

Portsmouth economic development and regeneration strategy



2019–2036

Foreword from the Leader of Portsmouth City Council

I firmly believe that this new *Portsmouth Economic Development and Regeneration Strategy* for Portsmouth is an important part of our positive plan for change in the city. It will seek to maximise our competitive advantage and exploit to the full our unique strengths and assets to boost economic prosperity in the city. It will deliver inclusive growth and sustainable development. Economic growth is not an end in itself, it is rather a key factor in ensuring that all of our residents have the opportunity for a decent quality of life for themselves and for their children and their children's children. Equally regeneration is not just about the built environment but must include social change, inclusion and health improvement.

Economic Development will be delivered whilst safeguarding our excellent environment and responding to the climate change emergency.

The aim of this new *Economic Development and Regeneration Strategy 2019–36* is to

“Make Portsmouth Britain’s premier waterfront technology and innovation city – a great place to invest, learn, live, work and visit and the most attractive place for starting, growing or relocating a business.”

As we are also preparing a new *Local Plan* for Portsmouth up to 2036 it is important that we take a similarly long view of the economic development and regeneration of our city, and

put in place a long-term strategy. Many of our major projects, especially those involving new ground-breaking infrastructure, will take longer to deliver.

But I am aware that we need to make a difference from day one, so we will include immediate/short-term actions and then medium/long-term actions in the Action Plan which will follow this high-level strategy. It is also a focused strategy including only objectives and actions that will make a step change to our prosperity.

We are also clear that this is not a Portsmouth City Council strategy but a city owned and delivered one. This strategy is all about establishing a shared narrative for the city; we need to put in place the conditions for the private sector to create jobs now and in the future and for all partners and stakeholders to work in unison to make this vision and strategy a reality.

We are of course building on the success that has been delivered since 2011 by the city through the hugely influential regeneration strategy *Shaping the Future of Portsmouth* which established the Shaping Portsmouth public/private sector partnership and set in train many of the major regeneration projects which are included in the evidence base.

By listening to the concerns of our residents and businesses via extensive consultation we have made sure that this strategy is what the city collectively wants.

Executive summary

Portsmouth is one of the two cities of the vibrant Solent economy in the south east and has a population of 214,700. It has an impressive job density of 0.86, so a job for 86 of every 100 residents. Over the last year the city has seen impressive employment growth with a further 4,000 employees. The economic output is £5.7B GVA. The majority of GVA comes from aerospace and defence, marine and maritime, digital media, advanced engineering and the visitor economy. But from a much lower base creative industries have seen the fastest growth at 10% per annum since 2010.

This draft strategy is based on extensive consultation with residents and businesses including 898 public survey responses, four focus groups and extensive company one-to-one meetings. There was analysis of the economy using a city economic profile and advice from Oxford Economics who were critical friends through the production and also provided a baseline and the forecast targets and comparators to our nearest statistical neighbour cities.

Our economic analysis identified that Portsmouth has for some years been a slow growing city, compared to the UK and the south east, and to similar cities. In the baseline forecast produced by Oxford Economics for the council that pattern looks set to continue, with only 2.5% employment growth across the whole 2017–2036 period, compared with 6.1% over the period for both Brighton and Newcastle, for example.

The strategy therefore addresses the twin problems of low employment growth and slowing GVA per capita growth. Looking at competitive advantage in Portsmouth it proposes a radical approach to improve our city's performance.

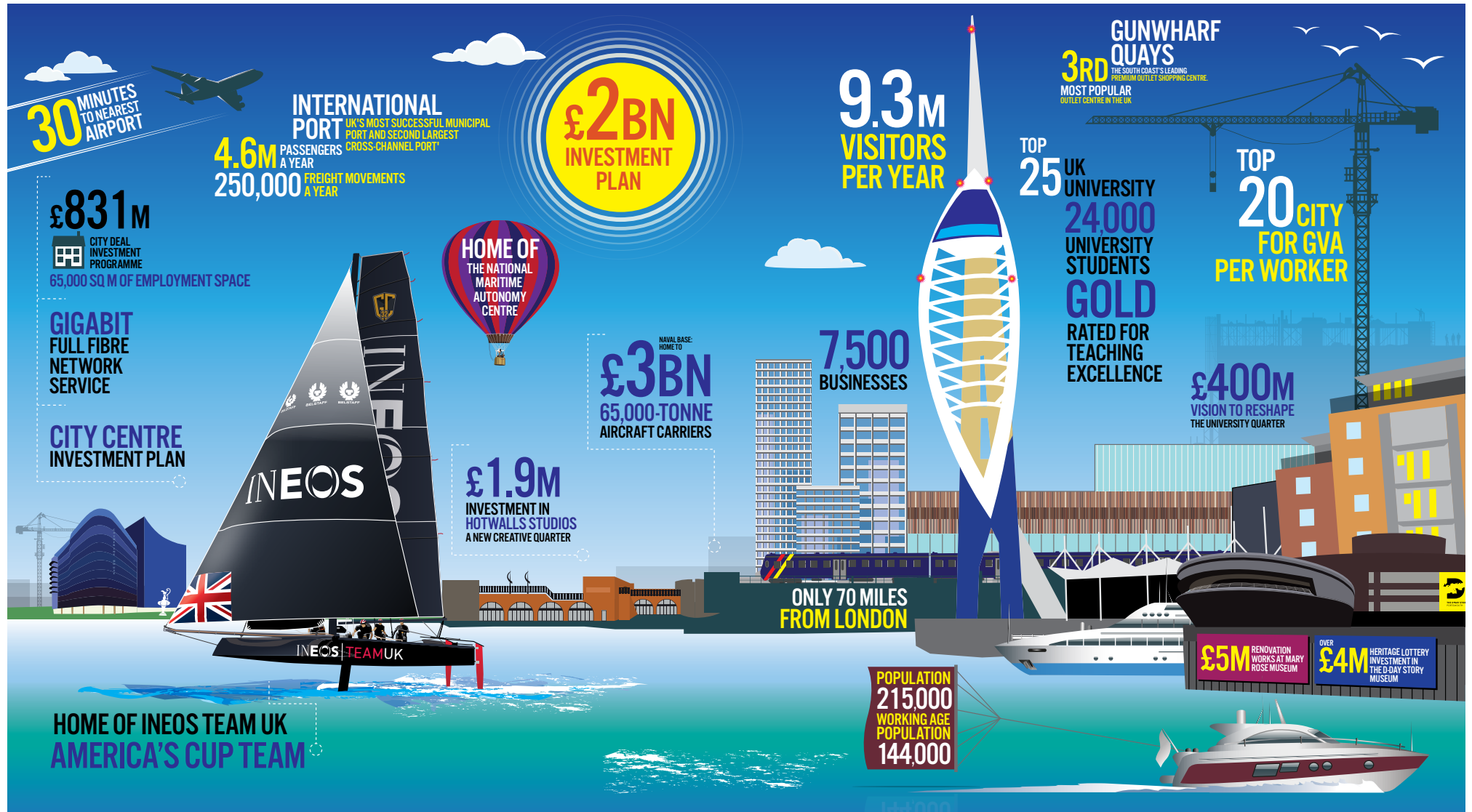
It is linked to the *UK National Industrial Strategy* and uses the same themed approach. It has been used to input to the Solent Local Industrial Strategy and will provide an evidence base for the new Portsmouth Local Plan. It links to all relevant council strategies. It runs to 2036 in line with the Local Plan timescale.

The strategy must also be seen against the background of tremendous economic transformation that has happened since the last strategy "Shaping the future of Portsmouth" in 2011. Key drivers have been considered when producing this strategy such as Brexit, globalisation, austerity, new digital technologies, environmental damage and climate change.

The overall aim is to:

"Make Portsmouth Britain's premier waterfront technology and innovation city – a great place to invest, learn, live, work and visit and the most attractive place for starting, growing or relocating a business."

Portsmouth in numbers



Draft Economic Development and Regeneration Strategy 2019-36

Through our consultation and evidence base we have identified these key challenges to address:

- Portsmouth as a city brand and image is weak, and is not seen in a positive light by many investors, businesses and visitors.
- The waterfront is a great asset but still has even greater potential.
- The huge development possibilities at Tipner and Horsea must be realised.
- The city lacks a science park or innovation quarter.
- The city must take advantage of its tremendous engineering and manufacturing strengths.
- Transport connectivity needs improvement.
- Education and skills weaknesses must be addressed.
- Poor health is contributing to high economic inactivity.

- The creative industries sector along with the visitor economy are under exploited.
- The city's housing offer is still not attractive enough.
- The decline of the city centre as a retail centre must be tackled.

SWOT analysis

The Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis has been based on advice given to the council by Oxford Economics. In addition it is based on consultation responses from a survey questionnaire completed online by 895 respondents right at the start of producing the Strategy. Further input has come from 56 businesses across the city in one-to-one sessions. Focus groups were held to obtain nuanced input to the SWOT. This SWOT has been reflected in the strategy.



Strengths

- A waterfront city with a vibrant harbour, attractive seafront and major port, which lends itself to regeneration and place-making
- Advanced manufacturing and engineering, comparable in scale to anywhere in the UK
- World-class and popular heritage and cultural attractions
- Rare natural assets in the form of internationally-important bird-resting places, that can help to define Portsmouth's unique waterfront character
- Located in the Solent, and in the prosperous south east, with proximity to London
- Council and public sector land holdings, housing stock owned and managed by the council.

Weaknesses

- Perceptions – an old and congested industrial/naval town without room to grow
- The overnight/weekend visitor economy is under-developed
- An absence of other leading sectors with strong 21st century growth potential e.g. financial services
- Lack of business networks that might foster innovation and collaboration
- Weak transport links to rest of Solent and London, despite proximity
- Low qualifications of the workforce and high levels of economic inactivity due to poor health
- Perceived lack of attractive housing/ neighbourhoods and high quality environment

Opportunities

- Take advantage of the intrinsic nature of Portsmouth and really invest in the Great Waterfront City branding
- An innovation quarter or quarters, e.g. for clean growth and clean energy
- Make the city cleaner and greener
- Strengthen the overnight and weekend visitor economy
- Cultural-led regeneration
- Council active investors and use of land holding for regeneration, Tipner, Horsea, the Port and other public sector land holdings.
- Push for new transport links and improved public transport – Transforming Cities Fund
- Develop a skills strategy – specifically a qualifications-progression strategy
- Improve the city's housing offer, neighbourhoods and city centre
- Health economy in the research and education arenas.

Threats

- Portsmouth Naval Base does not get level of warship base porting and maintenance contracts and base is downgraded
- Educational attainment in both primary and secondary schools. A perception that there are very few good state schools. Absenteeism, difficulty in recruiting and retaining good teachers
- Businesses feel squeezed out by residential and university demands for space and do not feel planning policy is defending them
- Major new infrastructure is not delivered, e.g. coastal defences, city centre road, city centre north and Tipner/Horsea super peninsula

The strategy themes and objectives

1. Strengthen the Portsmouth brand

Key objective 1.1 Build the brand: the great waterfront city

2. Become a destination city for ideas and innovation

Key objective 2.1 Create a marine and maritime engineering and/or clean growth innovation quarter.

Key objective 2.2 Build on the strengths of the advanced manufacturing and engineering cluster.

Key objective 2.3 Boost innovation, research and creativity to attract entrepreneurs and support the economy.

3. Put people at the heart of regeneration

Key objective 3.1 Prioritise a qualifications-progression skills strategy for local talent.

Key objective 3.2 Address low educational and pupil attainment in Portsmouth.

Key objective 3.3 Empower residents in Portsmouth to raise the City's economic activity rate.

4. Infrastructure and place

Key objective 4.1 Push for new and improved public transport links regionally and locally.

Key objective 4.2 Delivery of major transport infrastructure in Portsmouth.

Key objective 4.3 Improve the city's housing offer.

Key objective 4.4 Upgrade local place infrastructure and enhance the city waterfront.

Key objective 4.5 Increase digital connectivity and utilities capacity.

Key objective 4.6 Embrace Portsmouth's environmental and wildlife assets and tackle climate change.

5. Create a thriving and competitive business environment

Key objective 5.1 Invest in and strengthen the visitor and creative industries sector.

Key objective 5.2 Diversify the economy into more knowledge based sectors.

Key objective 5.3 Revitalise the city centre, and high streets across the city.

Key objective 5.4 Make Portsmouth the most business-friendly city with the best support for businesses.

The strategy themes and objectives in detail

Theme 1: Strengthen the Portsmouth brand

Strategic aim

Our strategic aim is to improve the image and reputation Portsmouth has as a city, across the UK and the world.

Key objective 1.1: Build the brand: the great waterfront city

The waterfront literally shapes the city and makes Portsmouth different to nearly every other UK city. Branding is core to increasing investment from outside the city into the city but is not only about brand, but about the many

local businesses and local organisations that can promote the city's core brand message. It is recommended that a new approach to achieving buy-in from local businesses must be a key part of the new strategy under this theme.

It is fundamentally important to the delivery of much of the economic development and regeneration strategy, particularly in challenging existing perceptions of the city from investors, businesses, visitors, workers and even residents, so that Portsmouth is – rightly – proud of being Portsmouth.

Theme 2: Become a destination city for ideas and innovation

Strategic aim

Our strategic aim is to increase innovation in Portsmouth and thereby boost business growth, productivity, employment and inward investment.

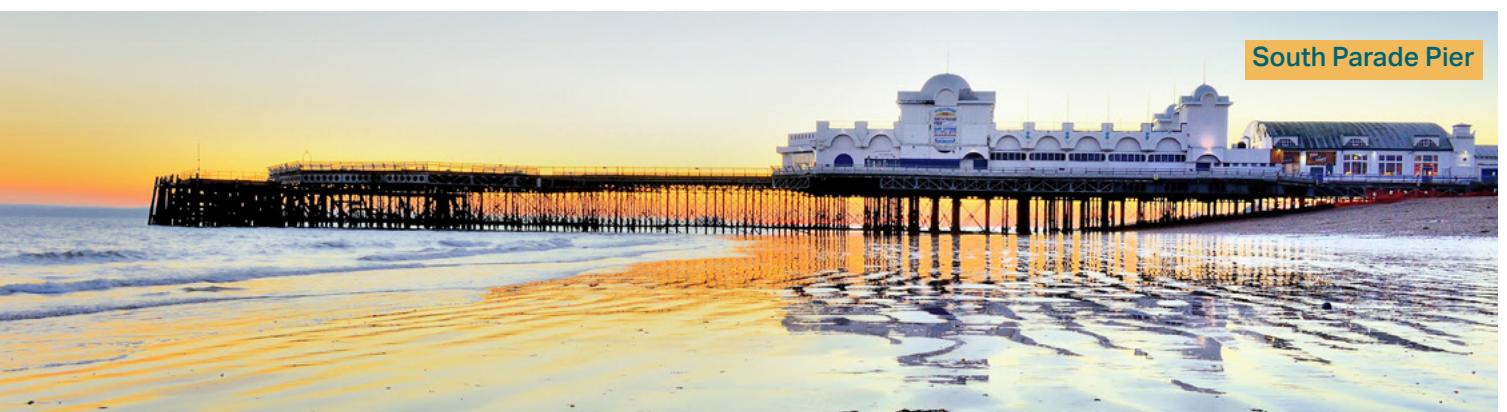
Key objective 2.1: Create a marine and maritime engineering and/or clean growth innovation quarter

As a land-constrained city there is insufficient space for a science park but plenty of opportunity for an innovation quarter or quarters, hence this is a key objective. Experience from the US points to how powerful innovation quarters can be to drive economic development. The first

suggested quarter is in marine and maritime engineering, which builds on the current buoyant cluster in the city and on local cutting edge technology e.g. autonomous systems, satellite applications, control systems integration and big-data analysis.

The second is in clean growth, which is one of the four grand challenges in the UK *Industrial Strategy*. The city is already aiming to have the first zero-emissions port in the UK.

This builds on the fact that Portsmouth is an advanced engineering city with the necessary skills for innovation to thrive. The naval base is one of the UK's premier advanced engineering establishments, comparable in employment terms with Rolls Royce in Derby or Airbus at Bristol.



Key objective 2.2: Build on the strengths of the advanced manufacturing and engineering cluster

All the statistical analysis conducted for the strategy shows how significant the advanced manufacturing and engineering cluster is in Portsmouth. If we combine concentrations in aerospace and defence, marine and maritime and manufacturing and engineering, Portsmouth is a nationally significant centre of excellence. This has already been picked up through the LEP's analysis for the new local industrial strategy.

The strategy will enable the cluster to share capacity and capabilities and retain expertise and supply chain contracts locally. The cluster will join together to boost STEM skills, enable

the financing of innovative solutions and new technologies, and attract new investment and funding to the city.

Key objective 2.3: Boost innovation, research and creativity to attract entrepreneurs and support the local economy

The strategy aims to ensure that Portsmouth gains as much government funding for research and development as possible.

This will increase patent registration and new product and process development.

There is a significant opportunity for the city around health research and innovation.

Theme 3: Put people at the heart of regeneration

Strategic aim

People are at the heart of every economic and regeneration strategy and they are Portsmouth's greatest asset. They are hard working and creative. Our aim is to address skills and education deficiencies and support those excluded from the labour market.

Key objective 3.1: Prioritise a qualification for local talent-progression skills strategy

Following a very successful employer's skills survey, the objective is to produce a comprehensive skills and employment strategy. It will include graduate retention, skills progression and soft skills and will challenge the psychology of stopping at the lowest level of achievement that an individual can get away with. It will cover skills for those furthest from

the labour market and adult and community learning alongside re-training and up-skilling for businesses.

The city has established a robust apprenticeship approach and the council has surpassed government targets for delivering internal apprenticeships since the Apprenticeship Levy was introduced in 2017. The city's strong commitment to apprenticeships is further developed through our strategic relationships with high quality delivery partners, including University of Portsmouth and specialist training providers across the city to ensure an outstanding provision to meet business needs.

Key objective 3.2: Address low educational attainment and pupil attainment in Portsmouth

Although the consultation exercise highlighted educational attainment in the city as a major

weakness for the economy, the city has over the last five years increased the proportion of schools rated “good” or “outstanding” by Ofsted from 69.2% to 90.5% (May 2019). Portsmouth schools and colleges are rising to the challenge of providing the education our children and young people will need in order to take advantage of, and contribute to, the regeneration of the city. Since 2016 the Portsmouth Education Partnership has brought together schools, multi-academy trusts, early years providers, colleges, the university, teaching schools, employers and the city council to drive an ambitious education strategy designed to match and support our aspirations for the city’s development.

Many of the STEM weaknesses highlighted at Level 3 and 4 can be traced back to weaknesses at school. Portsmouth has targets around halving the gap as regards educational attainment against the UK average. It is therefore critical that it is a key objective as in the consultation many businesses mentioned the fact that it is difficult to recruit middle managers and team leaders due to the perceived poor quality of schools.

Key objective 3.3: Empower residents in Portsmouth to raise the City’s economic activity rate

Economic inactivity is the number and percentage of 16–64 year olds who were not in

employment or unemployed according to the ILO definition. Reasons for inactivity could include looking after a family, or being a carer, retired, in ill health or a full-time student. For whatever reason, these individuals are excluded from the labour market. It is sometimes referred to as ‘hidden’ unemployment, especially for those who are economically inactive and want a job.

The number of Portsmouth residents who are classed as economically inactive was 33,800 (almost one in four residents) in the 12 months to December 2017. The strategy must address this high number of available workforce urgently, given that our working age population forecast is subdued.

Key to addressing economic inactivity is the provision of learning opportunities to re-engage individuals in learning and overcome social inclusion barriers. The city must ensure that learning opportunities reflect the developing economy, with an inter-generational provision which includes family learning opportunities for the most disadvantaged families.

The strategy will include intensive intervention work funded by DWP and other funding sources will ensure that our most vulnerable residents have the opportunity to return to work. It will also include utilising research and innovation to address poor health outcomes which cause a lot of this inactivity.

Theme 4: Infrastructure and place

Strategic aim

Infrastructure is the essential underpinning of our lives and work. The evidence provided for this strategy shows that our infrastructure is not fit for purpose. So our strategic aim is to “ensure our infrastructure supports our long-term productivity”

High quality, high performing highways and infrastructure drive economic growth, enhance productivity and facilitates inward investment.

Tangible benefits include improved journey times and a positive effect on business numbers, skills and employment. Substantial recent and continuing investment in shoreline flood defences will keep the city safe from coastal flooding for the next century. Similar investment the city’s drainage infrastructure has led to the reduction of flood risk zones from 14 in 2012 to five in 2018. Such resilience provides confidence for investors considering

long-term commitments in building and employment.

Key objective 4.1: Push for new and improved public transport links regionally and locally

Air pollution has substantial health, economic and environmental impacts in the UK and locally. Alongside many other busy cities around the UK, Portsmouth has been identified as a city that needs to reduce air pollution levels as quickly as possible.

Portsmouth is working closely with the government's Joint Air Quality Unit (JAQU) to develop a plan to ensure that levels of nitrogen dioxide in the city are reduced below legal limits in the shortest possible time. A range of measures have already been implemented to reduce emissions and make travel greener, for example the introduction of electric vehicle charging points on-street and in our car parks, and retrofitting over 100 buses to remove dangerous chemicals from exhaust fumes.

Portsmouth is also expanding sustainable alternatives to the car by introducing a new park and ride route, improving traffic flow across the city and improving walking and cycling routes.

Improving train times between the Solent cities and between Portsmouth and London is crucial if Portsmouth is to attract new companies from London and improve efficient business operation. The strategy puts sustainable transport at its heart in particular a rapid transit system as part of smart city developments.

Key objective 4.2: Delivery of major transport infrastructure in Portsmouth

Portsmouth has delivered many ground breaking pieces of transport infrastructure over the years such as the M275 and the very successful park and ride. There is now an opportunity in this strategy to address the next

series of major transport infrastructure schemes such as the new city centre road, Eastern Road capacity improvements, various junction improvements and bus priority lanes.

Portsmouth International Port is the UK's most successful council-owned port. Recognised by the Department for Transport as a major UK port, it's a critical route for European and international trade because of its connectivity to the main shipping channels and the national motorway network. The port is one of the foremost contributors to Portsmouth's profile as the country's leading marine and maritime city. As a result of long-term agreements with major customers its continued commercial success is a direct benefit for the wider Solent region. With a bold approach to investment and an ambitious vision to grow the business across cruise, ferry and terminal operations, it's an exciting time for the future of the port.

Key objective 4.3: Improve the city's housing offer

Parts of Portsmouth are highly attractive and still very affordable but overall there is still a need to improve the city's housing offer to attract highly qualified people. By increasing the variety of homes and tenure available whilst improving neighbourhoods the city can retain more graduates and retain more spend from more highly paid senior managers in the city.

The city has a proud heritage in providing council housing dating from 1912. The council remains a significant landlord with a retained housing stock of approximately 15,000 properties and 2,000 leasehold properties providing a valuable source of social rented housing to support the city's economy. The key challenge locally and nationally is to create a greater supply of housing that people can afford to address the immediate housing need whilst remaining aspirational in the delivery of a range of housing products to support the regeneration of the city.



Key objective 4.4: Upgrade local place infrastructure and enhance the city waterfront

The city has fine examples of where the infrastructure and waterfront have been improved, such as recent projects to enhance theatres, the D-Day Story, the Hot Walls area and the port. In the consultation responses it was emphasised that the city needs more A grade offices in the city centre and that city centre north needs a mix of high quality new infrastructure. The strategy also needs to address seafront defences and to tackle the climate change emergency.

There are real opportunities to redevelop high quality public service infrastructure as part of a wider regeneration of the city. By disposing of old non-fit for purpose public buildings, new housing and new employment space will be created.

Key objective 4.5: Increase digital connectivity and utilities capacity

Portsmouth is a top 10 city for the high percentage of the population having access to super- fast broadband. So although digital connectivity and utilities capacity has come up

as a high priority the city is starting from a high base. The strategy covers the delivery of the Local Full Fibre Network and linked business benefit. Portsmouth, it is planned, will become a smart city with investment in sensors and blue tooth real time traffic and parking information. Through its link with the Infrastructure Delivery Plan, the strategy will ensure all utilities constraints are removed.

Key objective 4.6: Embrace Portsmouth's environmental and wildlife assets and tackle climate change

Portsmouth in common with the Solent as a whole has a very rich environmental asset base. In fact what makes Portsmouth and the rest of the Solent unique is the ability to balance intense urbanisation and intense business activity with environmental excellence. This objective is included in the strategy as it is felt there is even more opportunity to develop Portsmouth's environmental credentials whilst at the same time gaining investment for more green infrastructure. Examples of such assets include the two harbours and Farlington Marshes. The city has declared a climate change emergency and has an urgent need to address air quality. Under this objective, all of this can be turned into a positive. The health of the population is closely linked to where we live, the jobs and education we have and our local environment.

The city is passionate to create healthy environments which enable people to lead longer, healthier lives. Measures include smoke-free public spaces, promoting healthy takeaways and the Daily Mile in schools. Plans to improve air quality in the city will substantially benefit the health of all, and have additional benefits such as increasing active travel and physical activity, and improving mental health and community cohesion.

Theme 5: Business environment

Strategic aim

Our strategic aim is to make Portsmouth the best place to start, grow and move a business to in the UK

Key objective 5.1: Invest in and strengthen the visitor and creative industries sector

Culture and leisure help to make Portsmouth a great place to live, work and visit. The leisure and visitor economy is the largest employer in Portsmouth with in excess of 10,000 jobs. Since 2010 creative industries has seen the strongest growth in employment of all sectors with 10% per year. In June 2019 Portsmouth welcomed royalty and heads of state to the city for the national commemorative event for D-Day 75, which showcased the city as leading remembrance and reflection. The D-Day Story re-opened in March 2019 after a £5m redevelopment and was shortlisted for the European Museum of the Year Award. Portsmouth also has a proud track record of hosting major events such as the Victorious Festival and the Americas Cup World Series. For a densely populated city it has a significant amount of open spaces – including the unique setting of Southsea Common – which facilitate important leisure and event opportunities.

Key objective 5.2: Diversify the economy into more knowledge based sectors

At Lakeside there is not a single major accountancy firm. Even examining legal, financial and business services, the city's location quotient is very poor. The strategy will seek to attract more companies in these high GVA producing sectors. It is these knowledge based jobs that increase productivity in a wide range of other business sectors.

Also by expanding the provisions of medical education and research, more high value jobs

will be created. It may be possible to further develop medical education in Portsmouth.

Key objective 5.3: Revitalise the city centre, and high streets across the city

The strategy will drive the transformation of the city centre and all high streets such as those in Southsea, Fratton, North End and Cosham. It will make the digital high street a reality. It will embrace bold architecture. Our city centre and high streets will be re-purposed with more high quality city living, leisure, restaurants, hotels and co-working spaces.

Key objective 5.4: Make Portsmouth the most business friendly city with the best support for businesses

The city already has a great reputation as being a can-do city with a pro-economic growth and pro-business approach. The challenge is now for the city to be best in class. The strategy under this objective will seek to make the council even more business friendly, enhance business networking to increase open innovation and increase social value and the economic leverage from public sector procurement in the city.

The city has been particularly successful as regards the number of grassroots community social enterprises that have been started here as small businesses, and which have now become vital service providers; hence the development of the Hive. There is a strong national evidence base on the role and importance of social enterprise, especially in its direct response to the retreat of public services, particularly in health and social care. Social enterprise is worth £60bn a year to the national economy and represents a key opportunity for the city in the future.

Strategy targets

The strategy will help us deliver an economic step change.

Workplace employment

7,000 more jobs in 2036 than in 2017, instead of the 3,000 in the Oxford Economics baseline forecast which is likely to occur with unchanged policies.

Resident employment

An extra 7,000 Portsmouth residents in work. That would be a 7% increase over the 2017 level, which is the same rate of an increase as for Solent as a whole. And it compares with a rise of only 4% or 4,000 in the baseline forecast.

Productivity

£60,000 per person. The higher workplace employment should be associated with improved productivity. If productivity in Portsmouth rises by one third, then that will close half the gap between the Oxford Economics baseline forecast for the city in 2036 and their forecast for Solent in the same year. Portsmouth's productivity would then be £60,000 per person

(at today's prices) compared with £45,000 in 2017, £57,000 in the baseline forecast and the Solent average of £62,000.

Higher wages

If we assume that half the productivity gains feed through to wages, then in 2036 average earnings paid by Portsmouth employers will be £1,000 a week, compared with just over £900 in the baseline and just over £500 today – though inflation will account for at least some of that.

Skills targets

5% no qualifications and 40% educated to at least NVQ Level 4. This would mean reducing from 7.5% to 5% the proportion of the population of working age who have no qualifications, and raising from just under 35% to 40% the proportion who are educated to at least NVQ level 4.

All of this should be consistent with GDP rising by 45% in real terms over the period to 2036 instead of the 30% in our baseline forecast. That is a major step-up in performance.

Strategy targets

1. Workplace employment

7,000 more jobs in Portsmouth in 2036 than in 2017

2. Resident employment

An extra 7,000 Portsmouth residents in work by 2036

3. Productivity

£60,000 of GVA per person by 2036 compared to £45,000 in 2017

4. Higher Wages

£1,000 a week average earning by employees in Portsmouth by 2036 compared to £500 today

5. Skills target

5% with no qualifications in 2036, compared to 7.5% today

6. Skills target

40% educated to at least NVQ Level 4 by 2036 compared to 35% today



Governance, monitoring and reporting

The next stage will be to produce the action plan with measurable outcomes and targets, and ensure they are signed up to by individual partners who are taking the lead on individual actions.

As the strategy has six main targets these will be constantly monitored with annual review and consideration of how Portsmouth is progressing along the road to achieving these by 2036. The monitoring will be done independently against the targets and as regards the delivery of the action plan.

Then every three years there will be a major review of performance with a report taken to the Cabinet and to Shaping Leaders Board and discussions with a range of businesses on a one-to-one basis as when the strategy was drawn up in 2019. The first major review will be in 2022.



Portsmouth
CITY COUNCIL



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