation

In developing the strategy it was important to engage specifically with those who would be most affected, those with protected characteristics. Through a range of organisations in the voluntary and community sector the people with protected characteristics, and individuals or groups who represent them, were invited to take part in a survey and workshops. A total of 263 people took part in the survey and 28 people attended two workshop sessions, as well as 10 members of Portsmouth Youth Cabinet taking part in a dedicated session. When compared to 2021 census data for Portsmouth, the demographic information provided by participants showed the exercise was successful in specifically engaging people likely to be negatively impacted by their protected characteristics, with those groups making up a higher proportion of or the sample than would be typically seen in Portsmouth, as illustrated by the data in the table below.

Characteristic	Census 2021 Portsmouth (%)	Survey respondents (%)	Workshop participants (%)
Sexual orientation other than heterosexual	5	21	12
Identifying with a gender different to sex registered at birth	0.7	2	4
Ethnic group other than white British	22	27	59
Have a disability	20	22	26

Both the survey and workshops were used to gauge views on the sort of activity residents would value within different areas of the EFLG. A key theme throughout was a desire to see more information on council services shared with a wider range of communities, including targeting work to reach specific groups where possible. Feedback was used, along with information gathered during an EFLG self-assessment, to help prioritise areas of work being taken forward.

**[A full report on the consultation to inform the draft strategy is available on the council website.](#)<sup>1</sup>**

## 7. The LGA Equality Framework for Local Government 2021

As part of its support to councils the LGA has developed the Equality Framework for Local Government (EFLG) to help local councils meet their obligations under the Equality Act 2010 including the Public Sector Equality Duties.

The equality framework is intended to help councils:

- Deliver accessible, inclusive and responsive services to customers and residents in their communities including those from under- represented groups.
- Employ a workforce that reflects the diversity of the area they are serving.
- Provide equality of opportunity for all staff.

<sup>1</sup> <https://yourcityyoursay.portsmouth.gov.uk/equality-diversity-and-inclusion-edi-draft-strategy-research/>

- Meet the requirements of the Public Sector Equality Duty and support any aspirations to exceed these.

It seeks to do this by:

- Identifying the areas of activity that councils need to address to deliver good equality outcomes.
- Helping councils to understand how they can build equality into processes and practices.
- Supporting organisations to become inclusive employers.
- Enabling councils to informally self-assess their progress on the equality improvement journey and determine where and how they need to improve.

The framework sets out four modules for improvement, underpinned by a range of criteria and practical guidance that can help a council to plan, implement and deliver real equality outcomes for employees and the community. The four modules are:

- understanding and working with your communities
- leadership, partnership and organisational commitment
- responsive services and customer care
- diverse and engaged workforce

For each module there are three Levels. Developing, Achieving and Excellent. The levels are progressive and cumulative so an organisation can plan and chart its progression against different priorities. Councils can be at different levels of the framework for different modules or themes.

**The LGA website has full details of the EFLG.<sup>2</sup>**

To develop this strategy a self-assessment of the council was carried out against the EFLG criteria and found to be at the developing level. The following sections of this document outline a summary of self-assessment of the four module areas and the full version can be seen in Appendix 1.

## **7.1. EFLG module 1 – Understanding and working with your communities**

Current level – developing

Summary – Currently good use of data in many areas but would benefit from wider sharing and a mechanism for staff to share and access data. A lot of good community engagement work is undertaken but some areas show gaps around under-represented groups.

## **7.2. EFLG module 2 – Leadership, partnership and organisational commitment**

Current level – developing

Summary – Leadership is committed to equalities and a coherent vision is in place with equality featuring prominently. More consistent use of the good practice in place is needed with some gaps currently existing.

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<sup>2</sup> <https://www.local.gov.uk/publications/equality-framework-local-government-eflg-2021>



### **7.3. EFLG module 3 – Responsive services and customer care**

Current level – developing

Summary – Some examples of excellent rating in this area but need more consistent application across the organisation. The Social Value procurement framework has big potential to benefit this area but would need a specific focus on equalities.

### **7.4. EFLG module 4 – diverse and engaged workforce**

Current level – developing

Summary – Equality and diversity is being considered across all areas of the workforce, while some of this work is in its infancy there are plans in place to make improvements.

## **8. Work planned to enhance equalities, diversity and inclusion**

There is a range of work planned to be delivered across the council which will enhance the organisation's approach to equalities diversity and inclusion. It largely falls into four key areas which are detailed below.

The work listed is indicative and fuller details are part of a separate action plan including timelines which will be used to report to Governance & Audit & Standards Committee. The action plan will be a live document with new areas of work added to it as they begin.

### **8.1. Improve use of data in the organisation**

Making data more widely available and better used across the council by introducing an equalities data dashboard, improving diversity monitoring across services and making sure departments are aware of a wider range of key contacts to engage relevant communities and stakeholders.

### **8.2. Building better community relationships**

Developing the relationship between the council and different communities across the city through a range of work including delivering the Social Housing Charter; our Health & Wellbeing Strategy; expanding our social value commitment to create greater local benefits; continuing to develop our Live Well events which help services reach residents in their local area; and increasing participation in public life through the Volunteering Futures project.

### **8.3. Embed greater awareness of equalities across the organisation**

Firmly embedding the integrated impact assessment process within the organisation; improving awareness and use of reasonable adjustments for those that need them; providing new equalities, diversity and inclusion training for councillors; delivering our new customer service strategy; embedding responsibility for equalities in an appropriately senior forum in the organisation and introducing quarterly equalities reporting to Governance & Audit & Standards Committee.

## **8.4. Supporting our staff and creating a more diverse workforce**

Making sure our staff have the equalities, diversity and inclusion support they need through refreshing the council values and behaviours framework; developing staff networks and support groups; a new needs-driven approach to wellbeing initiatives; new diversity monitoring for job applicants; developing career pathway opportunities; a new data dashboard for managers which supports equalities; and improved guidance on making reasonable adjustments for staff.

## **Appendix 1**

### **Portsmouth City Council equalities self-assessment**

Ahead of work on Portsmouth City Council's new equalities and diversity strategy, a self-assessment exercise has been carried out for the organisation using the Local Government Association's Equality Framework for Local Government.

The overall result is Developing. Details for each of the four modules are below.

### **Module 1: Understanding and working with your communities**

Level: Developing

#### **1. Collecting and sharing information**

Level – Developing

Many specific areas use both national and local data well but outside of the department dealing with a topic there is limited understanding of what data might be available.

Data is gathered and published as part of various projects, such as the cost-of-living dashboard, lessons learnt from this best practice can be shared across the organisation. Some good examples of directorates such as Public Health and Children, Families and Education working closely with their partners and sharing information.

Specific areas scored some of the Achieving criteria, such as employing best practice by using qualitative and quantitative methods to gather data and information, and disaggregating it using the same or similar categories, but this is not done consistently.

Market Research advise on best approach to consultation when contacted but across the organisation may be inconsistencies in diversity monitoring. It is worth noting that directorates are keen on making sure consultation is proportionate and best suited and decide on framework on case-by-case basis.

Across the organisation there are pockets of Excellent, such as Culture, Leisure and Regulatory Services regularly updating data and using it to set priorities across the directorate and services to support specific needs of geographical areas or residents with specific needs and characteristics. They achieve this through quarterly KPI data collection and reporting, which can be used by services to update and inform operational plans. However, this is not done consistently across the whole of the organisation. Feedback identified additional central resource would be helpful to improve data collection, sharing and analysis so that it can be used to set priorities.

## **2. Analysing and using data and information**

Level – Developing

Good work is happening within many distinct areas but there is there is no clear consistency across the organisation. A process for effective knowledge sharing within the council would be a very helpful first step to find out what information we have and how compatible the data sets might be. Difficulties include different data sets not being compatible with one-another, sensitive/ confidential data and being able to marry up different sets of data.

Gaps were identified around using data effectively as part of integrated impact assessment (IIA) and risk assessment processes, as often limited data is available. Across the organisation, systems are being developed to analyse soft and hard data/intelligence about communities, their needs, and aspirations.

Children Families and Education directorate and the Strategic Intelligence and Research team within Public Health are performing well in this area, meeting some of the Achieving and a few of the Excellent criteria but this is not done consistently across the organisation.

## **3. Effective community engagement**

Level – Achieving

Responses notably differ between departments. In the majority of areas integrated engagement mechanisms and structures are in place to involve stakeholders in scrutinising service delivery, decision-making and progress. Many specific areas engage with all communities when making decisions, including those from under-represented groups, a good example of this is the co-production process Adult Social Care used when creating the Autism Support Hub and looking at the needs of neurodiverse community in the city. Regeneration directorate also demonstrated good work in targeted engagement of underrepresented groups, while Children, Families and Education scored highly on these criteria but advised that additional resource would allow them to increase the involvement of all under-represented groups in all consultations.

While the majority of areas are performing to a good standard, there are some gaps such as consistent approach to engagement and evidencing engagement with under-represented groups – it is not clear if this is because of a lack of routine diversity monitoring or other issues such as a need for better relationships between communities and the council.

Culture, Leisure and Regulatory Services and Children, Families and Education show examples of excellent practices, meeting some of the Excellent criteria, such as working with their partners to improve performance on good relations in the community and where resources permit cater for difference, even where there is very limited or no actual representation within a local demographic. Challenges noted include a need for more resource to reach out to under-represented communities outside of the usual channels used to promote engagement activities and knowledge sharing across the organisation about who key contacts are.

## **4. Fostering good community relations**

Level – Developing.

Structures are in place within the organisation and across partnerships to understand community relationships and map community tensions, these include a bi-weekly community tension monitoring meeting chaired by Hampshire Police, although this may benefit from wider

participation. The quarterly Prevent board discusses community tensions and has access to the LGA Special Interest Group on Counter Extremism, this provides opportunities for roundtable discussions and communication briefings. The newly re-established community tasking and coordinating group monitors tensions to some extent.

In terms of harassment and hate crimes being monitored and analysed regularly, the Community Safety Partnership strategic assessment analyses hate crimes, and the police provide an update to the Prevent board on hate crime specifically. Specific support for council housing tenants is available through a hate crime officer in Housing. The Home Office has suggested developing a disruption policy for use in managing a serious incident of hate crime or related protest/demonstration, this may be more practical as part of a wider piece of work, if pursued it would help progress towards Achieving level.

## **5. Participation in public life**

Level – Developing

The organisation has some understanding of the level of participation in public life by different communities/protected characteristics. This can include involvement in local democracy and representation e.g. school governors, councillors, board members of voluntary/statutory sector organisations.

The consensus is that additional resource would assist in more targeted outreach work and public campaigns to reach under-represented communities and enhance participation in public life. Some directorates advised that all section of the community are involved in public life, however diversity monitoring data is not routinely collected, therefore this could be anecdotal.

## **Module 2: Leadership, partnership, and organisational commitment**

Level – Developing

### **1. Political and officer leadership**

Level – Developing

The political and executive leadership have publicly committed to reducing inequality, fostering good community relations, and challenging discrimination. Many specific areas feel their leadership champions the equalities, diversity and inclusion (EDI) agenda, but there are some gaps in business as usual embedding of EDI practices across the organisation. The idea of regular training and awareness to ensure that leaders are up to date with EDI related matters was raised.

Some areas scored Achieving and Excellent criteria, such as acting as ambassadors and managing conflicting needs and community tensions, but this was not consistently across the whole organisation and in places there were slight gaps in the Developing criteria.

### **2. Priorities and working in partnership**

Level – Achieving

There is a coherent, shared vision of equality for the local area, with clear priorities which have been agreed and understood by all key stakeholders, including the voluntary and community sector. This can be evidence with the City Vision work, where consultation was broad and

robust to ensure marginalised groups took part. One of the most important values identified as part of the City Vision is equality. There is evidence of looking beyond traditional partners to include the voices of smaller influencing organisations. Frameworks such as Social Value can be flexed to support particular groups or particular outcomes. There are high level statements within the corporate and partnership documents relating to equalities, however these could be more explicit in places or detail that specific issues will be defined in underlying documents.

### **3. Using equality impact assessment**

Level – Developing

This is a very strong Developing and close to Achieving in areas. Many specific directorates have embedded the IIA process, but a further benefit might be ensuring IIAs are completed at the outset of projects. Further training could assist with this to compliment an updated IIA form which will be rolled-out to the organisation this year. Drop-in training sessions will take place and the Equality and Diversity Officer is available for consultation on Equality Impact Assessment (EIA). This should allow for the EIA to be robust and meaningful.

There are pockets of Excellent, such as willingness to take measured risk to progress the EDI agenda in specific areas, but other areas do not perform as well. Overall, due regard is taken to the aims of the general equality duty when conducting business as usual, making decisions and when setting policies. The next step of ensuring that equality analysis/impact assessments are integrated systematically into planning, decision making and performance reviews across the organisation and based on this assessment this should be easily achievable by introduction of the new form, training and raising awareness.

### **4. Performance monitoring and scrutiny**

Level – Developing/Achieving

Appropriate structures are in place to ensure delivery and review of equality objectives in the form of the EDI Steering Group, but how information cascades from there to specific service areas is inconsistent. There are pockets of Excellent, relating to Scrutiny Panels and specific areas assessing their performance and outcomes against comparable organisations. With the introduction of the EDI strategy and toolkit the organisation should move to Achieving level by meeting criteria around setting and monitoring of equality objectives which are subject to challenge and linking to the political overview and scrutiny process.

## **Module 3: Responsive services and customer care**

Level: Developing

### **1. Commissioning and procuring services**

Level – Developing/Achieving

The organisation is working to ensure that procurement and commissioning processes and practices take account of the diverse needs of clients, and that providers understand the requirements of the public sector equality duty. The organisation has an established Social Value Framework, where the social value of contracts is measured, but there is no specific focus on equalities, it is just one of a number of areas suppliers can deliver social value. There may be potential to enhance the focus on equalities within which could meet Excellent criteria but this is something that would need to be explored further.

## **2. Integration of equality objectives into planned service outcomes**

Level – Developing

There are significant inconsistencies with some areas meeting Achieving and Excellent criteria and others scoring lower. Successes are around objectives are SMART, past performance is reviewed and gaps are identified in who is and isn't using the services. It seems many service plans are not written with equality objectives in mind and objectives are not underpinned by equality analysis. A feature of feedback was departments a lack of training or resource (time and budget) makes embedding equality objectives into planned service outcomes and business as usual challenging.

## **3. Service design and delivery**

Level – Developing

Overall, the organisation has systems to collect, analyse and measure how satisfied sections of the community are with all services. Specific areas advised there are examples of where the human rights of individuals have been threatened and the organisation has ensured that they are safeguarded and safeguarding outcomes for under-represented groups improved, which are both Excellent criteria.

Feedback suggests a lack of data, systems, and resource to identify current participation, while satisfaction data is not disaggregated based on protected characteristics, and these are areas that need to be improved in order to measure whether all sections of the community are able to access services.

## **Module 4: Diverse and engaged workforce**

Level – Developing

### **1. Workforce diversity and inclusion**

Level – Developing

The organisation understands its local labour market and has mechanisms in place to monitor its workforce against protected characteristics. HR is working on improving data gathering and workforce profile so comparisons can be made with Census 2021 data sets. Specific areas are working on diversifying recruitment and ensuring under-represented groups are represented, this is done in tandem with HR. The organisation continues to support, engage with and grow employee network groups to progress the work on wider equality, diversity and inclusion. Resource would assist in facilitating staff network groups, setting clear terms of reference, and promoting participation. There is ongoing work on embedding values and behaviours linking in new performance management processes to assist with fairness, equality, and inclusive culture.

### **2. Inclusive strategies and policies**

Level – Developing

The organisation's workforce strategies and policies include equality considerations and objectives. New and major changes are assessed via the IIA. Some Achieving criteria are met, such as having set of policies and practices to enhance workforce equality and diversity including equal pay, flexible working and family friendly policies, harassment and

bullying incidents being monitored and analysed and staff led equality networks have been established. There is also ongoing work to develop recognised steps for reasonable adjustments and improvements to process to report bullying and harassment. It was noted where it is necessary to implement positive action into policies and processes specific project support may be required, this may be around recruitment, training and policy changes.

### **3. Collecting, analysing, and publishing workforce data**

Level – Developing

Work is underway to improve data gathering relating to HR processes in an employee's lifecycle (such as recruitment, onboarding, training, grievances, and leavers) although a specific resource to support this would be required to inform where change and positive action is needed. A review of job advertisements, job design and interview processes will be undertaken to assess whether they are inclusive. Training and setting performance metrics will be implemented to measure effectiveness. Additional resource is required to increase capacity to be able to provide improved accurate workforce data recording and reporting with regular access for HR and managers.

### **4. Learning, development, and progression**

Level – Developing

Assessments of the training, learning and development needs of members and officers, in order that they understand their equality duties and take action to deliver equality outcomes, is inconsistent. An assessment is being undertaken as to what equality-related training, learning or development is required in the organisation. There is currently no easy way of knowing if course advertisement is reaching all staff and this needs to be investigated, also there is currently no specific support for the progression of under-represented groups but this is an area being looked at. There is also an opportunity to look at ways of improving appraisals to have more focus on equality and diversity. Additionally, a review of exit interview data is being completed to understand changes in the workforce profile and identify trends affecting career progression that are linked to equality. For the organisation to progress to the Achieving category, a learning management system that supports a talent management approach, tracks training and supports career progression is required as this would feed into the above analysis. Additionally, recruitment of a project support officer would assist with the development of career pathways and performance framework, also linked to behaviours framework (as per the Workforce diversity and inclusion category above).

### **5. Health and wellbeing**

Level – Developing

The organisation has begun to consider how EDI issues are linked to employee health and wellbeing. Alignment of wellbeing coordinator and absence management has commenced so that wellbeing initiatives are driven by the needs of the workforce and introduction of hybrid working to enhance flexible working. An Employee Assistance Program is available. Training has been secured for staff development relating to wellbeing. Work that needs to progress in all areas is related to promotion of a positive health and wellbeing culture throughout all levels and areas of the organisation, linked to values, behaviours, flexible working, and wellbeing champions. The above evidence illustrates that the organisation has assessed all aspects of the working environment to ensure the health and safety needs of all its employees are met

including around COVID-19. A range of inclusive mechanisms are in place to engage and involve staff. The organisation has considered working arrangements and patterns in the light of the COVID pandemic. Resource to work with wellbeing champions is required to improve staff wellbeing across all services with an EDI lens and evaluate the impact of current initiatives on wellbeing and absence levels.





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# Agenda Item 10



Portsmouth  
CITY COUNCIL

<b>Title of meeting:</b>	Cabinet and Full Council
<b>Date of meeting:</b>	3 October 2023 & 17 October 2023
<b>Subject:</b>	Tipner West & Horsea Island East Regeneration
<b>Report by:</b>	Tom Southall, Assistant Director Regeneration - Property and Investment
<b>Wards affected:</b>	All
<b>Key decision:</b>	Yes
<b>Full Council decision:</b>	Yes

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## 1. Purpose of report

- 1.1. The report seeks approval of a revised set of principles to use as a strategic brief to bring forward a scheme for development on Tipner West and Horsea Island East. It includes an overarching project objective which will be used as part of the planning consent process to set out what the council aims to achieve.
- 1.2. The report provides members with information on the sifting process to shortlist future development options for Tipner West and Horsea Island East and summarises thumbnail options to be developed further.

## 2. Recommendations

- 2.1. Cabinet recommends to Full Council:
  - a) To note the content of this report.
  - b) Consider and endorse the revised principles advanced by the cross-party steering group set out in **Appendix A** as a strategic brief to bring forward a scheme for development on Tipner West and Horsea Island East.
  - c) Note the single overarching project objective in **Appendix B** that provides a high-level vision of what the Council is seeking to achieve.
  - d) Note the masterplan options sifting process and regulatory engagement that is underway to create a shortlist of viable development options.
  - e) Note the thumbnail options in **Appendix C**, which are to be worked up and sifted leading to a preferred masterplan option for the area known as Tipner West and Horsea Island East to be subsequently developed.
  - f) Notes the proposed programme for progressing the project in **Appendix D**

### 3. Reasons for Recommendations

- 3.1. Members of all parties have agreed to work together to meet the commitments of the City Deal<sup>1</sup>, between government, local businesses and leaders from Southampton, Portsmouth and Hampshire councils and the Solent Local Enterprise Partnership, as signed on 12 November 2013.
- 3.2. The programme plan is set out in **Appendix D**. The current programme plan suggests a Spring 2024 public consultation on a masterplan. Following this, a recommendation to approve the masterplan to form the basis of the planning and consent process, and the forthcoming submission of the Transport and Works Act Order (TWAO) will be put forward to Full Council in July 2024. The programme plan anticipates that we would make the planning application shortly after this full council decision.
- 3.3. Members have previously agreed to mitigate the impact of further delays to determining a scheme to promote at Tipner West and Horsea Island East noting that delay results in additional and abortive costs to the Council due to an increase in external consultancy fees and expired site surveys needing to be re-done. It is anticipated that programme will incur a minimum of £158k in additional costs for every month that it's delayed.
- 3.4. In line with previous advice to members, when the existing principles were adopted in October 2022, the report set out the significant implications for the Council's finances, if councillors are unable to agree the amended principles as proposed. Should this position arise and ultimately the project reach a point where it cannot progress then it is likely that the terms of the City Deal will not be met and the Council could face the significant financial burden of having to pay back the City Deal funds. This would be repayable in a single year (i.e. the point at which it becomes clear that a scheme that does not meet the terms and conditions of the agreement will not be met). Should this be the case the £23.5m of project expenditure to date would need to be funded from savings yet unidentified in the Council's budget which would have a significant impact on the future delivery of Council Services.
- 3.5. Additionally, any delay will have a detrimental impact on the Portsmouth Local Plan (PLP) timetable. Specifically, any delay to finalising the strategic site policy for Tipner West and Horsea Island East (in line with the revised principles), will push back the Regulation 19 pre-submission consultation (currently scheduled for May/June 2024) and submission for examination, thereafter.
- 3.6. It is important to note that we are progressing the PLP at a time of national change, with the Levelling Up & Regeneration Bill moving through parliament. We need to submit the PLP before a new system comes into force, otherwise there will be abortive costs (to be met from Council funds) because the plan-making process would need to start again, at the beginning of the new process. It is worth noting that the Government is offering significant incentives to get new Local Plans in place as soon as possible. For example, once new Local Plans are adopted, there will not be a

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<sup>1</sup> [City Deal: Southampton and Portsmouth - GOV.UK \(www.gov.uk\)](https://www.gov.uk/city-deal-southampton-and-portsmouth)

requirement to prove a five-year housing land supply for five years and a Housing Delivery Test Action Plan will not need to be carried out.

#### **4. Background**

- 4.1. On 11 October 2022 a report<sup>2</sup> was taken to Full Council which set out background to the evolution of development proposals at Tipner West and Horsea Island East.
- 4.2. The report noted that numerous development options had been explored, including 'Significant Land Reclamation' (then referred to as Option A), 'Moderate Land Reclamation' (then referred to as Option B), 'Existing Land Mass' (then referred to as Option C) and 'Do Minimum' (then referred to as Option D), all of which had been of value to test the viability of delivery, the spatial design of the site, and to build knowledge of the capabilities of the site.
- 4.3. Full council noted the financial implications of all options, and agreed to aim to deliver an affordable option on Tipner West and Horsea Island East preserving the current delivery of council services and limiting the residual financial burden (i.e., after all realistic attempts to attract further funding), and to consider combining elements of the options.
- 4.4. Full council approved the following guiding principles in October 2022 to bring forward a scheme for development on Tipner West and Horsea Island East:
  1. Rules out the 'Significant Land Reclamation' Option (Option A) - original 'Lennox Point' masterplan.
  2. Rules out 'Do Minimum' Option (Option D)
  3. Prioritise the protection of the land south of firing range.
  4. Provide a minimum of 1,250 homes which maximises affordable housing & 58,000 sqm of employment space. (Minimum affordable housing at 30%)
  5. Satisfies the terms of the City Deal
  6. Satisfies the requirements of the regulatory bodies including Natural England and the Environment Agency
  7. Maximises local job creation.
  8. Minimises costs and impact on City Council finances & services to the public.
  9. Minimises land reclamation to meet the principles listed above and provide bio-diversity net gain of 10% as a minimum.
- 4.5. The (then) Director of Regeneration on behalf of PCC as the promoter of the site, was given authority to work up an associated planning application and business case, noting that further funding opportunities for any option can only realistically be explored following their approval.
- 4.6. Full Council approved the continuation of a cross-party working group to help inform and respond to proposals presented by the promotor team.

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<sup>2</sup> [Agenda for Full Council on Tuesday, 11th October, 2022, 2.00 pm Portsmouth City Council](#)

- 4.7. Following these resolutions, the promoter team appointed a new architect to take forward a nature-first approach to delivering the development proposals. Additionally, a new strategic ecologist and heritage architect were appointed to ensure that ecology and heritage matters are fully considered and responded to in the development of future options.
- 4.8. The project team spent the first half of 2023 preparing and testing options, in conjunction with the cross-party steering group, to provide a set of options that addressed the nine principles in various forms. From eleven options presented to the Cross-Party Steering Group on 30 May 2023, a reduced number of options is now available to consider further.
- 4.9. The full eleven options and the work that led to these was the focus of detailed engagement with the Local Planning Authority (LPA) as regulator to any proposed planning application and the Regulatory Panel, to help ensure alignment with the emerging local plan and that a deliverable scheme was developed.
- 4.10. This significant pre-application engagement with the LPA, and enhanced engagement with the Regulatory Panel, fed into the development and consultation on options for development of Tipner West and Horsea Island East. Chaired by the LPA, the Regulatory Panel includes members from both statutory and non-statutory consultees, including the statutory agencies of the Environment Agency (EA), Natural England, the Marine Management Organisation and Historic England, as well as the non-statutory nature conservation bodies of the Royal Society for the Protection of Birds (RSPB) and the Hampshire and Isle of Wight Wildlife Trust (HIWWT).
- 4.11. This engagement brought huge value in ensuring alignment to the emerging Local Plan, and to the process used to assess options for the site. Key issues were explored, including the development potential of Horsea Island East and how the internationally designated sites, known as the Special Protection Areas and Ramsar sites (marine and terrestrial), should be treated. This has led to three key results, outlined below.

## 5. Clarification of the Principles

- 5.1. The above process highlighted some inherent conflicts in the way in which certain elements of the nine principles agreed by Full Council in October 2022 could be interpreted. As a result, it was decided that there was a need to clarify the nine principles to ensure that they were clear, logical, sound, and reasonable without any ambiguity: and to ensure the optimum environmental outcome, whilst meeting the development requirements set out therein.
- 5.2. The principles were clarified during July and August 2023, in a collective process involving the promoter team (internal and external consultants), the LPA and the Regulatory Panel to enable their use in a robust manner without ambiguity, whilst seeking not to change the spirit of the 11 October 2022 decision. The result is a set of seven revised principles, see **Appendix A**. Two of the original principles were not required, as the development options they applied to are not viable options.

- 5.3. The other principles were refined and reordered to provide some structure to the seven principles. As can be seen in **Appendix A**, the first two principles focus on the nature first intent, the next two set out the development proposals that form the brief, followed by a requirement to minimise costs and impact on City Council finances and services to the public (which was unchanged), before a principle setting out the form of working arrangements that the Council wanted to see with key stakeholders; the final principle categorically notes the Council's desire to minimise any land reclamation.
- 5.4. All members will be aware that the need to revise these principles, and that the revised principles, have been discussed, debated, and agreed by the Cross-Party Steering Group.
- 5.5. **Appendix A** sets out the new principles and the rationale behind each and makes cross reference to the original nine principles.

## 6. Definition of the 'Overarching Project Objective'

- 6.1. The principles provide a set of core guidance for the promoter team and the LPA to develop options for the site. These options and any alternatives need to be tested within a Habitats Regulations Assessment (under the procedures set out within the Conservation of Habitats and Species Regulations 2017 (as amended) (the Habitats Regulations) ('the 2017 Regulations').
- 6.2. Given the impacts of the project (for example dredging) on a 'European site(s)'<sup>3</sup>, one of the legal tests that any project proposal will need to pass to qualify for consenting, is a consideration of alternative solutions. The purpose of this specific test is to determine whether there are any other feasible ways to deliver the overall objective of the project, which will be less damaging to the integrity of the European site(s) affected. Guidance makes it clear that any alternative must meet the original objective of the proposal<sup>4</sup>.
- 6.3. Any alternative solutions to delivering the project's objective(s), need to be assessed to ensure they deliver on the objective(s), are financially, legally, and technically feasible, and whether any alternative solution could have less impact to the SPA/Ramsar. As such, an 'Overarching Project Objective' is required for the project to be able to test alternatives and options against. This needs to be clear and able to be used to test all options. The Overarching Project Objective is in **Appendix B**.

## 7. Expansion and sifting of options.

- 7.1. The engagement with the LPA and Regulatory Panel <sup>5</sup>, and the Cross-Party Steering Group, has led to requests for additional options to be tested. In summer 2023, the original eleven options increased to thirteen. The LPA then suggested sifting the

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<sup>3</sup> As defined in regulation 8 of the 2017 Regulations.

<sup>4</sup> <https://www.gov.uk/guidance/habitats-regulations-assessments-protecting-a-european-site>

<sup>5</sup> Meetings held on 15 August 2023 and 14 September 2023

thirteen down to six, which includes three of the four options originally put to the Cross-Party Steering Group in May 2023.

- 7.2. Those six options have since been through a granular sifting process by the promoter team, in conjunction with input from the Regulatory Panel on the sifting criteria and the assessments, with the LPA taking a view on the assessment of the options. Some further iterations of the shortlist have been generated to ensure that all options are considered. In addition, a 'component element' approach has been adopted, whereby discrete 'component elements' within each option has been identified, to allow the potential for one or more new option(s) comprised of different component elements to be considered. This is good practice in spatial masterplanning, as it helps to identify component elements which have greatest stakeholder support; identify those elements which have greater sensitivity, and the nature of that sensitivity: and helps to negate the scenario of developing & evaluating multiple masterplan options with minor variations, which would be costly and time-consuming.
- 7.3. It is highly likely that by the time the full council meets this ongoing iterative sifting process will have further progressed; a verbal update will set out the progress and direction of travel. Thumbnails of the current final set of options under consideration are in **Appendix C**.

## **8. Integrated impact assessment**

- 8.1. As part of the master planning and public consultation work, a full integrated impact assessment will be undertaken and will form part of the planning application.

## **9. Legal implications.**

- 9.1. The recommendation made in this report to approve the principles set out in Appendix A falls within the definition of a 'key decision' and is therefore reserved to the Cabinet. The Cabinet may refer the report to the Full Council for noting and may seek the Full Council's endorsement (as guidance to the Cabinet) of the principles at Appendix A.
- 9.2. Any development option at the Tipner West and Horsea Island East site taken forward must be in line with the relevant conditions of the City Deal Grant and the proposed revised principles include that requirement.
- 9.3. As referred to in the main body of the report, the principles and the overarching objective have a crucial role for Tipner West and Horsea Island East scheme in terms of undertaking masterplan optioneering and completing relevant assessments.
- 9.4. One of the key assessments that will be required is an 'appropriate assessment' (also known as a 'Habitat Regulations Assessment') pursuant to Regulation 63 of the Conservation of Species and Habitats Regulations 2017 ("the 2017 Regulations") to establish whether the proposed development is "likely to have a significant effect" on the conservation area within the Tipner West and Horsea Island East site, on the basis that the Portsmouth Harbour Special Protection Area is a 'European site' and a 'European marine site' under the 2017 Regulations.



- 9.5. A plan or project which is likely to have a significant effect on a European site can only proceed if the appropriate assessment ascertains that the plan or project will not adversely affect the integrity of the European site.
- 9.6. Once an appropriate assessment has been undertaken, and the conclusion of the assessment indicates that the proposed scheme will have adverse effects or there is uncertainty over its effects, it can only be granted consent if certain derogation requirements under article 6(4) of the Habitats Directive 92/43/EEC (which is transposed by the 2017 Regulations) apply. The first one requires that there must be no feasible alternative solutions to the scheme which are less damaging to affected European sites. As stated at paragraph 6 of the report, any alternative must meet the original objective of the proposal. Therefore, is a need for a designated overarching objective which will clearly state the core aims of the Tipner West and Horsea Island scheme to ensure the assessment of alternatives is completed in a satisfactory and robust manner.
- 9.7. Having an overarching objective is also important in relation to satisfying Environmental Impact Assessment (EIA) requirements. For instance, there is a requirement in the Transport and Works (Applications and Objections Procedure) (England and Wales) Rules 2006 at Rule 11(1)(d) to submit an environmental statement with the relevant application to include a “*description of reasonable alternatives studied by the applicant*”. In addition, Rule 11(1)(f) requires the provision of “*any additional information specified in Schedule 1 relevant to the specific characteristics of the proposed works...*”. Schedule 1 paragraph 2 refers to the reasonable alternatives and proceeds to require an environmental statement to include “*an indication of the main reasons for selecting the chosen option, including a comparison of the environmental effects*”.
- 9.8. Therefore, without an overarching objective, there may be uncertainty around the process for identifying and assessing the “reasonable alternatives” (and final proposal for the scheme).
- 9.9. The principles set out in Appendix A do not have the same legal 'status' as the project objectives from the perspective of Habitat Regulations Assessment and EIA requirements and therefore the legal framework and tests outlined above do not apply to them in the same manner. However, they do have an important role in terms of guiding the scheme development to ensure that the overarching objective is satisfied. The principles should therefore also form part of the assessment process, and similarly to the overarching objective, need to be clear, logical, sound and reasonable in the circumstances.
- 9.10. Considering the importance of the principles and the overarching objective in the process of optioneering and completing relevant assessments, a legal opinion on them will be sought from leading counsel to provide a good level of certainty around the approach the Council is adopting to optioneering and assessment processes.



## 10. Director of Finance's comments

- 10.1. At this stage the thumbnail options presented in Appendix C are an indication of the of the alternative developments for the scheme but will continue to go through a process of significant revision and adjustment. As a consequence, detailed financial evaluations of the thumbnail options are not yet capable of being completed.
- 10.2. The potential costs, risks and residual financial burden on the Council associated with the final shortlist of development options for Tipner West will need to be assessed in due course.
- 10.3. Whilst there remains significant refinement and adjustment to be completed to each of the options, early estimates suggest that Option 11c (as currently configured) is likely to result in the lowest residual funding gap at c. £50m.
- 10.4. It is not legal to borrow for any residual funding gap unless the Council can demonstrate that, inter alia, it can afford to repay that borrowing over the period of the borrowing. The ability to borrow is regulated by the Prudential Code (recently revised in December 2021 with stricter requirements to demonstrate Prudence than previously required). To establish the vires for borrowing the Council has to demonstrate that any borrowing can pass the test of being Prudent, Affordable and Sustainable, where:
- Prudent relates to "primary purpose" (i.e., a primary duty or responsibility of a Local Authority), risk and value for money.
  - Affordable and Sustainable relates to the confidence that the Council can meet the borrowing costs over the long term and thus continue to provide Council Services on a sustainable basis.
- 10.5. Given the challenged financial environment and the level of uncertainty regarding inflation, cost pressures (mainly in care and housing services), interest rates and funding reform, demonstrating that additional borrowing is affordable over the long term cannot be demonstrated to be prudent unless the returns (savings or income) arising directly from the investment funded by borrowing exceeds the borrowing costs themselves.
- 10.6. If the shortlist of development options contains residual funding gaps these would need to be provided from Council funds (capital or revenue) which could lead to significant financial deficits that would fall on the Council's Revenue Budget with consequent implications to the future delivery of Council Services. The implications were described in detail in the 13/09/22 Full Council Report.
- 10.7. To "minimise costs and impact on City Council finances & services to the public" it is clear that as part of the further refinement and adjustment of options, the Council will need to design a scheme that:
- i) Maximises the opportunity for additional external funding



- ii) Optimises the revenues that can be generated from the scheme through the sale of serviced land parcels
- iii) Continues to value engineer costs whilst seeking to maintain the proposed principles set out in the recommendations of this paper

10.8. To obtain greater clarity over the likely viability of any scheme and have a "reasonable expectation" that any "residual funding gap" is capable of being closed, it is expected that Homes England would be the most likely funder of sufficient scale.

10.9. Alternatively, or additionally, other external funders and / or modifications to the scheme may need to be identified which also have a "reasonable expectation" of both delivery and addressing any residual funding gap.

10.10. If further funding is required the Director of Regeneration and the S151 officer will actively be engaged in bidding, to reduce any future pressures on the Council Capital programme.

10.11. In terms of expenditure to date, at present £23.5m has been spent in the delivery of the Tipner West Development over the past 7 years. Some of this expenditure would have been necessary for any development scheme, but some of which will become out of date should an agreed scheme not progress. To date, all costs have been funded from the City Deal Grant however, costs that cannot be directly attributed to the final development scheme (aside from a reasonable level of options appraisal) will not be capable of being funded from the City Deal Grant (i.e. abortive) and will need to be met from Council funds. Costs which become abortive would include, costs of master planning discounted options past the options appraisal stage, time expired surveys etc.

10.12. Should the revised principles set out in this report not be agreed and the project be unable to progress then it is likely that the terms of the City Deal will not be met and the Council could face the significant financial burden of having to pay back the City Deal funds in a single year (i.e. the point at which it becomes clear that a scheme that does not meet the terms and conditions of the agreement will not be met). If this situation arises the £23.5m of project expenditure to date would need to be funded from savings as yet unidentified in the Council's budget which would have a significant impact on the future delivery of Council Services.

10.13. To guard against significant further costs becoming abortive due to surveys becoming time expired and needing to be refreshed, it is important that progress can continue to avoid this occurring whilst working towards the planning application submission.

Signed by

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**Appendices:**

- Appendix A - The proposed revised principles
- Appendix B - Overarching project objective
- Appendix C - Thumbnail options for development
- Appendix D - Proposed programme

**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
Full Council 11 <sup>th</sup> October 2022	PCC website

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

.....  
Signed by:

**Appendix A - The Proposed Revised Principles**

Principles 11 October 2022 - Agreed at Full Council Meeting	Principles 15 August 2023 - Presented to Regulatory Panel	Principles 23 August 2023 - Presented to Cross-Party Steering Group	Rationale for changes	Previous Principles Reference
<p>1. Rules out the 'Significant Land Reclamation' Option (Option A) - original 'Lennox Point' masterplan.</p>	<p>1. Achieve the Conservation Objectives of the SPA/Ramsar Sites in regard to their bird populations (both within Portsmouth Harbour and on land south of the Firing Range) in line with the procedures set out within the Conservation of Habitats and Species Regulations 2017 (as amended) (The Habitats Regulations) (HRA).</p>	<p>1. Develop options that have regard to the Conservation Objectives of the SPA/Ramsar Sites in respect of their bird populations and other qualifying features, subject to the procedures set out within the Conservation of Habitats and Species Regulations 2017 (as amended) (The Habitats Regulations).</p>	<p>Ongoing discussions with the statutory and non-statutory nature conservation bodies have clarified that all SPA/Ramsar - both terrestrial and marine - should be treated equally, and direct loss avoided where possible and at worst minimised. This is in accordance with the procedures set out by the Habitats Regulations. Therefore at Tipner West the terrestrial SPA/Ramsar (e.g. land south of the firing range) should be treated equally to any marine SPA (e.g. Portsmouth Harbour), and in line with the Habitats Regulations which state that impacts to any SPA/Ramsar should be avoided; or, if there is no viable alternative, impact should be minimised in meeting the project's stated principles/ objectives (the latter being defined terms by the HRA).</p> <p>Removing reference to areas of the SPA (e.g., the land south of the firing range) and instead focussing on the Conservation Objectives provides flexibility to the project but does not pre-judge the outcome of the Habitats Regulations Assessment (HRA) process.</p> <p>The Conservation Objectives for Portsmouth Harbour SPA are to ensure that the integrity of the site is maintained or restored as appropriate, and ensure that the site contributes to achieving the aims of the Wild Birds Directive, by maintaining or restoring:</p>	<p>3, 6 and 9</p>

Principles 11 October 2022 - Agreed at Full Council Meeting	Principles 15 August 2023 - Presented to Regulatory Panel	Principles 23 August 2023 - Presented to Cross-Party Steering Group	Rationale for changes	Previous Principles Reference
			<ul style="list-style-type: none"> <li>• The extent and distribution of the habitats of the qualifying features</li> <li>• The structure and function of the habitats of the qualifying features</li> <li>• The supporting processes on which the habitats of the qualifying features rely.</li> <li>• The population of each of the qualifying features, and</li> <li>• The distribution of the qualifying features within the site.</li> </ul> <p>The qualifying features are:</p> <ul style="list-style-type: none"> <li>• <i>Branta bernicla bernicla</i>; Dark-bellied brent goose (non-breeding)</li> <li>• <i>Mergus serrator</i>; Red-breasted merganser (non-breeding)</li> <li>• <i>Calidris alpina alpina</i>; Dunlin (Non-breeding)</li> <li>• <i>Limosa limosa islandica</i>; Black-tailed godwit (Non-breeding)</li> </ul> <p>The Portsmouth Harbour Ramsar Site is described as “a large, industrialized estuary consisting of a saltmarsh, vast expanses of mudflats, and tidal creeks on the south coast. The mudflats, supporting extensive beds of eelgrass, green algae, and sea lettuce, provide feeding grounds for internationally important numbers of wintering Dark-bellied Brent Geese. A unique and high-quality flora and fauna occur at the site. Nationally important numbers of Gray Plover, dunlin, and Black-tailed Godwit are supported.</p>	

Principles 11 October 2022 - Agreed at Full Council Meeting	Principles 15 August 2023 - Presented to Regulatory Panel	Principles 23 August 2023 - Presented to Cross-Party Steering Group	Rationale for changes	Previous Principles Reference
			<p>Set in an urban area, there is a major port facility, and large-scale military activities occur at the site”. Ramsar site no. 720.</p> <p>The key designation criteria for the Ramsar site are:</p> <ul style="list-style-type: none"> <li>• Beds of eelgrass <i>Zostera angustifolia</i> and <i>Zostera noltei</i> of the intertidal mudflats. High numbers of the mud-snail <i>Hydrobia ulvaei</i>. Common cord-grass <i>Spartina anglica</i> dominates large areas of the saltmarsh and there are also extensive areas of green algae <i>Enteromorpha</i> spp. And sea lettuce <i>Ulva lactuca</i>. More locally the saltmarsh is dominated by sea purslane <i>Halimione portulacoides</i> which gradates to more varied communities at the higher shore levels. The site also includes a number of saline lagoons hosting nationally important species.</li> <li>• Over wintering numbers of Dark-bellied brent goose, <i>Branta bernicla bernicla</i> occurring at levels of international importance.</li> </ul>	

Principles 11 October 2022 - Agreed at Full Council Meeting	Principles 15 August 2023 - Presented to Regulatory Panel	Principles 23 August 2023 - Presented to Cross-Party Steering Group	Rationale for changes	Previous Principles Reference
<p>2. Rules out 'Do Minimum' Option (Option D)</p>	<p>2. Bring forward a scheme that contributes to Greening of the City, in line with the City Vision 2040, making space for biodiversity and wildlife with a minimum 10% biodiversity net gain preferably onsite or, to the extent not possible, offsite in line the Environment Act 2021.</p>	<p>2. Deliver nature-focused place-making to contribute to Greening of the City, in line with the City Vision 2040, which achieves more than the statutory biodiversity requirement.</p>	<p>Members are keen to develop a scheme focused around nature, and which ties back to the principles within the City Vision 2040 and the emerging Local Plan.</p> <p>The Environment Act 2021 will shortly require a minimum of 10% Biodiversity Net Gain on or off-site, but PCC would like to be more ambitious with regard to this scheme and provide a percentage uplift on this.</p>	<p>9</p>

Principles 11 October 2022 - Agreed at Full Council Meeting	Principles 15 August 2023 - Presented to Regulatory Panel	Principles 23 August 2023 - Presented to Cross-Party Steering Group	Rationale for changes	Previous Principles Reference
<p>3. Prioritise the protection of the land south of firing range</p>	<p>3. Provide a minimum of 814 homes and maximum of 1,250 homes &amp; a minimum of 58,000 sqm of marine focussed employment space (Minimum affordable housing at 30%) alongside enabling infrastructure to satisfy the terms of City Deal</p>	<p>3. Provide a minimum of 814 homes and maximum of 1,250 homes &amp; a minimum of 58,000 sqm of marine focussed employment space (Minimum affordable housing at 30%) alongside enabling infrastructure to satisfy the terms of City Deal</p>	<p>The City Deal sought a total number of homes in the Tipner/Horsea Island/Port Solent Area (2,370). Based on the proposed Local Plan allocation at Port Solent and the increased delivery at Tipner East there is, arguably, only 814 homes left to deliver to meet the terms of the 'Deal' at Tipner West (TW) and Horsea Island East (HIE).</p> <p>1,250 was the combined figure in the diagram accompanying the City Deal for HIE and TW. Whilst Members suggest a minimum of 1,250 homes, it is the view that this needs to be altered to a maximum figure in order to define a scope of the HRA work and allow a boundary to the Local Plan allocation to be agreed.</p> <p>The affordable housing % remains the same, but reference to 'maximising affordable housing' is removed as this could imply provision of 100% affordable housing, which would make the scheme financially non-viable and deviate from the scheme's original principles of a new community of mixed housing provision.</p> <p>The quantum of employment floorspace remains constant. It is proposed that this is focussed on marine employment to reflect the spirit of the Council resolution, City Deal and market demand. Enabling infrastructure refers to key city infrastructure, such as the proposed bridge link to Horsea Island, and other necessary infrastructure to deliver the proposals.</p>	<p>4 &amp; 5</p>



Principles 11 October 2022 - Agreed at Full Council Meeting	Principles 15 August 2023 - Presented to Regulatory Panel	Principles 23 August 2023 - Presented to Cross-Party Steering Group	Rationale for changes	Previous Principles Reference
4. Provide a minimum of 1,250 homes which maximises affordable housing & 58,000 sqm of employment space. (Minimum affordable housing at 30%)	4. Maximise local job creation	4. Maximise local job creation.	This principle remains unchanged.	7
5. Satisfies the terms of city deal	5. Minimise costs and impact on City Council finances & services to the public.	5. Minimise costs and impact on City Council finances & services to the public.	This principle remains unchanged.	8

Principles 11 October 2022 - Agreed at Full Council Meeting	Principles 15 August 2023 - Presented to Regulatory Panel	Principles 23 August 2023 - Presented to Cross-Party Steering Group	Rationale for changes	Previous Principles Reference
6. Satisfies the requirements of the regulatory bodies including Natural England and the Environment Agency	6. Seek to continue to work in partnership with Royal Society for the Protection of Bird (RSPB), Hampshire & Isle of Wight Wildlife Trust (HIWWT), Ministry of Defence and Historic England to develop proposals that are capable of satisfying the regulatory requirements of Natural England (NE), the Marine Management Organisation (MMO) and the Environment Agency (EA)	6. Seek to continue to work in partnership with Royal Society for the Protection of Bird (RSPB), Hampshire & Isle of Wight Wildlife Trust (HIWWT), Ministry of Defence and Historic England to develop proposals that are capable of satisfying the regulatory requirements of Natural England (NE), the Marine Management Organisation (MMO) and the Environment Agency (EA)	This reflects the collaborative and inclusive manner of working to develop a scheme for Tipner West, whilst recognising the regulatory roles of NE, MMO and the EA in the consenting process.	6

Principles 11 October 2022 - Agreed at Full Council Meeting	Principles 15 August 2023 - Presented to Regulatory Panel	Principles 23 August 2023 - Presented to Cross-Party Steering Group	Rationale for changes	Previous Principles Reference
7. Maximises local job creation	7. Minimise land reclamation to meet the principles listed above.	7. Minimise land reclamation to meet the principles listed above.	This principle remains unchanged.	9
8. Minimises costs and impact on City Council finances & services to the public				
9. Minimises land reclamation to meet the principles listed above and provide bio-diversity net gain of a minimum of 10%				









## Appendix B - Overarching Project Objective

Required to enable alternative options to be robustly assessed through the Habitats Regulations Assessment under the Conservation of Habitats and Species Regulations 2017 and to comply with the Town and Country Planning (Environmental Impact Assessment (EIA)) Regulations 2017, the Transport and Works Act 1992 and the Transport and Works (Applications and Objections Procedure) (England and Wales) Rules 2006.

***"To deliver sustainable growth in the Solent economy by providing (a) a marine employment cluster comprising 58,000 sqm of employment floorspace (b) between 814 and 1,250 homes to support the growth in marine employment and (c) critical infrastructure including flood defences. This will be done through nature-focused place-making and will achieve more than the statutory biodiversity requirements."***

**Appendix C - Thumbnail options for development**

1(A)	4	6	9 (B)	11 (c)	13
					
<ul style="list-style-type: none"> <li>- 58,000 sqm of marine employment split</li> <li>- 815 Homes</li> <li>- Listed buildings retained but not accessible</li> <li>- Terrestrial SPA/Ramsar retained</li> <li>- Compensation off-site</li> </ul>	<ul style="list-style-type: none"> <li>- 58,000 sqm of marine employment split</li> <li>- minor reclamation for employment to provide working quayside to east of Tipner Point re-instated as required for employment</li> <li>- 815 Homes</li> <li>- Public access to listed buildings</li> <li>- Terrestrial SPA/Ramsar retained</li> <li>- Compensation off-site</li> </ul>	<ul style="list-style-type: none"> <li>- 58,000 sqm of marine employment on one site</li> <li>- minor reclamation for employment to provide working quayside to east of Tipner Point re-instated as required for employment</li> <li>- 1,142 Homes</li> <li>- substantial reclamation c14ha for homes (in ecologically sensitive north bay)</li> <li>- Public access to listed buildings</li> <li>- Terrestrial SPA/Ramsar retained</li> <li>- Open space at HIE</li> <li>- Compensation off-site</li> </ul>	<ul style="list-style-type: none"> <li>- 58,000 sqm of marine employment on one site</li> <li>- minor reclamation for employment to provide working quayside to east and west of Tipner Point as required for employment</li> <li>- 815 Homes</li> <li>- Public access to listed buildings</li> <li>- Terrestrial SPA/Ramsar developed for residential use</li> <li>- Compensation at HIE (circa 25% / 7Ha) and remainder off-site</li> </ul> <p>This provides the opportunity to investigate reclamation for development of terrestrial elements of the SPA / Ramsar.</p>	<ul style="list-style-type: none"> <li>- 58,000 sqm of marine employment on one site</li> <li>- minor reclamation for employment to provide working quayside to east and west of Tipner Point as required for employment</li> <li>- 1,142 Homes</li> <li>- medium amount of reclamation circa 4.5ha for homes</li> <li>- Public access to listed buildings</li> <li>- Terrestrial SPA/Ramsar developed for residential use</li> <li>- Compensation at HIE (circa 25% / 7Ha) and remainder off-site</li> </ul> <p>This provides the opportunity to investigate reclamation for development of terrestrial elements of the SPA / Ramsar along with marine reclamation.</p>	<ul style="list-style-type: none"> <li>- 58,000 sqm of marine employment on one site</li> <li>- minor reclamation for employment to provide working quayside to east and west of Tipner Point as required for employment</li> <li>- 870 Homes</li> <li>- medium amount of reclamation circa 4.5ha for homes</li> <li>- Public access to listed buildings</li> <li>- Terrestrial SPA/Ramsar partially retained with some converted to intertidal</li> <li>- Compensation off-site</li> <li>- HIE allocated for future employment use</li> </ul> <p>This provides the opportunity to investigate partial reclamation for development of terrestrial elements of the SPA / Ramsar along with marine reclamation and some opportunity for conversion of some of the remaining terrestrial SPA / Ramsar to intertidal.</p>

**Rationale for inclusion in stage review**

<p>This recognises the 'Do Minimum' stance put forward by RSPB/HiWWT and should be tested further, bearing in mind the minimised direct impacts to the SPA/Ramsar. Options 2 and 3 - versions of Option 1, so we have simply referenced Option 1.</p> <p>Housing quantum increased to deliver minimum of 815 homes.</p>	<p>Prudent to take this forward with Option 1, as it only has marginal direct reclamation around the marine hub quayside and this might remain capable of support.</p> <p>Housing quantum increased to deliver minimum of 815 homes.</p>	<p>This provides the opportunity to investigate reclamation from the northern bay, whether to the extent shown or variation thereof. Recognising that this would face significant hurdles in HRA terms and the compensation costs, its important to take this forward.</p>	<p>This option keeps open the option for HIE as compensatory habitat for LSFR. The areas of reclamation around the working quay are noted but expect these to be refined as required.</p>	<p>This provides an option showing a reasonable viability position with reclamation to the southwest.</p>	<p>The reclamation in this option would be in an area away from the most populated foraging areas of the northern and southern bays. This would further test the option of westward reclamation whilst providing greater protection for established intertidal foraging habitats in the northern and southern bays. It would deliver 870 homes which it is assumed would overcome the reclamation costs but the LPA awaits the viability assessment work on this option.</p>
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Options assessment shortlisting presented to the Cross-Party Steering Group on 23<sup>rd</sup> August 2023.

Based on current feedback from Members at the Cross-Party Steering Group, we do not believe that options 6 and 13 will be supported by Members.

**Appendix D - Proposed programme**

<b>Date</b>	<b>Forum</b>	<b>Items</b>
<b>3 October 2023</b>	Cabinet	Approval of the revised principles and noting of overarching objective, thumbnail options for development, options assessment/sifting methodology, and next steps
<b>17 October 2023</b>	Full Council	
<b>31 October 2023</b>	Cabinet	Approval of Tipner Strategic Site Policy
<b>1 November 2023</b>	Cross-Party Steering Group	Shortlisted thumbnails and possible masterplan for consultation
<b>14 November 2023</b>	Full Council	Approval of Tipner Strategic Site Policy
<b>28 November 2023</b>	Cabinet	Approval of Tipner Regeneration Project masterplan for consultation
<b>January 2024</b>	Cross-Party Steering Group	Tipner Regeneration Project Update
<b>5 March 2024</b>	Cabinet	Approval of Pre-submission Local Plan
<b>19 March 2024</b>	Full Council	
<b>Spring 2024</b>	Public	Masterplan consultation
<b>Spring 2024</b>	Cross-Party Steering Group	Masterplan consultation results
<b>Spring 2024</b>	Public	Pre-submission (Regulation 19) consultation on Local Plan
<b>June 2024</b>	Cross-Party Steering Group	Tipner Regeneration Project Update
<b>July 2024</b>	Cabinet	Note the outcome of public consultation on the masterplan and approval of the masterplan to form basis of the planning and consenting process, and the forthcoming submission of the Transport and Works Act Order (TWAo) application (in accordance with section 239(2)(a) of the Local Government Act 1972)
<b>July 2024</b>	Full Council	
<b>Summer 2024</b>	Planning Committee and Department for Transport	Submission of planning application and TWAo application for Tipner West and Horsea Island East
<b>Summer 2024</b>	Inspector	Submission of Local Plan for examination
<b>Summer 2024</b>	Cross-Party Steering Group	Tipner Regeneration Project Update
<b>October 2024</b>	Cabinet	Confirmation of submission of the TWAo application (in accordance with section 239(2)(b) of the Local Government Act 1972)
<b>October 2024</b>	Full Council	
<b>2024/25</b>	Public	Examination in public
<b>2024/25</b>	Public	Consultation on major modifications proposed by the Inspector
<b>2025</b>	Public	Adopt new Local Plan
<b>2025/2026</b>	Inspector and Planning Committee	Decisions on Tipner West and Horsea Island East TWAo and planning application



# Agenda Item 11



Portsmouth  
CITY COUNCIL

<b>Title of meeting:</b>	The Cabinet and the Full Council
<b>Date of meeting:</b>	3 October 2023 & 17 October 2023
<b>Subject:</b>	Tipner West & Horsea Island East Regeneration – Preparatory steps for likely planning and consenting processes
<b>Report by:</b>	Kerri Farnsworth, Director of Regeneration (interim)
<b>Wards affected:</b>	All
<b>Key decision:</b>	Yes
<b>Full Council decision:</b>	No

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## 1. Purpose of report

- 1.1 This report provides an update on the progress of the preparatory work necessary for the purposes of the Council, in its capacity as promoter of development, obtaining the relevant planning permission(s) and other consents likely to be required for the Tipner West and Horsea Island East Regeneration (**the Project**).
- 1.2 The report sets out a number of recommendations in terms of progressing the relevant planning and other consenting applications for the Project, including the preparation of the applications and ascertaining all relevant land and interests in land required to deliver the Project.

## 2. Recommendations

The Cabinet is recommended to:

- 2.1 note the update on the progress in respect of the Project of:
  - (i) work being undertaken by the Council (as promoter of the Project) for the purposes of obtaining the necessary planning permission(s) and other consents likely to be required, and
  - (ii) land assembly and land referencing;
- 2.2 on the basis of the Cabinet and Full Council resolutions contained within the contemporaneous report to the Cabinet and the Full Council titled "Tipner West & Horsea Island East Regeneration" for meetings on 08/10/2023 and 17/10/2023 respectively (the Contemporaneous Report), approve the taking by the Council (as



promoter of the Project) of all steps required to progress each aspect of the consenting strategy for the Project. This strategy is likely to require the Council (as promoter of the Project): (1) to make and thereafter promote an application for an order to be made under the Transport and Works Act 1992 (**the TWAO application**), which would include seeking inclusion in the TWA Order of compulsory acquisition powers where necessary, (2) to make and thereafter promote an application(s) for a Marine Licence(s), and (3) to make and thereafter promote an application(s) for a planning permission(s) under the Town and Country Planning Act 1990 (**the TCPA application**). This includes:

- (a) the preparation of all relevant documentation for the above applications and the service of all necessary pre-application statutory notices; and
- (b) seeking and obtaining information in respect of all relevant land and interests in land in relation to the applications referred to in this paragraph 2.2. The intention is to seek and obtain this information by making voluntary 'requests for information' and then, where appropriate, by issuing statutory requisitions for information in connection with interests in land under section 16 of the Local Government (Miscellaneous Provisions) Act 1976;

- 2.3 delegate authority to undertake all steps and actions referred to in paragraph 2.2 above to the Director of Regeneration;
- 2.4 delegate authority to the Director of Regeneration to negotiate and complete agreements for the acquisition of relevant land and interests in land for the delivery of the Project. These negotiations will be in accordance with the Compensation Code and advice will be sought from the City Solicitor, in consultation with the Leader;
- 2.5 delegate authority to the Director of Regeneration to confirm the instruction of / instruct land referencing agents to identify all the third-party land and land interests required to deliver the Project and inform discussions with landowners as a precursor to negotiations to acquire land / interests based on voluntary agreements;
- 2.6 note that Officers may need to seek a future resolution in respect of the Council seeking compulsory purchase powers in relation to the development to be authorised by the TCPA application (as the TWAO application will separately seek authorisation, where required, for compulsory purchase powers in relation to development it relates to) by the Council making a compulsory purchase order under section 226 of the Town and Country Planning Act 1990 (as well as, where necessary, under section 17 of the Housing Act 1985 and sections 239 and 240 of the Highways Act 1980) should the land referencing exercise identify third party land or rights that the Council is unable to purchase by agreement;
- 2.7 note that Officers may need to seek a future resolution to grant the Director of Regeneration and the City Solicitor authority, in accordance with section 122 of the Local Government Act 1972, to declare that any land acquired or held and required

for the delivery of the Project scheme is, where they conclude that it is no longer needed for its present purpose, appropriated for such statutory purpose as necessary to deliver the Project, and to authorise the overriding of such easements, rights, or other adverse matters burdening the land, where that is needed to deliver the scheme, in reliance on section 203 of the Housing and Planning Act 2016; and

- 2.8 note that prior to and after the making of the TWAO application, resolutions of the Full Council under s.239 of the Local Government Act 1972 will be required, following publication of the requisite public notices.

The Cabinet:

- 2.9 recommends to the Full Council to note the content of the report.

### **3. Background**

- 3.1 In response to significant job losses at the Naval Base and the decision to cease naval ship building in the City, Portsmouth and Southampton City Councils signed a joint 'City Deal' with the UK Government in November 2013. The overarching aim of the City Deal was for Southampton and Portsmouth to maximise their economic strengths in the wider Solent area by supporting further growth in the area's maritime, marine and advanced manufacturing sectors, alongside the necessary infrastructure and housing to support that objective.
- 3.2 In Portsmouth, the key sites identified by City Deal were located at Tipner East and West and Horsea Island. The sites were to be unlocked by facilitating land assembly and providing funds to support enabling infrastructure, and by so doing lever in significant private sector investment. Underpinning City Deal was a grant of £48M to Portsmouth City Council to unlock the economic and social potential of Tipner East and West and Horsea Island in accordance with the terms of City Deal, alongside the Council's vision for the area.
- 3.3 As detailed within the Contemporaneous Report, the Council is carrying out detailed investigations into the Masterplan options to meet the terms of the City Deal and achieve its vision for the area. The Contemporaneous Report sets out a full background to the development of the Project and the need for clarification of the principles, as originally adopted by the Council in 2022, that set a strategic brief to the Project. The Contemporaneous Report also explains the need for a single overarching objective for the Project to ensure relevant assessments, including statutory assessments, are carried out robustly. Subject to the clarified principles having been approved, a significant amount of work will be required to advance the Project through further sifting of Masterplan options and to prepare the complex suite of documents to support the TWAO and TCPA applications, including an application for a Marine Licence(s), which are likely to be required for planning and consenting purposes.

- 3.4 Progress to date includes baseline surveys and research into housing and marine employment, which has informed an optioneering exercise which is underway. Inputs have also come from engagement with key stakeholders and conservation bodies, which have further informed the Masterplan optioneering process and the scope of ecological mitigation / compensation work required under The Conservation of Habitats and Species Regulations 2017. Identification of land for habitat compensation/mitigation is an integral part of the optioneering process and will necessitate discussions with landowners – in this context, land referencing work is necessary to ensure the Council can acquire all the relevant land and interests in land required to enable the delivery of the Project.
- 3.5 In parallel with the Masterplan optioneering work, the Council has been conducting early discussions with a number of third-parties whose land or interests in land may be required to deliver the Project. These discussions have been positive and are aimed at securing the relevant land and land interests through voluntary agreement. This work is being informed by the first stage of a Land Referencing exercise to identify all the land required for the Project, and a list of owners of relevant land and interest holders in land. Further landowner engagement will precede the second stage of the Land Referencing exercise involving the service of land requisition notices. The work remains focused on securing all land interests on a voluntary basis via private treaty / agreement, with the Council only intending on seeking relevant compulsory acquisition powers where that has not been possible. Indeed, there must be ‘compelling case in the public interest’ for the Council to be able to be given compulsory acquisition powers and compulsory acquisition is a ‘last resort’. If exercising such powers in due course in connection with the Project, the Council will comply with all relevant legislative and guidance compulsory acquisition requirements.
- 3.6 The Land Referencing work is critical to identifying all the third-party land and land interests required to deliver the Project and inform discussions with landowners as a precursor to negotiations to acquire the relevant land and interests, preferably on a voluntary basis.
- 3.7 The Council (as promoter of the Project) has appointed specialist land referencing agents, who have already undertaken preliminary desktop exercises and plan to informally liaise with relevant landowners and persons with an interest in land relevant to the Project.
- 3.8 The primary source of land referencing data is the Land Registry. However, not all interests are registerable. Referencing data is pulled together from multiple sources, some publicly available some collected by direct contact with interested parties. Usually, land referencing occurs early in the project development process to understand the scale and issues with land acquisition and thereby inform a strategy for acquiring land by agreement. It is likely to be necessary to update or re-refresh the land referencing at a later stage to ensure the information is accurate when implementing the relevant permission(s), powers and consents.

- 3.9 The Council and its advisers are seeking to obtain necessary information in relation to all land interests and rights through voluntary 'requests for information'. The expectation is that as a result the vast majority of land interests will be identified. However, there is no obligation on a recipient to respond to these voluntary requests. Consequently, it may be that the Council (as promoter of the Project) is unable to ascertain all relevant land interests through this method.
- 3.10 For that reason, it may be necessary to issue statutory requisitions to prove that diligent inquiry has been made. These requisitions compel recipients to provide full and accurate details of the information sought. It is an offence to fail to respond to a requisition and the Council (as promoter of the Project) only intends to issue them where it is necessary to do so. The legal basis for issuing statutory requisitions in this context is section 16 of the Local Government (Miscellaneous Provisions) Act 1976.
- 3.11 Delegations to the Director of Regeneration are sought (1) undertake all steps and actions referred to in paragraph 2.2, (2) to negotiate and complete agreements for the acquisition of relevant land and interests in land for the delivery of the Project, and (3) to confirm the instruction of / instruct land referencing agents to identify all the third- party land and land interests required to deliver the Project and inform discussions with landowners as a precursor to negotiations to acquire land / interests based on voluntary agreements.
- 3.12 The Council is making preparatory steps to submit the TWAO application in relation to the Project works, the need for which is explained in the legal comments section below. Within the Project Programme appended to the Contemporaneous Report, it is proposed that the TWAO application will be submitted to the Secretary of State for Transport in summer 2024 and that the TCPA application will be submitted at the same time or shortly afterwards.

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

- 4.1 This report seeks the Cabinet's approval for the advancement of all necessary preparatory steps to make the TWAO application, a marine licence(s) application and the TCPA application in relation to the Project. This includes the preparation of all relevant documentation for the applications and service of any pre-application statutory notices. It also relates to determining all relevant landowners and land interests and, where necessary, negotiating with landowners with a view to completing legal agreements where necessary.
- 4.2 The planning and consenting process is a complex and lengthy process, and the listed preparatory steps need to commence early to ensure the Project Programme for the Project (appended to the Contemporaneous Report) is met and there are no delays to the Project which would be costly (as set out in the Contemporaneous Report).

## 5. Integrated impact assessment

- 5.1 As part of the Masterplanning and public consultation work, a full integrated impact assessment will be undertaken in respect of the Project.

## 6. Legal implications

- 6.1 Expert legal advice has been sought from a reputable law firm in relation to the planning and consenting routes required for the Project. Whilst a consenting strategy for the Project cannot be finalised until a preferred Masterplan option has been identified, a Transport and Works Act Order ("the TWAO") has been identified as the most appropriate consenting mechanism.
- 6.2 Works which—
- i. interfere with rights of navigation in waters within or adjacent to England and Wales, up to the seaward limits of the territorial sea, and
  - ii. are of a description prescribed by order made by the Secretary of State, may be authorised by a TWAO under the Transport Act 1994.
- 6.3 The TWAO application would be accompanied by an application for a planning direction under Section 90(2A) of the Town and Country Planning Act 1990 to give deemed planning permission for the development authorised by the TWAO.
- 6.3 In addition to the TWAO application, other consents will be required, including a marine licence(s) from the Marine Management Organisation which may be required to authorise construction, alteration or improvement, dredging and deposits in the sea relating to the Projects.
- 6.4 The TWAO application process is very likely to include a public inquiry. Therefore, preparatory steps described in this report towards this application need to start early to be completed in time for the application to be submitted in accordance with the Programme appended to the Contemporaneous Report.
- 6.5 A separate planning application(s) to the local planning authority will also be necessary to authorise the development of other components of the Project which may include marine employment buildings and structures and any housing provision. Those components are not covered by the TWAO application and permission must be sought under the Town and Country Planning Act 1990.
- 6.6 As noted in the recommendations section, a separate prior authority from the Full Council will be required in relation to promotion of the TWAO application, pursuant to s.20 (Power to apply for, or object to, orders) of the Transport and Works Act 1992, s.239 (Power to promote or oppose local or personal Bills) of the Local Government Act 1972, and the Council's Constitution (Part 1, Chapter 4).
- 6.7 Section 239(1) of the Local Government Act 1972 (**the LGA 1972**) gives any local authority in England, including the Council as promoter of the Project, the power



to promote 'any local or personal Bill in Parliament', which includes a TWAO. There is a specific procedure that the Council must follow as part of the process leading to a resolution by the Full Council to promote the TWAO, as provided for in section 239(2) of the LGA 1972. This procedure is a two-stage process:

- (i) A resolution must be passed by a majority of the whole of the members of the Council at a meeting. The meeting must be held after notice of the meeting and its purpose has been advertised in one or more local newspapers in the local authority's area, which is in addition to the ordinary notice required for the convening of a meeting of the local authority. There must be 30 clear days' (at least) between the additional notice and the meeting itself (section 239(3) of the LGA 1972). It is intended that this resolution will be put before Full Council in July 2024.
- (ii) The resolution under paragraph (i) above must be confirmed by the majority of the whole of the members of the local authority by a second resolution at a further meeting. The same arrangements for the meeting referred to in the paragraph above must be followed for the meeting to confirm the resolution in terms of the ordinary notice, the additional notice and notice period between the additional notice and the further meeting. The meeting to confirm the resolution must be held as soon as practicable after the expiration of fourteen days from the date that the TWAO application was submitted. The confirmation of this resolution will be put before Full Council after the application has been submitted but before any public inquiry on the TWAO application starts.

6.8 Section 16 of the Local Government (Miscellaneous Provisions) Act 1976 relates to the exercise of a local authority's functions, irrespective of whether the authority is seeking to acquire land compulsorily. This power can be used to require information in the context of a proposed TWAO application on the basis that the promotion of the TWAO is for the purposes of economic development and housing, which are functions of the Council. (Under section 239 of the Local Government Act 1972, a local authority may promote or oppose any local or personal Bill in Parliament. By virtue of section 20 of the Transport and Works Act 1992, any body that has the power to promote or oppose Bills in Parliament has the power to apply for (or object to) a TWAO but subject to the same conditions.) In the context of the TCPA application, the Council may rely on section 16 of the Local Government (Miscellaneous Provisions) Act 1976 for the purposes of carrying out its function of economic development and provision of housing.

6.9 The resolutions sought in this report at paragraphs 2.2 to 2.5 fall within the remit of a 'key decision' as defined in the Council's Constitution and are therefore reserved to the Cabinet. The Cabinet may refer the report to the Full Council for noting.



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

- 7.1 The Tipner West & Horsea Island East Regeneration Cabinet report of 08/09/22 recommended that a further £7.7m was spent to progress design works for the purposes of obtaining the necessary planning applications under the Town and Country Planning Act ('TCPA') and the Transport Works Act 1992 ('TWA'), including an estimate for external legal fees (this assumed a planning submission in Feb 2024). This report was approved by Cabinet and subsequently by Full Council on 13/09/22. This was funded from the City Deal Grant.
- 7.2 Whilst the financial implications of the recommendations contained within this report to progress each aspect of the consenting strategy for the Project cannot be fully determined until a preferred Masterplan option has been identified, a Transport and Works Act Order ("the TWAO") has been identified as the most appropriate consenting mechanism. An estimate for expert legal advice related to the consenting strategy and subsequent support during the TWAO, Marine License(s) and planning permission(s) processes formed part of the £7.7m estimate.
- 7.3 Due to the time taken to fully consult with the LPA and Regulatory Panel the current estimated timeframe for the submission of the planning application is Summer 2024. This is approximately six months later than was reported in the 08/09/22 Cabinet Report, and as a result of this there are likely to be additional costs over and above the approved £7.7m. At present the expenditure to date can be contained within the approved amount, however, if the additional costs cannot be mitigated a request for further funding will need to be made to Cabinet to be funded from the City Deal grant.

.....  
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
Contemporaneous Report to the Cabinet and the Full Council titled: "Tipner West & Horsea Island East Regeneration".	Published with the Agenda for the Cabinet meeting on 08/10/2023 and the Full Council meeting on 17/10/2023.



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

.....  
Signed by:



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# Agenda Item 13



**Title of meeting:** Governance and Audit and Standards Committee  
Cabinet  
City Council

**Date of meeting:** Governance and Audit and Standards Committee 20  
September 2023  
Cabinet 3 October 2023  
City Council 17 October 2023

**Subject:** Treasury Management Outturn Report 2022/23

**Report by:** Director of Finance and Resources (Section 151 Officer)

**Wards affected:** All

**Key decision:** No

**Full Council decision:** Yes

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## 1. Purpose of report

To inform members and the wider community of the Council's treasury management activities in 2022/23 and of the Council's treasury management position as of 31 March 2023.

## 2. Recommendations

It is recommended that the actual prudential and treasury management indicators based on the unaudited accounts, as shown in Appendix B, be noted (an explanation of the prudential and treasury management indicators is contained in Appendix C).

## 3. Background

The Local Government Act 2003 requires local authorities to have regard to the Chartered Institute of Public Finance and Accountancy's (CIPFA) Prudential Code for Capital Finance in Local Authorities. The Code requires local authorities to calculate prudential indicators before the start of and after each financial year. The CIPFA Code of Practice on Treasury Management also requires the S.151 Officer to prepare an annual report on the outturn of the previous year. This information is shown in Appendix A of the report.



**4. Reasons for recommendations**

The net cost of Treasury Management activities and the risks associated with those activities have a significant effect on the Council's overall finances. Consequently, in accordance with good governance, the S.151 Officer is required to report to the Council on those activities.

**5. Integrated impact assessment**

An integrated impact assessment is not required, as the recommendations do not directly impact on service or policy delivery. Any changes made arising from this report would be subject to investigation in their own right.

**6. Legal implications**

The S.151 Officer is required by the Local Government Act 1972 and by the Accounts and Audit Regulations 2015 to ensure that the Council's budgeting, financial management, and accounting practices meet the relevant statutory and professional requirements. Members must have regard to and be aware of the wider duties placed on the Council by various statutes governing the conduct of its financial affairs.

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

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

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

**Appendices:**

- Appendix A: Treasury Management Outturn Report
- Appendix B: Prudential and Treasury Management Indicators
- Appendix C: Explanation of Prudential and Treasury Management Indicators

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

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



Title of document	Location
Information pertaining to the treasury management outturn	Financial Services

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

.....

Signed by:

## **APPENDIX A: TREASURY MANAGEMENT OUTTURN REPORT**

### **1. Governance**

Treasury management activities were performed within the Prudential Indicators approved by the City Council.

Treasury management activities are also governed by the Treasury Management Policy Statement, Annual Minimum Revenue Provision for Debt Repayment Statement and Annual Investment Strategy approved by the City Council.

### **2. Combined Borrowing and Investment Position (Net Debt)**

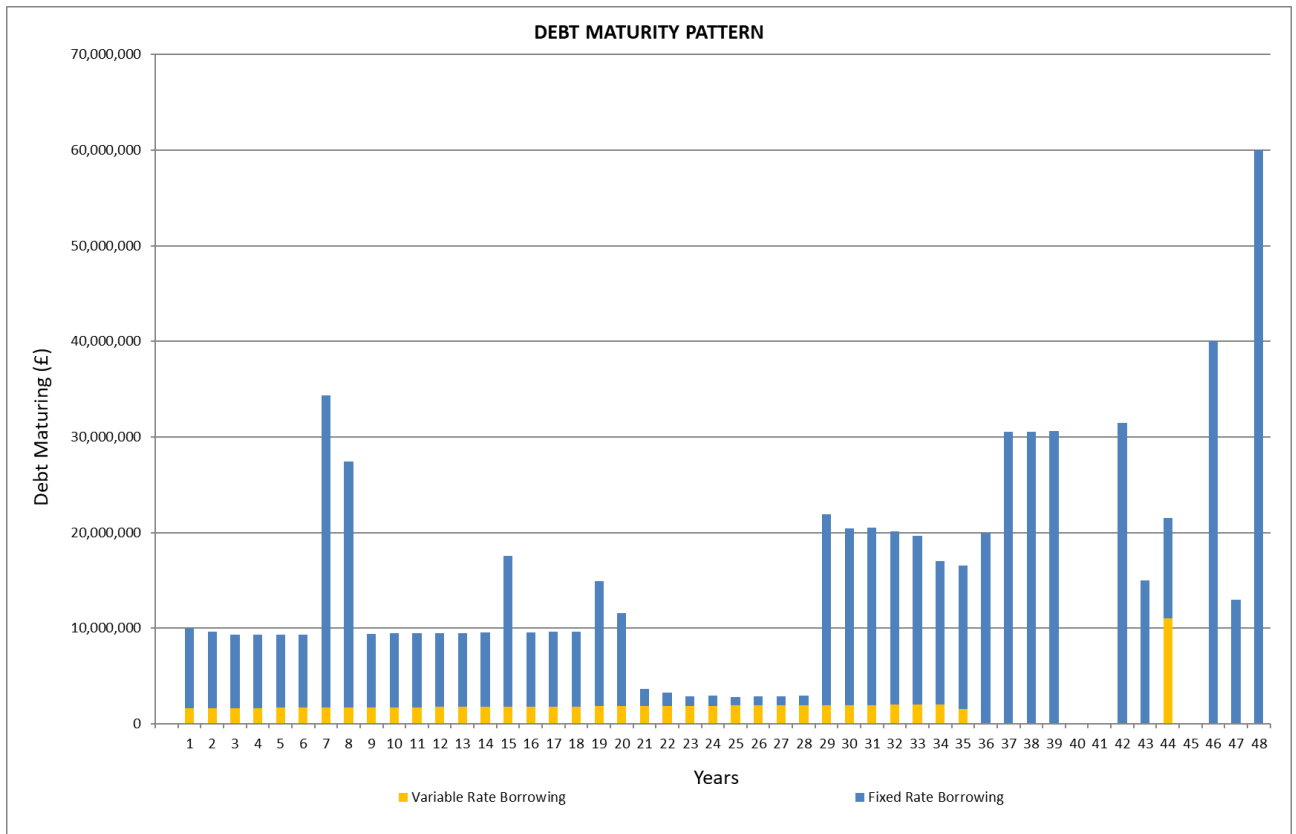
On 31 March 2023, the Council had gross debt including finance leases and private finance initiative (PFI) schemes of £747m and gross investments of £404m giving rise to a net debt of £343m. Major components of the Council's gross investments of £404m are made up of general and earmarked reserves of £241m and capital grants received in advance of capital expenditure of £123m.

### **3. Borrowing Activity**

During 2022/23, no new borrowing was undertaken as the Council maintained an under-borrowed position. This meant that the Council's underlying need to borrow (the Capital Financing Requirement), which was £882m on 31 March 2023, was not fully funded with loan debt, the Council's actual gross debt being £747m at this date. Internal borrowing, from cash supporting the Council's reserves, balances and cash flow, was used as an interim measure to meet this shortfall of £135m. This strategy was prudent as investment returns were initially low and minimising counterparty risk on placing investments also needed to be considered.

Debt rescheduling opportunities have been limited in the current economic climate as the average 1% differential between PWLB new borrowing rates and premature repayment rates made rescheduling unviable. Therefore, no debt rescheduling was undertaken during 2022/23.

The Council's gross debt on 31 March 2023 of £747m is within the Council's authorised limit (the maximum amount of borrowing permitted by the Council) of £937m and the Council's operational boundary (the maximum amount of borrowing that is expected) of £906m. The Council aims to have a reasonably even maturity profile so that the Council does not have to replace a large amount of borrowing in any particular year when interest rates might be high. The maturity profile of the Council's borrowing (see graph below) is within the limits contained in the Council's Treasury Management Policy.



#### 4. Investment Activity

Investment returns rose steadily for much of 2022/23 at a faster rate and to higher levels than forecast. The expectation for interest rates within the treasury management strategy for 2022/23 was that the Bank Rate would increase from an initial rate of 0.25% to 0.50% in quarter 2 of 2022 and to 0.75% by the first quarter of 2023. This was considered sufficient to bring inflation levels back to the MPC's 2% target after a spike expected to peak at around 5%.

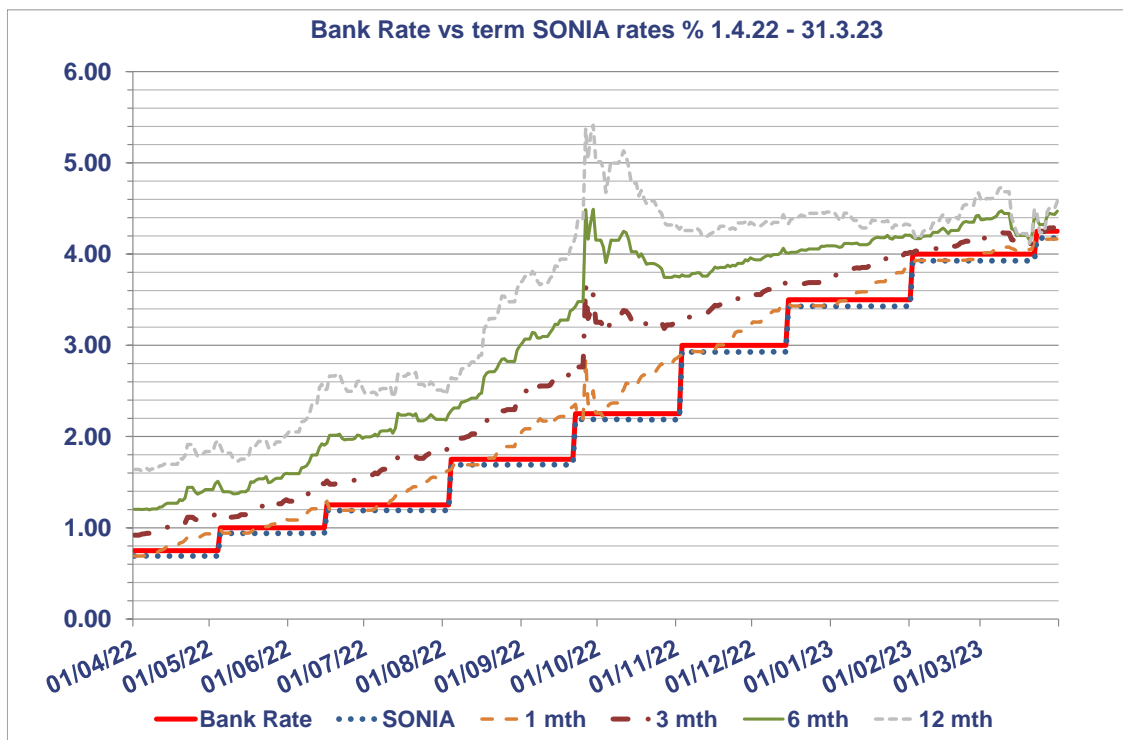
However, greater increases came about as central banks, including the Bank of England, realised that inflationary pressures were not transitory and tighter monetary policy was needed as a result. Through the autumn and then in March 2023, the Bank of England maintained various monetary easing measures as required to ensure that specific markets, the banking system and the economy had appropriate levels of liquidity at times of stress. For local authorities with sufficient cash balances, this sea-change in investment rates emphasised the need for an appropriate balance to be achieved between maintaining cash for liquidity purposes and securing investments on a rolling basis to lock in the higher investment rates as they became available.

Whilst the Bank of England base rate started the 2022/23 financial year slightly higher than expected at 0.75%, persistently high inflation levels led to further increases in the Bank Rate of between 0.25% and 0.75% in 8 out of the following 12 months, to bring the base rate to 4.25% by the end of March 2023. At this time, the CPI measure of inflation was still above 10% in the UK but is expected to fall during 2023/24.



The change in the Bank Rate in the year can be seen in the graph below, together with the effect on inter-bank lending rates.

Investment Benchmarking Data – Sterling Overnight Index Averages (Term) 2022/23



While the Council has taken a cautious approach to investing, it is also fully appreciative of changes to regulatory requirements for financial institutions in terms of additional capital and liquidity that came about in the aftermath of the budgetary crisis. These requirements have provided a far stronger basis for financial institutions, with annual stress tests by regulators evidencing how institutions are now far more able to cope with extreme stressed market and economic conditions.

Investment balances have been kept to a minimum through the agreed strategy of using reserves and balances to support internal borrowing, rather than borrowing externally from the financial markets. External borrowing would have incurred an additional cost, due to the differential between higher borrowing costs and lower investment returns for much of the year as illustrated in the graph above and table below. As this differential has reduced, the Council has sought to avoid taking on long-term borrowing at the elevated levels available and has focused on internal borrowing. Such an approach has also provided benefits in terms of reducing counterparty risk exposure, by having fewer investments placed in the financial markets.

The Council's investments averaged £445m during 2022/23. As of 31 March 2023, the Council had, £404m invested. The investment activities in the year conformed to the approved strategy, with the Council having no liquidity difficulties. The performance of the investment portfolio is summarized in the tables below.

Year	Overall Return
2020/2021	0.99%
2021/2022	0.31%
2022/2023	1.42%

	Average Value (Proportion) of Portfolio	Return to December 2022	Return to March 2023
Externally Managed Funds - Tradable Instruments	£12M (3%)	-12.09%	-6.52%
Tradable Structured Interest-Bearing Deposit	£20M (4%)	0.36%	-0.1%
Vanilla Interest Bearing Deposits	£413M (93%)	1.31%	1.72%
<b>Overall Return</b>	<b>100%</b>	<b>0.91%</b>	<b>1.42%</b>

There was a notable improvement in the overall performance of the portfolio in the last quarter of 2022/23. This was due to the bulk of the investment portfolio, 93%, being invested in vanilla interest-bearing deposits that have generated an average return of 1.72% through 2022/23.

This higher return was partly offset by a decline in the market value of externally managed funds consisting of tradable instruments such as corporate bonds which make up 3% of the portfolio. This fall in the market value of existing tradable instruments is driven by the increase in current interest rates. When a tradable instrument is paying interest at a rate below current market rates, its reduced market value reflects its actual value at the point at which it is traded. However, if a tradable instrument is not traded but is held to maturity, then its value will still remain equal to the original principal sum invested plus accrued interest.

The Council also has £20m invested in tradable structured interest-bearing notes. One £10m note, maturing on 07 June 2023, pays SONIA<sup>1</sup> (ranging from a low of 0.69% during April 2022 to a high of 4.18% on 31 March 2023) plus 0.12% with a floor of 1.65% and a cap of 3.50%. This note has paid between 1.65% and 3.50% during the year as SONIA has increased. This was a good rate when the note was purchased in June 2018. The other two tradable notes are £5m each, invested until December 2024, at fixed interest rates of 3.76% and 3.82%. These tradable structured interest-bearing notes make up the remaining 4% of the investment portfolio.

24% of the investment portfolio matures in the first quarter of 2023/24, providing an opportunity to re-invest any surplus funds at the higher rates available at the time.

<sup>1</sup>SONIA stands for Sterling Overnight Index Average Rate - it is the average of the interest rates that banks pay to borrow overnight from other financial institutions and acts as an important benchmark.



## 5. Revenue Costs of Treasury Management Activities in 2022/23

Expenditure on treasury management activities in both the General Fund and the HRA against the revised budget is shown below.

	Revised Estimate	Actual	Variance
	2022/23 £000	2022/23 £000	+/- £000
<b>Interest Payable:</b>			
PWLB	18,971	18,971	-
Other Long-Term Loans	1,279	1,370	91
HCC Transferred Debt	422	436	14
Interest on Finance Lease	191	189	(2)
Interest on Service Concession Arrangements (including PFIs)	4,622	4,647	25
Interest Payable to External Organisations	108	151	43
Premiums and Discounts on Early Redemption of Debt	101	101	-
	<b>25,694</b>	<b>25,865</b>	<b>171</b>
Deduct			
<b>Investment Income:</b>			
Interest on Investments	(5,397)	(6,298)	(901)
Other interest receivable	(1,571)	(1,660)	(89)
	<b>18,726</b>	<b>17,907</b>	<b>(819)</b>
<b>Provision for Repayment of Debt</b>	<b>9,934</b>	<b>10,354</b>	<b>420</b>
<b>Debt Management Costs</b>	<b>619</b>	<b>662</b>	<b>43</b>
	<b>29,279</b>	<b>28,923</b>	<b>(356)</b>

Interest on investments was £901,000 higher than the budget due to the higher returns available on surplus cash invested in the latter part of the year. This was partly offset by a small increase in interest payable compared to the budget of £171,000 due to a higher rate of interest being applied to some of the Council's borrowing and on balances held for certain external bodies.

The provision for the repayment of debt was £420,000 higher than the budget. This was largely due to additional provision having to be made because of decreases in the market value of some investment properties. However, the market value of the



investment property portfolio has increased when compared to the original purchase price of these properties.

Overall net treasury management costs were £356,000 below the revised budget.

## **APPENDIX B - Prudential and Treasury Management Indicators**

<b>1. Capital financing requirement</b>	<b>Original Estimate</b>	<b>Revised Estimate</b>	<b>Actual</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
General Fund	735,647	645,488	628,218
Housing Revenue Account (HRA)	259,214	260,213	253,818
<b>Total</b>	<b>994,861</b>	<b>905,701</b>	<b>882,036</b>

<b>2. Authorised Limit</b>	<b>Original Limit</b>	<b>Revised Limit</b>	<b>Actual</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Long Term Borrowing	962,550	891,429	701,229
Other Long Term Liabilities	46,032	46,032	46,032
<b>Total</b>	<b>1,008,583</b>	<b>937,461</b>	<b>747,261</b>

<b>3. Operational Boundary</b>	<b>Original Limit</b>	<b>Revised Limit</b>	<b>Actual</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Long Term Borrowing	948,829	859,669	701,229
Other Long Term Liabilities	46,032	46,032	46,032
<b>Total</b>	<b>994,861</b>	<b>905,701</b>	<b>747,261</b>

<b>4. Ratio of financing costs to net revenue stream</b>	<b>Original Estimate</b>	<b>Revised Estimate</b>	<b>Actual</b>
General Fund	17.4%	14.5%	12.0%
Housing Revenue Account (HRA)	7.6%	5.9%	6.0%

<b>5. Maturity Structure of Fixed Rate Borrowing</b>	<b>Lower Limit</b>	<b>Upper Limit</b>	<b>Actual</b>
Under 12 months	0%	10%	1%
12 months and within 24 months	0%	10%	1%
24 months and within 5 years	0%	10%	4%
5 years and within 10 years	0%	20%	13%
10 years and within 20 years	0%	30%	15%
20 years and within 30 years	0%	40%	8%
30 years and within 40 years	0%	40%	31%
Over 40 years	0%	40%	27%

<b>6. Maturity Structure of Variable Rate Borrowing</b>	<b>Lower Limit</b>	<b>Upper Limit</b>	<b>Actual</b>
Under 12 months	0%	10%	2%
12 months and within 24 months	0%	10%	2%
24 months and within 5 years	0%	10%	7%
5 years and within 10 years	0%	20%	11%
10 years and within 20 years	0%	30%	24%
20 years and within 30 years	0%	30%	26%
30 years and within 40 years	0%	30%	13%
Over 40 years	0%	30%	15%

<b>7. Principal sums invested over 365 days</b>	<b>Original Limit</b>	<b>Revised Limit</b>	<b>Actual</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Maturing after 31/3/2024	50,000	130,000	14,000
Maturing after 31/3/2025	50,000	50,000	7,700
Maturing after 31/3/2026	-	50,000	4,800

## **APPENDIX C - Explanation of Prudential and Treasury Management Indicators**

### **1. Actual Capital Financing Requirement**

This represents the underlying requirement to borrow for capital expenditure. It takes the total value of the City Council's fixed assets and determines the amount that has yet to be repaid or provided for within the Council's accounts.

The capital financing requirement is increased each year by any new borrowing and reduced by any provision for the repayment of debt. Broadly, the higher the capital financing requirement, the higher the amount that is required to be set aside for the repayment of debt in the following year.

### **2. Authorised Limit**

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

### **3. Operational Boundary**

The Operational Boundary is based on the probable external debt during the year. It is not a limit but acts as a warning mechanism to prevent the authorised limit (above) being breached.

### **4. Ratio of financing costs to net revenue stream**

This ratio reflects the annual cost of financing net debt as a proportion of the total revenue financing received. It therefore represents the proportion of the City Council's expenditure that is largely fixed and committed to repaying debt. The higher the ratio, the lower the flexibility there is to shift resources to priority areas and/or reduce expenditure to meet funding shortfalls.

For the General Fund, this is the annual cost of financing debt as a proportion of total income received from General Government Grants, Non-Domestic Rates and Council Tax.

The ratio of Housing Revenue Account (HRA) financing costs to net revenue stream is the annual cost of financing capital expenditure, as a proportion of total gross income received including housing rents and charges.

### **5. Maturity Structure of Fixed Rate Borrowing**

The Council aims to have a reasonably even debt maturity profile so that it is not unduly exposed to refinancing risk in any particular year when interest rates may be high. The maturity structure of fixed rate borrowing matters less in future years as inflation will reduce the real value of the sums to be repaid.



#### **6. Maturity Structure of Variable Rate Borrowing**

Variable rate borrowing could expose the Council to budgetary pressure if the interest rates increase. The maturity structure of variable rate borrowing matters less in future years as inflation will reduce the real value of the liability.

#### **7. Principal Sums Invested over 365 Days**

Investing long term at fixed rates provides certainty of income and reduces the risk of interest rates falling.