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NOTICE OF MEETING

Meeting	Cabinet
Date and Time	Tuesday, 12th December, 2023 at 2.00 pm
Place	Ashburton Hall, Ell Court, The Castle, Winchester
Enquiries to	members.services@hants.gov.uk

Carolyn Williamson FCPFA
Chief Executive
The Castle, Winchester SO23 8UJ

FILMING AND BROADCAST NOTIFICATION

This meeting may be recorded and broadcast live on the County Council's website and available for repeat viewing, it may also be recorded and filmed by the press and public. Filming or recording is only permitted in the meeting room whilst the meeting is taking place so must stop when the meeting is either adjourned or closed. Filming is not permitted elsewhere in the building at any time. Please see the Filming Protocol available on the County Council's website.

AGENDA

1. APOLOGIES FOR ABSENCE

To receive any apologies for absence.

2. DECLARATIONS OF INTEREST

All Members who believe they have a Disclosable Pecuniary Interest in any matter to be considered at the meeting must declare that interest and, having regard to Part 3 Paragraph 1.5 of the County Council's Members' Code of Conduct, leave the meeting while the matter is discussed, save for exercising any right to speak in accordance with Paragraph 1.6 of the Code. Furthermore all Members with a Personal Interest in a matter being considered at the meeting should consider, having regard to Part 5, Paragraph 4 of the Code, whether such interest should be declared, and having regard to Part 5, Paragraph 5 of the Code, consider whether it is appropriate to leave the meeting while the matter is discussed, save for exercising any right to speak in accordance with the Code.

3. MINUTES OF PREVIOUS MEETING (Pages 5 - 10)

To confirm the minutes of the previous meeting

4. CHAIRMAN'S ANNOUNCEMENTS

To receive any announcements the Chairman may wish to make.

5. DEPUTATIONS

To receive any deputations notified under Standing Order 12.

6. DRIVING TOWARDS ECONOMIC STRENGTH (Pages 11 - 24)

To consider a report of the Director of Hampshire 2050 and Assistant Chief Executive regarding long-term economic strength for Hampshire.

7. FINANCIAL UPDATE AND BUDGET SETTING AND PROVISIONAL CASH LIMIT 2024/25 (Pages 25 - 48)

To consider a report of the Chief Finance Officer and Director of Corporate Operations on the in-year financial position, including the Transformation to 2021 Programme and Savings Programme to 2023, and the framework for setting the 2024/25 budget and next steps for closing the 2025/26 budget deficit.

8. SUPERFAST BROADBAND: PROJECT CONCLUSION (Pages 49 - 68)

To consider a report of the Director of Hampshire 2050 on the achievements and lessons learnt from the delivery of the Superfast Broadband programme.

9. CLIMATE CHANGE ANNUAL REPORT (Pages 69 - 130)

To consider a report of the Director of Hampshire 2050 on progress on climate change over the last 12 months, including planning for the year ahead.

10. HAMPSHIRE MINERALS AND WASTE PLAN - APPROVAL FOR CONSULTATION (Pages 131 - 204)

To consider a report of the Director of Hampshire 2050 on the Hampshire Minerals and Waste Plan: Partial Update – Proposed Submission Plan, which will form the basis of the public consultation scheduled for winter 2023.

11. ANNUAL SAFEGUARDING REPORT - CHILDREN'S SERVICES 2022-23 (Pages 205 - 220)

To consider a report of the Director of Children's Services on safeguarding children activity within Children's Services during 2022/23.

12. ANNUAL SAFEGUARDING REPORT – ADULTS’ HEALTH AND CARE 2022-23 (Pages 221 - 236)

To consider a report of the Director of Adults’ Health and Care and Deputy Chief Executive providing an annual update on the local authority statutory duty to safeguard vulnerable adults.

13. HAMPSHIRE COMMUNITY SAFETY STRATEGY GROUP (Pages 237 - 246)

To consider a report of the Director of Adults’ Health and Care on the work of the Hampshire Community Safety Strategy Group during 2023.

14. ANNUAL PREVENT REPORT (Pages 247 - 256)

To consider a report of the Director of Adults’ Health and Care on the County Council’s delivery of the Prevent duty and Channel Panel responsibilities, over the last 12 months.

15. M27 JUNCTION 10 UPDATE REPORT (Pages 257 - 268)

To consider a report of the Director of Universal Services on progress regarding the M27 junction 10 infrastructure proposals to support the Welborne Garden Village development.

16. EXCLUSION OF PRESS AND PUBLIC

RECOMMENDATION:

To resolve that the public be excluded from the meeting during the following item of business, as it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the public were present during this item there would be disclosure to them of exempt information within Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972, and further that in all the circumstances of the cases, the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons set out in the exempt report.

In accordance with Part 3, Chapter 4 of the Constitution, it has not been possible to provide advance notification of the intention to hold part of the Cabinet meeting in private. Therefore, the Chairman of the relevant Select (Overview and Scrutiny) Committee has provided agreement that the following matter needs to be considered urgently to meet funding deadlines for the junction 10 project.

17. M27 JUNCTION 10 UPDATE REPORT - (EXEMPT APPENDIX) (Pages 269 - 272)

To consider an exempt appendix in relation to the M27 Junction 10 Update Report.

ABOUT THIS AGENDA:

On request, this agenda can be provided in alternative versions (such as large print, Braille or audio) and in alternative languages.

ABOUT THIS MEETING:

The press and public are welcome to attend the public sessions of the meeting. If you have any particular requirements, for example if you require wheelchair access, please contact members.services@hants.gov.uk for assistance.

County Councillors attending as appointed members of this Committee or by virtue of Standing Order 18.5; or with the concurrence of the Chairman in connection with their duties as members of the Council or as a local County Councillor qualify for travelling expenses.

Agenda Item 3

AT A MEETING of the Cabinet of HAMPSHIRE COUNTY COUNCIL held at the Castle, Winchester on Tuesday, 10th October, 2023

Chairman: * Councillor Rob Humby

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| * Councillor Roz Chadd | * Councillor Steve Forster |
| * Councillor Liz Fairhurst | * Councillor Nick Adams-King |
| * Councillor Jan Warwick | * Councillor Russell Oppenheimer |
| * Councillor Edward Heron | * Councillor Kirsty North |

Also present with the agreement of the Chairman: Councillors Latham, Penman, Porter and Withers.

143. **APOLOGIES FOR ABSENCE**

All Members were present and no apologies were noted.

144. **DECLARATIONS OF INTEREST**

Members were mindful that where they believed they had a Disclosable Pecuniary Interest in any matter considered at the meeting they must declare that interest at the time of the relevant debate and, having regard to the circumstances described in Part 3, Paragraph 1.5 of the County Council's Members' Code of Conduct, leave the meeting while the matter was discussed, save for exercising any right to speak in accordance with Paragraph 1.6 of the Code. Furthermore Members were mindful that where they believed they had a Personal interest in a matter being considered at the meeting they considered whether such interest should be declared, and having regard to Part 5, Paragraph 5 of the Code, considered whether it was appropriate to leave the meeting whilst the matter was discussed, save for exercising any right to speak in accordance with the Code.

145. **MINUTES OF PREVIOUS MEETING**

The minutes of the meeting held on 18 July were reviewed and agreed.

146. **CHAIRMAN'S ANNOUNCEMENTS**

The Chairman made the following announcements:

He acknowledged the recent events in Israel/Gaza, and his thoughts were with all those affected, including those in Hampshire.

He highlighted World Mental Health Day and reminded Members that Councillor Zoe Huggins had recently become the Member Champion for mental health and wellbeing. He also reported that over 5700 attendees had been hosted at Chat About sessions, which aim to support community wellbeing.

Referring to the Medium Term Financial Strategy and Savings Proposals report, later on the agenda, which set out proposals to close the funding gap of £132m by 2025, he reinforced the message from Cabinet members during recent Decision days. The County Council had been clearly communicating the huge financial pressures expected by 2025 with budgets stretched to breaking point. The County Council had reduced its spending by over £600m since austerity began, despite rising costs and growing demand for core services.

Thanks to the strength of reserves, the County Council's budget was stable to April 2025 but projections beyond told a different story. With government not stepping in to provide short term additional funding, or a longer term sustainable funding solution, the County Council must take action to meet the budget shortfall itself. These were incredibly difficult decisions, however it was vital the County Council maximised the impact of its limited resources to continue to help people who were most in need.

Outcomes from the public consultation on budget proposals held during the summer showed it was clear residents expected central government to properly fund local services for residents. He had lobbied government on this point since becoming Leader of the County Council and would continue to campaign for funding and legislative reforms that local authorities needed to keep delivering quality public services for residents in the medium to long term.

He had recently attended Long Service events recognising long standing County Council employees of 25 and 40 years service. It had been an opportunity for celebration and thanks for the dedication and passion in working for the organisation.

He welcomed government announcements regarding funding for stop smoking support and a ban on young people purchasing vapes.

Finally, he advised that Farnborough Exhibition and Conference Centre would host the Hampshire Business Awards on 30 Nov. Nominations had closed and he was looking forward to beginning shortlisting.

147. **DEPUTATIONS**

There were no deputations on this occasion.

148. **DRIVING TOWARDS ECONOMIC STRENGTH**

Cabinet considered a report of the Director of Hampshire 2050 and Assistant Chief Executive regarding long-term economic strength for Hampshire and proposals regarding the integration of Local Enterprise Partnership (LEP) functions.

The Chairman clarified that the guidance from government had been clear regarding upper tier local authority responsibility for the integration of LEP functions from April 2024. He acknowledged the need to progress alongside key stakeholders, including existing LEPS, businesses, education and skills colleges and other local authorities.

Cabinet noted that following the announcement in the summer, the County Council wrote to all district and borough leaders regarding its ambition to work collaboratively. The report also highlighted opportunities to progress a pan-Hampshire solution for the combined area with Southampton, Portsmouth and the Isle of Wight which was supported by business. However, the local unitary authorities' position was to progress a separate solent only solution in respect of the LEP integration. The County Council respects its neighbours' position and would therefore move forward with governance arrangements for the administrative area of Hampshire, and would continue to work together with its neighbours where it was in the common interest to do so.

Cabinet discussed a number of economic benefits in Hampshire and heard that the value of the cruise industry to the local economy was around £2.7m per visit, which was linked to jobs and the food chain industry among others. Also of huge benefit to the area was the geographical situation of Farnborough Airport, the only business airport in the region and with its good links to London provided unique connectivity for Hampshire. The airport itself was a major employer for its area and the siting of the Gulfstream service centre at Farnborough was hugely beneficial economically for the area.

The recommendations in the report were considered and agreed. A decision record is attached to these minutes.

149. **MEDIUM TERM FINANCIAL STRATEGY UPDATE AND SAVINGS PROGRAMME TO 2025 REVENUE SAVINGS PROPOSAL**

Cabinet considered a report of the Chief Finance Officer and Director of Corporate Operations regarding the overall financial strategy for dealing with the budget gap to 2025/26 in light of the various options available to the County Council and the high level outcomes from the public consultation exercise on balancing the budget.

With the agreement of the Chairman, Councillor Jackie Porter addressed Cabinet. She was concerned that of the savings proposals around 50% were proposed service reductions and that the council tax increases would fall more heavily on smaller households in council tax bands A-D. She made suggestions regarding easing the pressure on school transport such as encouraging more children, who are able, to walk or cycle to school. She was disappointed that government did not provide a longer term funding solution to enable long term planning for councils, and she acknowledged the ongoing work of officers to reduce costs.

In response, it was confirmed that new invest to save opportunities would be considered as appropriate. In terms of school transport, it was reported that existing legislation did not allow flexibility for local authorities to enforce longer walking distances.

During the discussion and in response to questions, it was noted that the funding settlement for 2025/26 was unconfirmed and that any additional funding received in the past had been a maximum of £25m which was not sufficient to alleviate the budget pressures. It was confirmed that council tax increases were capped

by government. There was some benefit from the County Council's investments, half of which were in high yielding accounts, which would help fund the pressure in school transport. Cabinet discussed a number of reviews which could redesign delivery models and help reduce costs without adverse impact to residents and in some cases improve outcomes.

The recommendations in the report were considered and agreed. A decision record is attached to these minutes.

150. STATEMENT OF COMMUNITY INVOLVEMENT

Cabinet considered a report of the Director of Hampshire 2050 on proposed updates to the adopted Hampshire Statement of Community Involvement (2017) for planning matters.

With the agreement of the Chairman, Councillor Jackie Porter addressed Cabinet and made some suggestions regarding mechanisms for public consultations and engagement generally and was thanked for her feedback.

The recommendations in the report were considered and agreed. A decision record is attached to these minutes.

151. ADULTS' HEALTH AND CARE DIRECTORATE 5 YEAR STRATEGY REFRESH

Cabinet considered a report of the Director of Adults' Health and Care regarding the refreshed 5-year strategy for Adults' Health and Care linked to a reaffirmed Vision focused on maximising independence and quality of life. Cabinet welcomed the report and thanked the Director.

The recommendations in the report were considered and agreed. A decision record is attached to these minutes.

152. CORPORATE RISK MANAGEMENT

Cabinet considered a report of the Director of People and Organisation on further development of the risk management arrangements across the organisation and progress against the Corporate Risk Management Strategy 2022-2025.

The recommendations in the report were considered and agreed. A decision record is attached to these minutes.

153. MANYDOWN NORTH, BASINGSTOKE - UPDATE

Cabinet considered a report of the Director of Hampshire 2050 regarding the continued progress of the Manydown North project. It was noted that a number of financial and legal matters required conclusion prior to draw down of the land.

The recommendations in the report were considered and agreed. A decision record is attached to these minutes.

154. **EXCLUSION OF PRESS AND PUBLIC**

RESOLVED:

That the public be excluded from the meeting during the following item of business, as it was likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the public were present during this item there would be disclosure to them of exempt information within Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972, and further that in all the circumstances of the cases, the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons set out in the exempt report.

155. **EXEMPT MINUTES OF THE PREVIOUS MEETING**

The exempt minutes of the meeting held on 18 July were reviewed and agreed.

156. **CORPORATE STRATEGIC RISK REGISTER ANNUAL REPORT (EXEMPT)**

Cabinet received a report of the Director of People and Organisation regarding the Corporate Strategic Risk Register, and it was confirmed that recorded risks were periodically reviewed through established review mechanisms.

The recommendations in the report were considered and agreed. A decision record is attached to these minutes.

157. **MANYDOWN NORTH, BASINGSTOKE - UPDATE (EXEMPT APPENDIX)**

Cabinet received and noted the exempt appendix to the Manydown North, Basingstoke – Update report.

Chairman,

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HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Cabinet
Date:	12 December 2023
Title:	Driving Towards Economic Strength
Report From:	Director of 2050 and Assistant Chief Executive

Contact name: Gary Westbrook, Director of 2050 and Assistant Chief Executive

Email: gary.westbrook@hants.gov.uk

Purpose of this Report

1. The purpose of this report is to provide an update on the Hampshire economy as well as to update on current issues affecting Economic Development, recognising the importance of a strong and prosperous economy as a critical enabler of wider long-term outcomes across the County.

Recommendations

It is recommended that Cabinet:

2. Note the analysis of the economic impact and issues highlighted which emphasises that the County Council continues to use its scale and influence to drive towards long term economic strength in Hampshire, through shaping and influencing the key priorities set out in the Economic Strategy approved by Cabinet in December 2022. This also includes the County Council's role in promoting place-based Regeneration and Growth Partnerships.
3. Notes the update on the integration of Local Enterprise Partnership (LEP) functions following the recent Government announcement that Upper-tier Local Authorities will take on the responsibility for LEP functions from April 2024.

Executive Summary

4. The labour market in Hampshire performed strongly in the year to June 2023, but the latest evidence from regional business surveys and official sources suggests that business activity in the third quarter was disappointing and that there is a possibility that the economy might find itself in recession in the second half of the financial year. However, independent forecasts suggest that any economic contraction in Hampshire is likely to be very mild with economic growth returning in 2024.
5. As has been noted previously, the County Council has continued its ambition to increase Hampshire's competitiveness and ensure sustainable rates of economic growth that would lead to increases in wages, living standards and economic prosperity over the medium-to-long term.
6. The announcement by Government in August 2023 that the functions of Local Enterprise Partnerships will be transferred to Upper Tier Local Authorities from 1 April 2024 plays a critical role in driving economic strength in the County. This new approach will enable a strategic approach to economic development across Hampshire, based on a recognised functional economic area. This report provides an update on the integration work being carried out to ensure a smooth transition to the new way of working.

The current economic challenge and our response

7. The latest official data from the UK Office for National Statistics (ONS) suggests that the labour market in Hampshire and Isle of Wight performed strongly in the year to June 2023 compared to the previous year but there were disparities at the sub-area level.
8. The number of economically inactive Hampshire & Isle of Wight residents decreased by about 4% in the year to June 2023 with the County area seeing a decrease of around 9% or about 14,000 fewer economically inactive residents of working age. There was a small decrease in the number of economically inactive people on the Isle of Wight, a small increase in Portsmouth and a large increase in Southampton.
9. Economic inactivity rate in the County area was below the regional and national average but there were still some 17% of residents of working age classified as economically inactive. Lack of affordable childcare is one area that affects economic inactivity with the UK having among the highest childcare costs in the OECD according to research by the Confederation of British Industry (CBI).
10. Employment among Hampshire and Isle of Wight residents increased by 1.4% and by 2.8% or about 18,000 additional residents in employment in the County Area. Total residence-based employment decreased in Southampton and the Isle of Wight over the year compared to the previous year. Employment growth among employees (Hampshire residents that work for a business) was

exceptionally strong. Self-employment continued to bear the brunt of both the impact of the pandemic and the cost-of-living crisis, but the latest data suggests that Hampshire saw a small increase in self-employment.

11. The employment rate in Hampshire & Isle of Wight increased to 78.6% with the County rate reaching 80.3% in the year to June 2023, some 1.9 percentage points higher than in the previous year and above the regional and UK averages (78.3% and 75.5% respectively). Unemployment on the headline (survey-based) measure in Hampshire & Isle of Wight and the County area fell to 3.3% and 3.2% respectively, below the regional and national average.
12. Recently published official data from ONS points to strong growth in employment among people that worked in Hampshire & Isle of Wight in 2022. Workplace-based employee numbers increased by 4.6% with the County area registering growth of around 5.7% last year.
13. Sectoral data suggests that there was a strong growth in workplace-based employment in several knowledge-intensive private services such as information & communications and professional, scientific, and technical activities. Employee numbers also increased in tourism-related activities and health and education. Finance & insurance and construction decreased but employment increased in agriculture and manufacturing.
14. The strong performance of the labour market in the year to June 2023 suggests that an already tight labour market in Hampshire has got tighter but the more recent payrolled (PAYE) employment and vacancy data suggest that a prolonged period of flatlining business activity has perhaps caught up with the labour market.
15. It appears that the labour market conditions in Hampshire have weakened slightly over the summer months. September saw marginal growth in PAYE employment and employment growth over the third quarter (June to September) was also marginal.
16. Unemployment and youth unemployment rates on the timelier claimant count measures remained unchanged in September but data not adjusted for seasonal factors points to some growth in youth unemployment and unemployment in the main working-age group (24- to 49-year-olds).
17. Forward looking data not adjusted for seasonal factors points to a relatively sharp fall in labour demand (online job postings) in the three months to September. The fall in demand for high-skilled and intermediate skilled in Hampshire was greater than the fall in demand for low and low-intermediate skilled jobs.
18. Cooling labour market conditions appear to start feeding through into an easing in wage growth. Early payroll estimate suggests that median PAYE wage growth in Hampshire eased sharply to 6.6% in September, but wage growth was arguably still uncomfortably strong and above the regional average.

19. Survey evidence suggests that wage pressures are past their peak, but it is not clear how quickly wage growth will slow. The tight labour market in Hampshire alongside the gradual loosening in labour demand suggest that Hampshire's wage growth will ease but possibly more slowly than anticipated.
20. The Hampshire & Isle of Wight economy was resilient in the first half of this year despite the challenges posed by rising interest rates, high inflation, and industrial action. Our preliminary estimate suggests that the Hampshire and Isle of Wight economy expanded by 0.2% in August, but growth was sluggish and comparable to the UK average. Estimated fall in economic output in July was greater than previously thought.
21. The latest evidence from a regional survey of purchasing managers suggests that business activity (output) and the volume of new orders (a leading indicator of economic growth over the short-term) that excludes retail, and the public sector contracted for a third consecutive month in September. The fall in September was greater than in the previous month and at a level that historically has been consistent with a contraction in economic output.
22. September saw a fall in retail sales volumes, in part explained by unseasonably warm weather that affected autumn-wear purchases. Sales volumes fell in the third quarter and as the drag on activity from higher interest rates intensifies the sector may be in recession in the fourth quarter of this year.
23. Consumer sentiment improved slightly, and September saw an improvement in the outlook for major purchases, yet consumers remain under pressure and there is a possibility that real (inflation adjusted) consumer spending will decline in the current quarter.
24. House prices fell in the County Area, Portsmouth and the Isle of Wight in August with Southampton seeing some growth. Timelier national surveys suggest gloomier price outlook for sellers in a growing buyers' market, with expectation for further downward price pressures.
25. With the average house price at £378,997 in August or about a third above the national average, housing affordability in the County area continues to be stretched by historic standards. A further decrease in house prices across Hampshire looks likely but a trend towards longer mortgage terms and relatively strong growth in wages means that house prices may not fall as far as previously thought.
26. Business costs in Hampshire remain elevated but data from regional surveys suggests that business costs in the region eased to a 32-month low in September. Annual consumer price inflation remained unchanged at 6.7% in September. Fuel prices rose sharply as annual food price inflation continues to slow.
27. The latest inflation data was somewhat disappointing but still better than the Bank of England projected in August. Falling inflation alongside falling business activity

imply that interest rates have most likely peaked at 5.25% and that the Bank of England won't raise interest rates again.

28. The new upside risk to inflation is found in the events in the Middle East which could restrain how far inflation falls next year but inflation is on track to halve by December as the Chancellor of the Exchequer pledged.
29. A slower fall in core inflation than in the US or the euro-zone imply that that the Bank of England is likely to keep interest rates on hold until late 2024. This will in turn mean that mortgage rates are likely to stay higher for longer which will affect consumer spending and with that business investment and growth will equally be adversely affected.
30. Business stock (the number of local business units) decreased in Hampshire in the year to March 2023 compared to the previous year. The fall in Hampshire and Isle of Wight was slightly faster than in the County area and the fall is explained by falling numbers of micro (0-9 employees) businesses. The number of small businesses increased slightly but Hampshire saw a strong growth in the number of large and medium businesses which in part explains the strong growth in employment.
31. Survey evidence suggests that business sentiment in the region increased slightly in September compared to August reaching the highest level since April 2022 but according to the Bank of England some 70% of medium-sized businesses, those with a turnover of between £10m and £500m may struggle to meet repayments on their debts by the end of 2023.
32. Business investment in the UK was stronger than previously thought in the second quarter but forward-looking data suggests that business investment could come under strain later this year. Survey evidence from the Bank of England points to subdued investment intentions, corporate credit conditions and activity in the commercial property sector.
33. Total demand for commercial floorspace (commercial take-up) in Hampshire and Isle of Wight stood at 320,000 sq. ft in the two months to 21 August with general industry continuing to remain the largest market and accounting for 91% of total new demand in Hampshire, followed by offices at 5.4% and retail at 3.2%. There was again no take-up by the leisure sector which perhaps points to a negative effect of cuts to discretionary spending on demand for leisure-related investment.
34. A slowdown in business activity and demand is expected to hit occupancy rates across all property sectors. Given that the industrial market has historically been less cyclical it should be more resilient to any downturn than the other markets that are more exposed to cuts in discretionary spending and changing work practices.
35. Business intelligence from Hampshire's Economic Development team suggests that Hampshire continues to receive a steady flow of inward investment enquiries

from the Department for Business and Trade, but private investment continues to be relatively subdued.

36. Alongside the take up of commercial space, a number of recent investments and new contract awards have been made over the past quarter including:

- AI Centre at the University of Southampton for Doctoral Training in AI for Sustainability has received £15 million in funding to help tackle climate change through AI technology.
- Saab opens new radar production facility in Fareham, providing around 100 to 150 jobs, bringing the site up to 400 staff.
- Effective Energy Group has occupied 3,596 sq ft of workspace at the Lakeside North Harbour campus in Portsmouth.
- Longparish-based River Test Distillery established in 2017 gets approval for expansion to build a new purpose-built distillery.

37. The acquisition market remains relatively quiet, with notable takeovers in marine and manufacturing sectors:

- Red Funnel has acquired Blue Funnel Ferries which operates the Hythe Ferry service.
- Basingstoke-based Volex, a leading integrated manufacturing specialist for performance-critical applications acquired Turkish wire harnessing company Murat Ticaret.

38. Intelligence from Visit England suggests that the cost-of-living crisis is expected to affect discretionary spending on tourism-related activities with people looking to make savings on accommodation, activities and eating out. They are likely to visit and undertake free activities in more outdoors areas and take fewer spa, beauty and wellness breaks over the next 12 months which will in turn weigh on turnover and growth.

39. Anecdotal intelligence from Hampshire's tourism team suggests that self-catering providers are reporting that bookings continue to be last-minute and for shorter periods, with more swapping week-long for long weekend stays. The wet summer has meant that indoor attractions have fared better than outdoor in Hampshire and across the rest of the nation.

40. A survey by the BBC's Shared Data Unit of 190 upper tier authorities found that council chiefs expect to be £5.2bn short of balancing the books by April 2026, even after making £2.5bn of planned cuts. A number of economic headwinds such as inflation, National Living Wage, high energy costs and increasing demand for services were adding to pressures faced by local authorities. The average council now faces a £33m predicted deficit by 2025-26 with councils increasingly falling back on reserves.

41. September's public finances were again better than expected which perhaps means that there may be some room for spending rises in the Autumn Statement on 22 November or in the March Budget.
42. The implications from falling business activity and the full effect of higher interest rates are yet to feed through the economy which may result in the UK entering into a recession later this year according to several economic consultancies and commercial and investment banks. The latest sub-national forecasts from Experian (June 2023) suggest that Hampshire and Isle of Wight economy is expected to contract by just 0.1% in 2023 as a whole.
43. Experian forecasts suggested that Hampshire's economy was expected to expand by 0.9% in 2024 and by 1.5% on average between 2024 and 2027. Economic growth over the next three years was expected to be slower than the average rate of growth observed in the pre-pandemic decade (2.1% per annum).
44. In its latest Monetary Policy Report (November 2023) the Bank of England hiked its inflation forecast to 3.25% and 2% in 2024 and 2025 respectively and cut its growth forecast from 0.5% in 2024 to zero with the 2025 forecast unchanged at 0.25%.
45. The latest Economic Intelligence Dashboard (Annex 1) produced in late-October contains additional information on the current economic trends and business intelligence.

LEP Integration

46. Local Enterprise Partnerships have played an important role in supporting local economic growth since 2011. They have brought together businesses, education and local government with a clear strategy for economic success and have targeted funding to the areas that will benefit most at a local level, releasing economic capital.
47. The Levelling up White Paper set out the Government's commitment to extending devolution across England, empowering local leaders and integrating LEP functions into local democratic institutions. In August 2023 Government confirmed their expectation that those LEP functions carried out under current core funding agreements (business representation, strategic economic planning, and responsibility for delivery of specific government programmes where directed, including Growth Hubs, and Careers Hubs) to now be exercised by Upper Tier Local Authorities where they are not already delivered by a Combined Authority, or in areas where a devolution deal is not yet agreed.
48. The County Council will therefore have accountability, funding and responsibility for these functions from 1 April 2024, and any future governance or partnership arrangement would need to reflect this.

49. Work is in progress on disaggregating the current LEP arrangements in order to achieve integration of the functions, including financial and contractual arrangements and staffing.
50. In order to be able to complete the integration work the Council requires confirmation of what programmes the Government will support for the next financial year and what funding will be available to deliver it. This information is expected towards the end of the calendar year.

Post LEP Governance

51. Government guidance encourages upper tier local authorities to create or continue to engage with an Economic Growth Board (or similar) made up of local business leaders and relevant representative bodies to (a) provide the view of local businesses as part of regional decision making and (b) work with local leaders to create a broad economic strategy for the area.
52. Work is underway on a governance structure centred around an Economic Growth Board. As per the guidance, this Board will be business led with over half of the places on the Board taken by businesses or business representative organisations. In addition to the business members the Board will also include representatives from the Education sector (University and FE level), and Local Government. Engagement sessions are underway with key stakeholders to understand how they would like to manage representation from their sector as well as what sub-groups are needed, to enable participation and input from a mix of sectors and organisations. The engagement sessions with stakeholders are also considering the existing governance structures supporting Enterprise M3 and Solent LEP to ensure that the elements that have worked well are retained as far as possible.
53. Business engagement is critical to determining priorities and it is proposed that a County-wide Business Forum will sit below the Economic Growth Board to engage Hampshire's key employers and to gain critical intelligence about the local economic conditions. Representatives from the Business Forum will sit on the Economic Growth Board to provide business input at the most strategic level as per the Government Guidance.
54. It is also proposed that a Hampshire-wide Skills Partnership sits below the Economic Growth Board to facilitate the delivery of the skills infrastructure needed to deliver economic growth, aligning the Local Skills Improvement Plans, supporting post 16 education, and identifying strategic programmes to meet skills gaps. It is intended that this Partnership would oversee future government programmes within the accountable upper tier local authority area such as Skills Bootcamps and future delivery of Careers Hubs.
55. The work of the Economic Growth Board will be framed by the Hampshire Economic Strategy and based around strategic themes, for example Town Centre Regeneration, Housing Growth, Maritime, and Skills Retention and

Development. These themes will be identified by the new Board in discussion with partners and based on evidence of the issues affecting economic success in the area.

56. As stated in the October Cabinet report the proposed strategic objectives for the Economy and Skills board are:

- Be accountable for the Hampshire Economic Strategy
- Support the significant ambition for inclusive economic growth in Hampshire and its Sub-Region, including the creation, support and enhancement of landmark business destinations and the attraction of national and international businesses around Hampshire's growing industrial strengths.
- Maximise the benefits of the designated Freeport, Enterprise Zones and any emerging Government opportunities as part of the wider region; whilst acting as a hub and catalyst for creativity and innovation.
- Drive the ambition for housing growth in sustainable and well-planned locations, including new affordable homes to meet identified housing needs
- Ensure effective connectivity between the existing and planned major conurbations, surrounding neighbourhoods, market towns and key business locations.
- Support the critical infrastructure improvements and national and regional connectivity through the further development of the highways, railway, port and digital networks.
- Ensure a focus on effective placemaking and achieve a high quality of spaces and buildings, whilst complementing the excellent built and environmental heritage.
- Encourage sustainability and minimise the carbon footprint of future developments as a whole.
- Encourage sustained collaboration between business and education to support current and future demands for skills within the labour market.
- Continue to engage with the resident and business communities to ensure the sustainable economic growth delivers broader social benefits to the people of Hampshire and creates a tangible sense of community.

57. These proposed strategic objectives will be explored through engagement sessions with stakeholders to ensure they cover the key priorities for the County area. They will then need to be agreed by the new Economic Growth Board.

58. To ensure that the new governance arrangements are fit for purpose and ready from 1 April 2024 it is proposed that a Shadow Board will be in place in the new year to oversee integration.

59. The October Cabinet report confirmed County Council's intention that the LEP functions will be delivered at a County level, delivering across the whole Hampshire area. The Cities of Southampton and Portsmouth have indicated

that they will not become part of any County-wide arrangements and will discharge their post-LEP duties at a city level, working together with Solent Partners. Therefore, the governance arrangements that the County Council is putting in place will include the whole county area minus the cities.

60. At the current time the focus is on agreeing the governance structure for the Hampshire County area. Once this has been agreed, and the new Board is operational, arrangements for collaboration at a more regional level can be developed. However, it is the County Council's intention to engage proactively with neighbouring governance arrangements such as Surrey County Council and the cities of Southampton and Portsmouth.

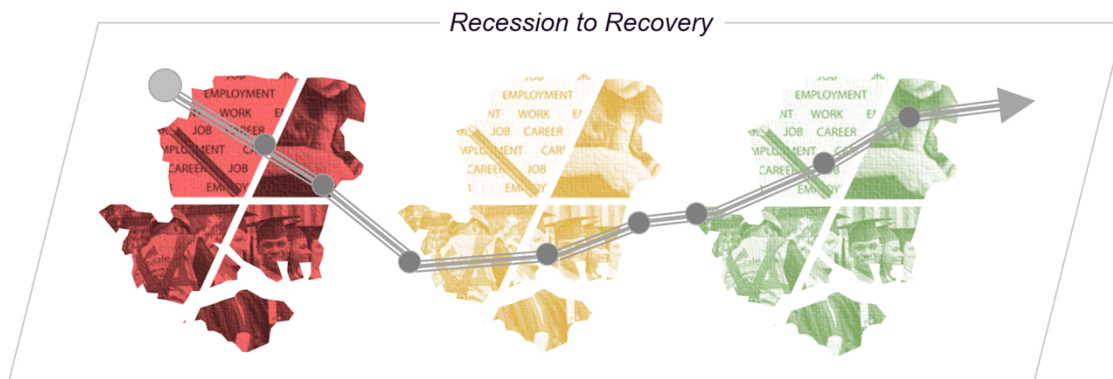
Next Steps

61. The immediate priorities for LEP integration is to;

- Agree the governance structure
- Disaggregate current LEP contracts and agreements and ensure new arrangements are in place where required from 1 April 2024
- Confirm the assets and funding to move across from the existing LEPs to enable to continued delivery of programmes and functions
- Ensure the right resources are in place to deliver LEP functions from 1 April 2024, including staffing

62. Conclusion

63. Despite continued economic challenges Hampshire performs well against Southeast and National averages, but unemployment continues to rise. The work the Council is doing in the employment and skills arena is a key part of overcoming these challenges and the disaggregation of the LEPs and the moving of functions to Upper-Tier authorities provides an opportunity to consolidate this work and deliver the services in the most efficient way. An Economic Growth Board for the County area will provide a structure to identify the actions needed to maintain Hampshire's economic advantage and to monitor outcomes and impacts to ensure that Hampshire is a place where all can benefit from its economic success.



Hampshire Monthly Intelligence Dashboard

October 2023

Hampshire County Council
Hampshire 2050

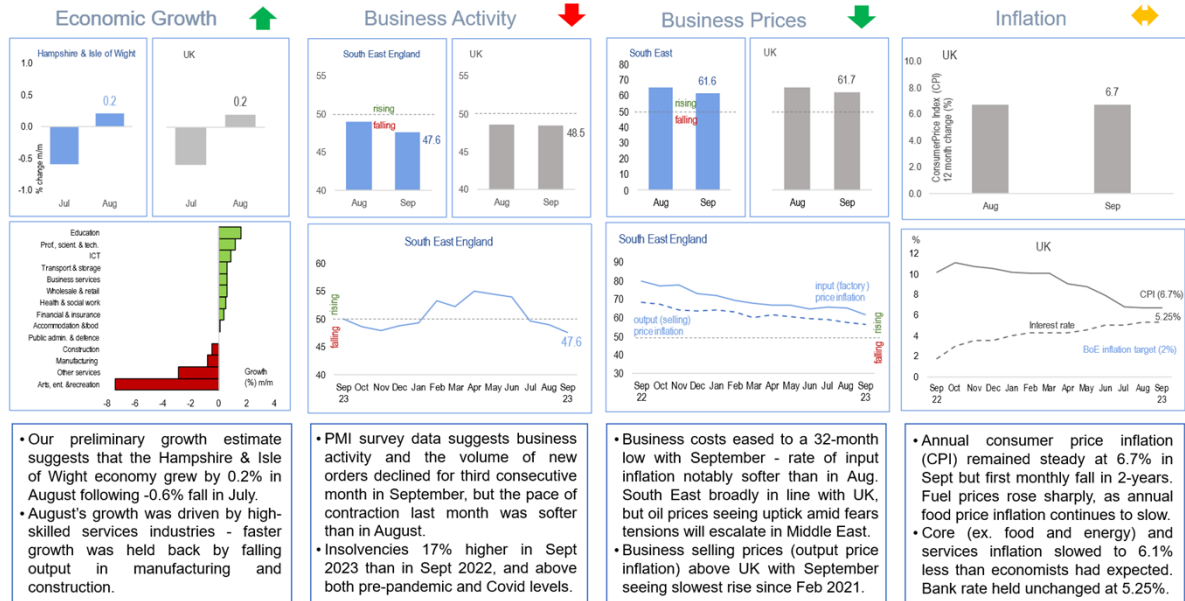


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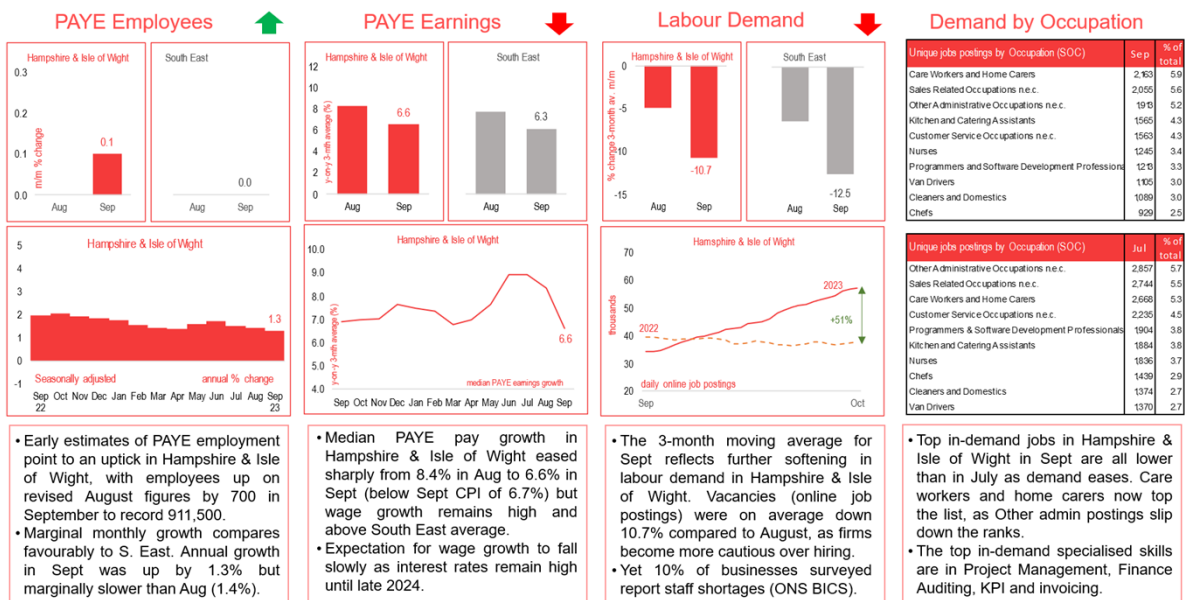
Business Activity

1



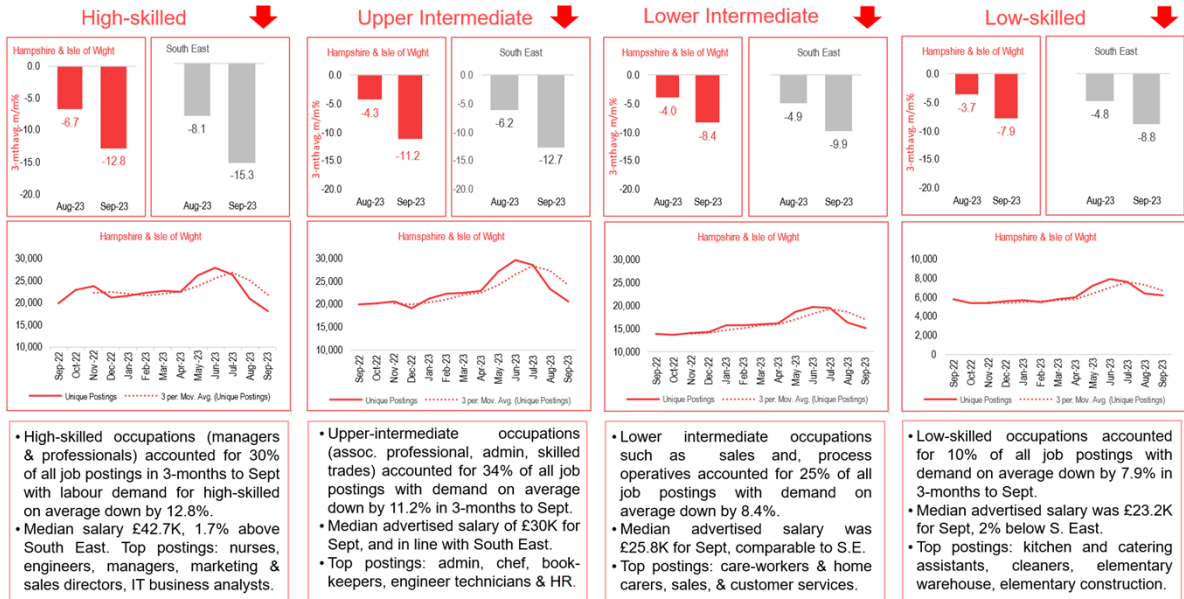
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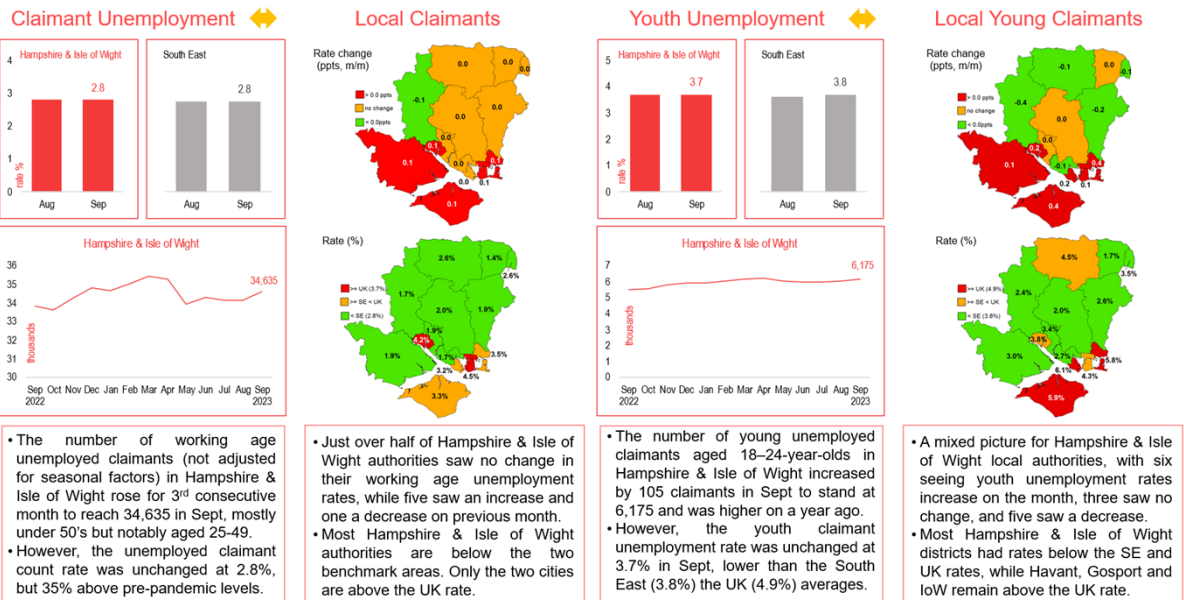
Jobs demand by skills-level (occupational demand)

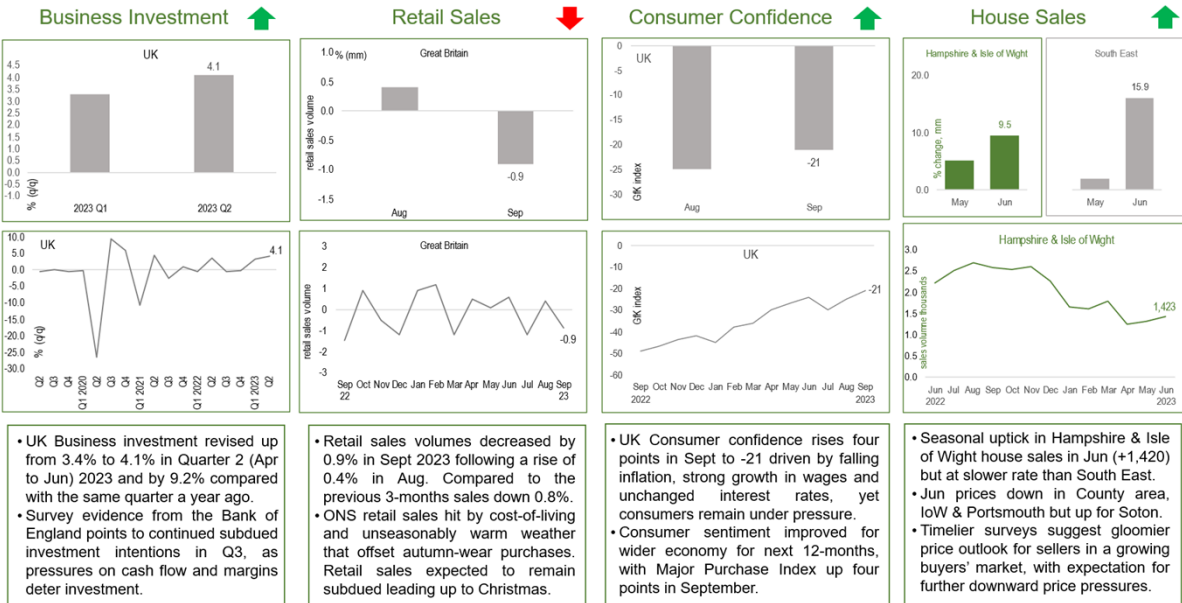
3



Unemployment

4





How to read 'traffic lights':



Refers to decline or growth relative to the previous period (GVA, PMI business activity and business prices indicators, job postings, business investment, retail and house sales).

In the case of inflation, PAYE employment & earnings and consumer sentiment it refers to the direction of travel relative to the previous period.

For claimant count unemployment indicators the change refers to the rate not the level. For example, a decrease in youth unemployment would see a downward green arrow.



Little or no change on previous period.

* The local estimate is preliminary and it needs to be treated with a high degree of caution since it is based on the sectoral mix of Hampshire and the Isle of Wight and the national sectoral impacts.

Sources:

The primary data sources are the Office for National Statistics (ONS) and HMRC, while additional data comes from several commercial sources such as S&P Global, Lightcast, CBI, BCC, HM Land Registry and the Bank of England.

Monthly/Quarterly data for Business Activity, Jobs & Earnings, Unemployment and Sentiment & Investment.

In the case of several monthly indicators, the South East is used as a proxy geography for Hampshire.

Estimates of payrolled employees and their pay from HMRC Pay As You Earn (PAYE) Real Time Information are preliminary but seasonally adjusted. Employment figures differ from the ONS Labour Force Survey (LFS) data. Median pay figures differ from the ONS estimates and are based on gross PAYE earnings which do not cover other sources of income, such as self-employment.

For further information on Hampshire's labour market see Quarterly Labour Market Updates and Monthly Ward Claimant Count Reports available at:

<https://www.hants.gov.uk/business/ebis/reports>

This publication is produced by the Economic and Business Intelligence Service (EBIS), Hampshire County Council



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HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Cabinet
Date:	12 December 2023
Title:	Financial Update and Budget Setting and Provisional Cash Limits 2024/25
Report From:	Chief Finance Officer and Director of Corporate Operations

Contact name: Rob Carr – Chief Finance Officer and Director of Corporate Operations

Email: Rob.Carr@hants.gov.uk

Section A: Purpose of this Report

The purpose of this report is to:

1. Provide an update to Cabinet on the in-year financial position as at the end of September, including the Transformation to 2021 Programme and Savings Programme to 2023.
2. Set out the process and framework for setting the 2024/25 budget and the next steps in looking to close the remaining 2025/26 budget deficit.
3. Consider the financial impact of the Autumn Statement, announced by the Government on 22 November, and to consider the Council's overall financial prospects.
4. Present the inflationary and other unavoidable pressures that have been identified to date as part of the preparatory work for the 2024/25 budget.

Section B: Recommendations

It is recommended that Cabinet:

5. Notes the latest financial position for the current year as at the end of September.
6. Notes the increasing cost pressures building across both Adults, Health and Care and Children's Services Directorates.

7. Notes the announcement by Government of an Autumn Statement and the impact on the County Council's financial planning, set out in Section E.
8. Approves the provisional revenue cash limits for 2024/25 set out in Appendix 1.
9. Delegates authority to the Director of Corporate Operations to allocate additional permanent revenue funding for inflationary pressures in 2024/25 up to a value of £5m, to be funded from contingencies as required.
10. Approves the capital guideline amounts for 2024/25 as set out in paragraph 81 and notes the changed treatment of capital guidelines from 2025/26 onwards.
11. Notes the updated capital programme in paragraph 87 and the use of the inflation risk reserve as set out in paragraph 84.
12. Notes the County Council's performance against its Prudential Indicators relating to capital investment set out in Appendix 2.

Section C: Executive Summary

13. This report is the standard pre-budget setting report that comes to Cabinet each December and is mainly concerned with setting revenue cash limits and capital guidelines and looking at the prospects for the budget for the next financial year.
14. The Autumn Statement delivered by the Chancellor on 22nd November did not include any additional financial measures to ease the pressures facing local authorities. Furthermore, the continued upward pressure on the National Living Wage and tightening of medium term departmental spending plans to provide the scope for the tax cuts announced in the budget sets a worrying backdrop for the medium term outlook for local government finance.
15. Continuing and building pressure on the Adults, School Transport and Special Educational Needs budgets is forecast for the current year, amounting to some £18m. The future year impact of the transport and SEN pressures is being assessed, however the increase in Adult Social Care clients is expected to add £10.5m to the cost of service delivery in 2024/25. A further £1m is also required to fund additional Coroners costs, though a range of mitigating measures currently being implemented are expected to improve this position over the medium term.
16. In addition, the Council could face extra costs in relation to cyber security, other IT pressures and health and safety improvement work. Risk also remains around the T21 and SP23 savings still to be delivered within demand led social care budgets. The budget setting report to Cabinet and Council in February 2024 will provide a further update on the position for these items, and on the future year impact of the pressures noted above. Overall, at this stage, the additional funding to be included in the provisional cashlimits for inflation, growth and pressures amounts to some £130m.

17. The Council will undertake an exercise to establish the legal minimum service levels across all services to understand any further options for service changes or reductions to close the budget gap to 2025/26, and to consider what further options could be implemented in the face of a Section 114 notice. This exercise will be concluded by the Autumn and will form an important part of the evidence for subsequent discussions with Government.
18. It is proposed that Cabinet approves the allocation of capital cashlimits to directorates for 2024/25 only at this stage. It is recommended that the amounts for 2025/26 and 2026/27 are held centrally, allowing the County Council time to continue to consider the evolving MTFs position. This is a pragmatic approach that balances recognition of the importance of capital investment with the need to review and challenge all revenue based expenditure given the exceptional financial environment.

Section D: Contextual Information

19. The County Council received a report in November on the updated MTFs position together with savings proposals for the 2025/26 financial year (Savings Programme to 2025 – SP25). It was reported that even if all of the savings proposals were implemented (following stage 2 consultations where appropriate) there would still be a recurring gap of £41.6m and a total gap in 2025/26 of £56.7m due to the timing of savings delivery.
20. The background to this position is well documented with the County Council declaring publicly in 2018 that if something didn't fundamentally change in the system for local government finance that we would not be sustainable in the longer term as we cannot continue to make savings in other services to fund the growth in social care services in particular.
21. This position has been exacerbated in more recent years, with extremely high inflation on top of continued growth in service demand in major spend areas such as social care, Special Educational Needs (SEN) and school transport. These pressures have led to a predicted gap of £132m by 2025/26, although the factors outlined in this report will place further pressure on this forecast position as we head into the budget setting round for 2024/25.
22. The County Council has continued to lobby the government for additional temporary funding in 2024/25 whilst we await the long delayed review of the local government finance system, which is widely recognised as not being fit for purpose.
23. In July, the government announced an additional allocation of winter pressure funding for Adult Social Care in 2023/24 and 2024/25 through the Market Sustainability Improvement Fund. Hampshire will receive £7.2m in the current year and £4.1m in the forthcoming year, which will be used to offset pressures in the system.

Section E: Autumn Statement

24. The Government announced the 2023 Autumn Statement on 22 November. Disappointingly, the Statement didn't include any additional financial measures to ease the pressures facing local authorities, despite strong lobbying from the sector in the period leading up to the Statement, which attracted widespread press coverage. The Statement was focused mainly on tax measures, with little new public spending announced.
25. The headline announcements in the Statement were a 2% cut to the rate of Employee National Insurance contributions and the introduction of permanent tax reliefs on business investment. Of particular interest to Local Government was the announcement of a 9.8% increase in the National Living Wage for 2024/25 to £11.44 per hour. This significantly exceeds the previous central estimate of £11.16 published by the Low Pay Commission in May on which the current MTFS forecasts are based. This increase is likely to result in additional financial pressures for the Council, both through increasing costs for our service providers and also impacting future local government pay awards. A full review of the financial impact will be undertaken prior to budget setting in February 2024.
26. The Council tax referendum limit was confirmed as 3% for 2024/25, plus an additional 2% for increases to the Adult Social Care Precept. It was also announced that thank you payments for Homes for Ukraine sponsors would be extended into a third year; these will remain at £500 per month.
27. The Economic and Fiscal Outlook published by the Office for Budgetary Responsibility (OBR) alongside the Statement showed that the net use of reserves by local authorities increased by £2.3bn in 2022/23. Furthermore, Councils are expected to use £1.5bn reserves in 2023/24 and £0.8m in 2024/25 to meet "ongoing funding pressures". Both year's figures were originally zero in the March forecasts.
28. The OBR's report goes on to highlight the risks caused by pressures on local authority finances, with Local Authority spending falling from 7.4% of GDP to just 5% since 2010/11 and with a further fall to 4.6% of GDP expected by 2028/29. The government's planned departmental spending levels beyond 2024/25 are expected to grow by just 0.9% per year in real terms. After accounting for commitments to larger increases in NHS funding, spending in unprotected departments (including local government) would fall by 2.3% each year in real terms. This sets a worrying backdrop for the medium term outlook for local government finance and suggests that there is unlikely to be sufficient scope to address the funding shortfalls faced by Councils within the government's current spending plans.

Section F: Highways maintenance funding

29. On 17th November, the Department for Transport (DfT) announced that £8.3 billion of redirected High Speed 2 capital funding would be used to provide an

investment package for Highway Maintenance over the next 11 years. This is the largest ever funding allocation for a road resurfacing programme and represents an increase of more than two thirds in DfT support for local roads. The local authority allocations for 85% of the funding have been announced, with the remaining 15% of funding remaining to be allocated at a later date. The 15% not allocated will be dependent on future updates to the formula funding approach, completion of local highway PFIs within the 11-year period, and possible changes to incentive-based funding centred around innovation and best practice.

30. Hampshire will receive a minimum of £132.3m additional funding over the eleven years to 2033/34, of which £4.225m will be allocated in both 2023/24 and 2024/25. If the remaining funding is divided equally across the remaining 9-year period from 2025/26, this would provide an additional £13.76m per year. This assumes an equal straight-line distribution across the funding period, but the actual distribution of funding has not yet been confirmed.
31. The timing of the larger longer-term element of the additional DfT funding from 2025/26 onwards is significant as it coincides with the proposed reduction of £7.5m per year as part of the Savings Programme to 2025. Assuming the DfT base funding remains unchanged for 2025/26 onwards, there would still be a net gain in funding for structural highway maintenance after accounting for the planned savings.
32. Conversations are already underway with the Council's highways contractor to ensure that the County Council remains in a strong position to deliver work on the ground at an increased scale in light of the significant funding announcement. With increased funding it is proposed to reintroduce more planned works following the managed scaling back of this type of work following the impacts of the severe 2022/23 winter and the need to refocus resources on reactive works. This will mean more surface treatments, resurfacing schemes and larger programmes of structural repairs that will be delivered alongside continuing routine and reactive works.

Section G: 2023/24 Business as Usual Financial Monitoring

33. Balanced positions have been reported for the period to the end of September by Universal Services, Corporate Services and Hampshire 2050. Some early delivery of SP2025 savings is expected within the non-social care directorates which will be transferred to the Budget Bridging Reserve at the end of the year to contribute to balancing the budget for 2025/26. However, significant pressures exist within Adults and Children's services after utilising all remaining cost of change funding which will need to be met from general contingencies and central budgets. The key areas of pressure are discussed in further detail in the following sections.

Inflation Underwrite

34. The central contingencies budget includes an earmarked sum of £15m to meet significant unfunded directorate inflationary pressures on an exceptions basis. To date, over £9.9m has been allocated from the contingency budget; most significantly £5.3m for School Transport and £4.4m for Adults care budgets. The remaining balance of the underwrite is required to offset inflationary price increases budgeted for 2024/25, which significantly exceed the contingencies earmarked for this purpose. Any further inflationary pressures emerging within the current and next year will therefore impact general contingencies going forward, with potential implications for the 2025/26 budget gap.
35. The key factors impacting this position include the use of current year inflation rates to set the uplifts for a number of the Council's high value contracts, with rates remaining higher than previously expected. Additionally, the government's announcement of a 9.8% increase in the National Living Wage for 2024 is an important driver of costs, particularly within social care, and now exceeds the level of general inflation. Finally, the Council continues to face challenges around sourcing sufficient appropriate service provision in key areas due to a lack of supply and therefore market competition which continues to push up prices, particularly for services such as School Transport.

Adults' Social Care

36. There is a forecast pressure on care packages for all client groups of £10.8m in addition to the £10.8m that has previously been anticipated within the MTFS. There are forecast to be over 200 more Residential and Nursing clients by the end of the year than budgeted levels, which is the primary reason for the reported pressure. Pressures within Younger Adults are mainly due to the increasing number of clients with complex needs since the start of the financial year, although there have also been some increases in volumes and particularly average placement costs since the budget was set.
37. There remains approximately £6.4m from the additional Market Sustainability Improvement Fund (MSIF) grant allocated by the government in July which can be used to help fund these pressures, reducing the net pressure to £4.4m.
38. The recent increases in client numbers have impacted the proposed budget for 2024/25, with an extra £10.5m growth funding expected to be required. However, given that levels of demand across the second half of this year and future pressure funding from government remain uncertain, it is not yet possible to confirm whether this will result in an increase to the 2025/26 budget gap. The budget setting report to Cabinet and Council in February 2024 will provide a further update on the position.

Special Educational Needs

39. The 2023/24 budget included additional funding of some £3.8m for the Special Educational Needs Service and Educational Psychologists as a result of a significant rise in the number of requests for Education Health and Care Plans (EHCPs) in recent years. Despite this additional funding, the service is forecasting a pressure of £3.5m as at Q2. Market supplement proposals have been approved which are expected to reduce the agency staffing pressure on the service, though this is unlikely to significantly impact the current year position. Further work has been requested from Children's Services to determine a minimum viable establishment structure for the service which is commensurate with current EHCP growth forecasts. It is expected that this will result in an ongoing pressure well in excess of the numbers presented for the current year, which will need to be considered as part of the Council's budget setting process in February 2024.

School Transport

40. The Medium Term Financial Strategy approved by Council in November highlighted a growing pressure on School Transport due to increased complexity of pupil needs, shortages of appropriate transport and the lack of locally available, suitable Special Educational Needs places. The reported pressure has risen in recent months due to recommissioning of 60% of mainstream school routes over the summer, leading to 14-15% price rises coupled with some operators deciding not to bid, giving notice or cancelling 23 contracts at short notice. This has resulted in more expensive alternative arrangements needing to be implemented. Many of the retendered contracts were previously extended under special measures during the pandemic and were some of the oldest, and therefore cheapest that the service held.
41. The transport pressure is now expected to be £9.9m above budget plus contingencies in the current year. Whilst it remains possible to offset this pressure in the short term using the substantial increase in interest income on cash balances which the Council expects to receive over the next two years, any impact on the modelled MTFS pressure of £17.8m extra by 2025/26 risks further increasing the £132m budget gap. The MTFS projections will be updated at a later date to reflect the latest data on pupil numbers and will also take account of the impact of the current year pressure and the extent to which this might extend into our future cost base.

Coroners

42. The 2023/24 provisional cash limits report to Cabinet in December 2022 highlighted a 50% increase in Coroners inquests since 2019 resulting from increasing numbers of complex or uncertified referrals and acute shortages in mortuary capacity. An additional £578k was added to the service's budget for 2023/24, however a pressure of £546k is expected for the current year, rising to around £1m in 2024/25 and this will be reflected in the proposed budget for

Universal Services. This includes funding for an additional Area Coroner position and Assistant Coroners which will provide extra capacity to reduce the backlog of inquests, in turn reducing spend on mortuary provision. In addition, potential upcoming changes to legislation are expected to help reduce levels of post-mortem referrals, reducing the future costs of service delivery. The budget position for the service will therefore be kept under close review and will be adjusted to reflect the impact of savings as and when these can be realised.

Future IT Costs

43. It is usual at this time of the year to consider any additional pressures within the IT service in the same way that we do for other services such as social care or school transport. It is clearly more difficult to do that for services where there is not a direct link between demand and costs, particularly in an area such as cyber security, where threats are constantly changing and the amount you can spend on putting mitigations in place is based on a subjective assessment of how effective they will eventually be.
44. In the past, the County Council has continued to invest in new technology to combat the changing threat of cyber attacks and new investment is planned for next year which equates to an additional recurring revenue pressure of £405,000 per annum alongside around £638,000 of other costs associated with unavoidable IT pressures which have arisen over the last year.
45. However, given the financial pressure that the County Council is under the Chief Financial Officer wanted to test the additional investment against the 'legal minimum service level' criteria (discussed later in the report) to ensure that it is fully justified in terms of adding further costs to the recurring bottom line position of the authority. This will be discussed at Corporate Management Team with any proposals coming forward as part of the budget setting report in February next year.

HSE improvement work

46. Cabinet will be aware that the County Council received an improvement notice from the Health and Safety Executive (HSE) in respect of two separate incidents of lifting equipment failure which was supplied by the Hampshire Equipment Store (HES).
47. The County Council must respond to the improvement notice by January 2024 and significant work has already been completed to fully understand how the incidents occurred and what improvements are required within our systems, processes and staff training to ensure that future incidents are mitigated as far as we are able.
48. Some of this work will require system changes and data cleansing activity as well as ensuring that all of our records and equipment checks are fully up to

date. Early estimates indicate that this could cost up to £500,000 on a one off basis to complete.

49. Furthermore, the County council will need to invest in additional resources to ensure that its requirements under Lifting Operations and Lifting Equipment Regulations (LOLER) and Provision and Use of Work Equipment Regulations (PUWER) are fully discharged. Initial assessments indicate that additional recurring funding of around £250,000 will be needed to meet our obligations.
50. At this stage therefore, provision for these amounts will be made in the draft budget, but final costs will be confirmed once more detailed requirements and costings have been produced.

Section H: Transformation to 2021 and Savings Programme to 2023

51. For Tt2021 and SP2023 as part of the financial planning for the update of the MTFS in February next year, CMT have been asked to look closely at any current Red rated savings to determine whether these are truly deliverable in the future or whether they ought to be included as an additional pressure for the medium term forecast to 2025/26. There are currently £3.0m of savings that are rated as Red and all of these relate to Adults or Children's social care proposals.
52. The need to review these savings more closely reflects the fact that economic and market conditions have changed significantly in a number of the key areas where savings are still to be made, and it may no longer be possible to achieve the same level of savings as a result. If this turns out to be the case, it is important that this is reflected in our forecasts when we report next February.

Section I: Overall Budget 2024/25

53. It is not possible at this stage to fully update the Medium Term Forecast as we do not have details of the provisional local government finance settlement and allocations for 2025/26 and beyond have not been released, given that they fall into the next Government Spending Review period. Furthermore, as mentioned above we are reviewing the forecast pressures in Adult Social Care, Special Educational Needs and Home to School Transport to determine whether the cost increases seen during the current year could impact on budget forecasts to 2025/26. A full update will be provided in February but at this stage, given the substantial short term increase in interest income on the Council's cash balances and saving due to the prepayment of employer pension contributions for the period of 2023/24 to 2025/26, it is anticipated that the budget shortfall is likely to remain in line with the position reported in the MTFS.
54. As part of the financial outturn reporting process for 2022/23, a review of the Council's reserves and commitments was undertaken. Through reprioritising

earmarked funding, including monies set aside to fund future capital programmes and corporate policy objectives, most of the additional funding required to bridge the £86m gap for 2024/25 was identified, albeit a small deficit of £2.4m still remained. The position will be kept under review in the light of the outturn position for 2023/24, early achievement of SP25 and further review of options to re-purpose earmarked reserves.

Section J: Provisional Cash Limits 2024/25

55. Provisional cash limits are set to enable Directorates to prepare their detailed budgets for the next financial year. These cash limits take account of changes in the base budget, for example as a result of grant changes or transfers between Directorates, approved growth and inflation for the year.
56. Inflation allowances are given each year for pay and price increases and the provisional cash limits detailed in this report include allowances for price inflation and the impact of the 2023/24 pay award. An allowance for the 2024/25 pay award will be held in corporate contingencies and allocated to Directorate budgets when the agreed pay award is known.
57. The calculation of the provisional cash limits is shown in detail in Appendix 1 and demonstrates all too clearly the pressures we face next year with over £130m of inflation, pressures and growth added since 2023/24. This does not include the impact of the 2023/24 local government pay award, which is expected to add a further £22m to directorate cashlimits. The figure for Schools will be updated once the provisional settlement is known, but for now, the 2024/25 position has been updated taking into account forecast changes, such as increases in respect of the pupil premium and other grant related changes.
58. Funding previously approved to meet growth in demand-driven services has also been allocated and is reflected in the provisional cash limits, with the exception of inflation on energy budgets, a further general inflation underwrite of £5m (to be allocated on an exceptions basis), the provision for the 2024/25 pay award, and funding for children's agency staffing, as this pressure can vary across the year.
59. The cash limits include additional funding to cover the full impact of inflation at forecast levels where the Council is contractually committed to increase payments to suppliers in line with general inflation. However, for adults and children's social care budgets and other non-pay spend, a base level of inflation has been included within the cash limit which reflects the limit of affordability within the current MTFs, and a corporate inflation underwrite will be held to meet the cost of any additional increases that may be required. The base inflation allocation on non-pay expenditure remains some £15.7m higher than the inflation allocated for 2022/23. The additional underwrite of £5m is factored into the Council's budget gap, so will only be called upon in exceptional circumstances where there are significant implications for service delivery.

60. Additionally, the 2024/25 cash limits include £5.7m of income inflation which increases directorate targets for income generation through increasing existing fees and charges in line with cost increases where it is possible to do so. A general increase of 3% has been assumed for budgeting purposes, however fees and charges will be reviewed on a case by case basis and in some areas could increase by a higher level to allow the council to continue to provide discretionary services on a cost neutral basis. The Revenue Budget Reports to Executive Members and Select Committees in January will include a full list of the Council's proposed fees and charges for each portfolio area for 2024/25.
61. Chief Officers, with Executive Members will be developing their detailed budgets within these provisional guidelines, subject to their approval, so that the Leader and Cabinet can make the final budget recommendations for 2024/25 at the meeting in February 2024.

Section K: Review to establish legal minimum service levels

62. Cabinet will be aware that in developing the Savings Programme to 2025 (SP2025) no specific savings targets were set for Directorates in the same way that we have for every other savings programme to date. Instead, Directorates were asked to come up with proposals, based on moving towards a minimum level of service.
63. This wording was chosen carefully for two reasons, firstly, reflecting the fact that there is no clear definition of what a legal minimum service looks like and secondly, because it was recognised that even after the SP25 programme was approved there would still be further challenge as to whether that did in fact represent a legal minimum service level.
64. Even if all of the savings proposals for SP25 were fully implemented, there is still a £41.6m recurring gap in the budget from 2025/26 onwards and the County Council must therefore continue to look at what options are available to it to help close this gap on an ongoing basis.
65. To facilitate this, Corporate Management Team have implemented a piece of work to look more closely at what a Legal Minimum Service Level (LMSL) looks like across our full range of services, with a view to concluding a piece of work by Autumn next year.
66. This is a very different exercise to anything that we have undertaken in the past and will challenge our thinking on how we provide services into the future. Importantly, it will concentrate on two distinct strands of work:
 - Further options for service change or reductions that could be implemented in order to help close the remaining gap for the 2025/26 budget.
 - Options for service reductions that would only be implemented in the face of a Section 114 notice.

67. For the first tranche of work, this will include some potential changes that are already in train following the Chief Executive's 'fit for the future' programme, concentrating on the enabling functions review, the customer contact review and the admin. review.
68. Whilst in recent savings programmes, members expenses have not been reviewed as part of the proposals, this will need to be included for this exercise, in particular the members devolved budgets which currently total £624,000.
69. The second part of the exercise will be more challenging as it means the County Council will need to consider options that based on past work do not necessarily make sense. For example, we currently make an annual contribution each year towards capital spend (see later in this report) and towards replacing IT infrastructure and desktop kit, all of which could be stopped. Clearly, longer term this does not make sense as it only stores up financial problems for the future, but in the face of a Section 114 notice they are options we would have to consider.
70. Similarly, the work we currently do on preventative services would need to be assessed as to whether it needed to stop even though we know that this will create more costs further down the line. Within this area however, we need to be aware that some services require us to prevent access to services as part of our statutory duties, so this will need to be looked at closely.
71. It is not expected that this work will find the full remaining £41.6m of savings needed to balance the budget in 2025/26 but is an important part of the evidence we need for Government and in reviewing submissions we therefore need to be able to apply the 'commissioner test'. In essence, if commissioners were sent in to review our financial position, they should not be able to find any instance of expenditure that was not already at the LMSL. With this in mind, the intention would be to consider any added value of having external validation of the work that had been completed as this would form a very important part of our submission to Government in advance of the Comprehensive Spending Review, highlighting that the County Council is unable to balance its budget with the funding it has and cannot make any more savings to close the financial gap.
72. At this stage, it would be pointless issuing a Section 114 notice (albeit the regulations would require us to) since issuing an instruction to County Council to address the budget shortfall when we had already exhausted all options for saving money would clearly not achieve anything.

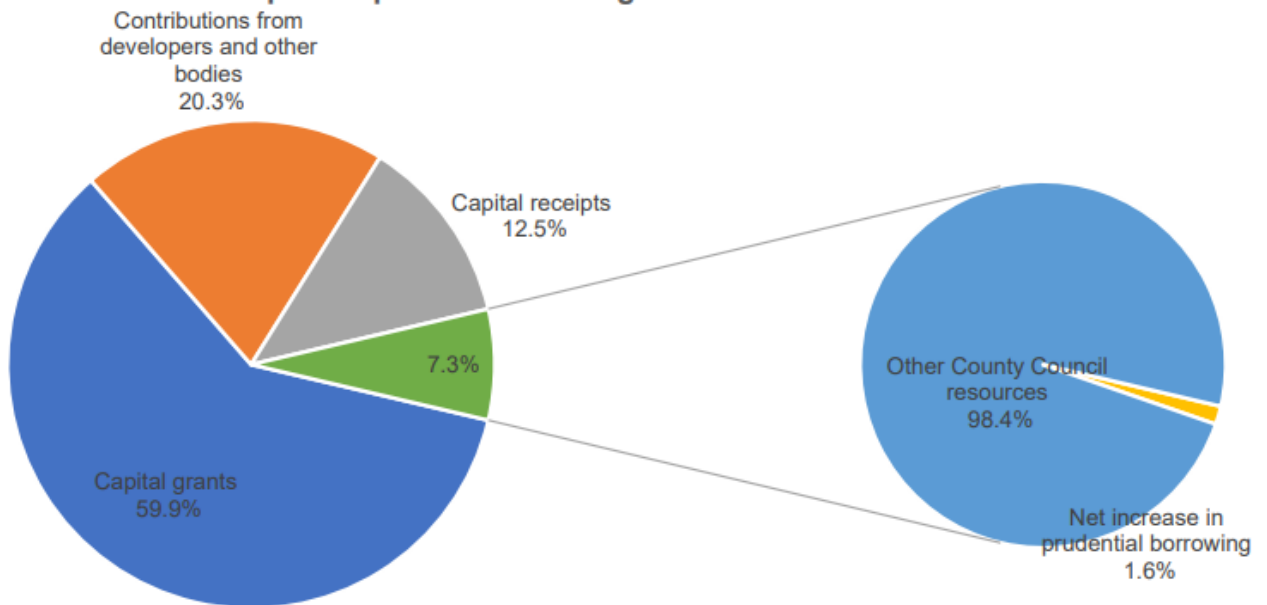
Section L: Capital Investment

73. The County Council has maintained its capital programme throughout the period of austerity, doing so by making use of external sources to fund a

significant proportion of expenditure, supplemented by the use of capital receipts and the County Council's own revenue resources.

74. Actual capital expenditure varies from year to year due to the nature of the delivery of capital schemes but has averaged around £205m per annum over the past 5 years, equating to over £1bn in aggregate. This is a significant investment in assets to support and enable the provision of local services and also delivers benefits to the local economy.
75. The breakdown of funding of actual capital expenditure for the 2022/23 financial year is shown in the graph below. In this period c.80% of expenditure

Breakdown of capital expenditure funding 2022/23



was funded from external sources, or approximately £153m of the £191m total spend.

76. Where expenditure is funded from local resources, this impacts the revenue budget in one of three ways:
1. A reduction in existing reserves
 2. Increased capital financing costs (e.g. interest and MRP) as a result of prudential borrowing
 3. The need for direct contributions to schemes from the revenue budget
77. The County Council has maintained planned revenue contributions to capital as part of its revenue budget throughout the period of austerity, recognising the need for continued capital expenditure in areas such as essential health and safety improvement works across the County Council's built estate and the investment in highways. As such, the revenue budget approved in February 2023 included a revenue contribution to capital of £13.6m, a key component of the capital cash limit guidelines for the current financial year.

78. As explained in detail earlier in this report, the County Council faces an increasingly challenging financial position. The forecasts contained within the current MTFs assume the annual revenue contribution to capital of £13.6m continues. It is proposed, however, that Cabinet at this stage only approves the allocation of amounts from within this sum to services for 2024/25 when setting the provisional capital cash limit guidelines. It is recommended that the amounts for 2025/26 and 2026/27 are centrally held at this stage, allowing the County Council time to continue to consider the evolving MTFs position. This is a pragmatic approach that balances recognition of the importance of capital investment with the need to review and challenge all revenue-based expenditure given the exceptional financial environment.
79. This approach is also compatible with the way the County Council sets its three-year capital programme each February, whereby the second and third years are always provisional. Executive Members will have the certainty of funding to be able to put forward locally resourced schemes within their capital programmes for 2024/25, while high priority schemes that may require funding from local resources in 2025/26 and 2026/27 can continue to be identified by Executive Members to enable funding options to be considered. Where external funding is anticipated, provisional programmes for 2025/26 and 2026/27 can continue to be proposed as usual.
80. The capital cash limit guidelines also include amounts funded from prudential borrowing. This includes the annual amount of £3.4m for vehicles to be purchased by Hampshire Transport Management where costs are recovered through charges to HTM service users. In addition, a further £6.8m is included for 2024/25 only relating to essential health and safety and regulatory compliance and life cycle replacement costs. This amount received previous approval linked to the July 2022 report to Cabinet on developing a Medium-Term Financial Strategy. It should be noted that prudential borrowing creates a pressure on the revenue budget through interest and repayment of principal (Minimum Revenue Provision) costs.
81. The result is the following provisional capital cash limit guidelines:

Capital cash limit guidelines	2024/25 £'000	2025/26 £'000	2026/27 £'000
Adults' Health and Care	481	0	0
Children's Services	100	0	0
Universal Services	22,642	3,400	3,400
Hampshire 2050	646	0	0
Centrally held	0	13,669	13,669
Total	23,869	17,069	17,069
<u>Funded by</u>			
Direct revenue contributions	13,669	13,669	13,669
Prudential borrowing	10,200	3,400	3,400
Total	23,869	17,069	17,069

82. Cabinet is requested to approve these provisional guidelines to allow directorates to prepare their detailed capital programmes for approval as part of the budget setting process in January and February.

Capital inflation risk reserve

83. Cabinet and County Council received a report on developing a Medium Term Financial Strategy in July and September 2022 respectively. This report identified the significant inflationary pressure on capital allocations and especially approved projects out to tender and in progress. It was agreed that contingency funding of £15m would be made available through a corporate capital inflation underwrite where inflation on individual schemes could not be met from approved budgets. It was subsequently agreed by Cabinet in December 2022 that any unused amount from this £15m would be used to create a new capital inflation risk reserve.
84. A number of draws from this reserve were identified as part of the February 2023 capital programme report to Cabinet and County Council, leaving an unallocated balance of £4.801m. A further £1.650m has subsequently been approved under the approval delegated to the Deputy Chief Executive and Director of Corporate Operations, leaving a balance of £3.151m. Any unspent amounts upon completion of these schemes will be returned to the capital inflation risk reserve.

	Inflationary pressure £'000
Original capital inflation underwrite	15,000
Approved draws December 2022	(950)
Approved draws February 2023	(9,249)
Capital inflation risk reserve balance brought forward	4,801
STCF Marchwood Bypass	(400)
TCF Portsmouth (Delme/Gosport)	(1,000)
TCF Southampton (A27 Providence Hill)	(250)
Remaining reserve balance	3,151

Revisions to the 2023/24 programme

85. There are no revisions to the 2023/24 programme requiring the approval of Cabinet or County Council.
86. A number of revisions to the Universal Services programme relating to the installation of ground source heat pumps at schools and various countryside schemes were covered at the 27 November 2023 decision day of the Executive Lead Member for Universal Services.
87. Taking these changes into account, the updated capital programme is as shown in the table below.

Prior Years		Revised			Total
£'000		2023/24	2024/25	2025/26	£'000
		£'000	£'000	£'000	£'000
20,242	Adults' Health & Care	47,910	14,733	14,733	97,618
15,759	Children's Services	51,313	107,941	85,954	260,967
0	Hampshire 2050	0	0	0	0
255,458	Universal Services	186,841	138,792	115,858	696,949
291,459	Total	286,064	261,466	216,545	1,055,534
		764,075			

2023/24 monitoring and Prudential Indicators

88. The CIPFA Prudential Code (2021) requires quarterly reporting against the prudential indicators included within the Capital and Investment Strategy. This is to support the County Council in ensuring that capital expenditure, investment and borrowing decisions are prudent, sustainable, and affordable. The prudential indicators for Quarter 2 are included in Appendix 2.
89. The Prudential Indicators include the latest forecasts for capital expenditure as shown in the table below. The current forecast is based on the timing of expenditure related to the updated capital programme set out in the section above, reflecting changes to the programme since February 2023.

	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	Future years Estimate	Total
	£'000	£'000	£'000	£'000	£'000
February 2023 original forecast	296,655	281,486	229,601	192,802	1,000,054
Current forecast	339,339	290,118	229,601	196,476	1,055,534

Section M – Consultation, Equalities and Climate Change Impact

90. Consultation on the budget is undertaken every two years when the County Council considers savings to help balance the budget. All savings proposals put forward by the County Council has an Equality Impact Assessment published as part of the formal decision making papers and for some proposals stage 2 consultations are undertaken before a final decision is made by the relevant Executive Member.
91. This report deals with the provisional revenue and capital budget guidelines for services to enable detailed budget preparation to progress for 2024/25. This is the interim year of the two year financial planning cycle when no new savings proposals are being considered. Therefore, no consultation or Equality Impact Assessments are required.
92. Hampshire County Council utilises two decision-making tools to assess the carbon emissions and resilience of its projects and decisions. These tools provide a clear, robust, and transparent way of assessing how projects, policies and initiatives contribute towards the County Council's climate change targets of being carbon neutral and resilient to the impacts of a 2°C temperature rise by 2050. This process ensures that climate change considerations are built into everything the Authority does.
93. This report deals with the provisional revenue and capital budget guidelines for services to enable detailed budget preparation to progress for 2024/25. Climate change impact assessments for individual services and projects will be undertaken as part of the approval to spend process. There are no further climate change impacts as part of this report which is concerned with setting the process and framework for budget preparation.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	Yes / No
People in Hampshire live safe, healthy and independent lives:	Yes / No
People in Hampshire enjoy a rich and diverse environment:	Yes / No
People in Hampshire enjoy being part of strong, inclusive communities:	Yes / No

Other Significant Links

Links to previous Member decisions:	
<u>Title</u>	<u>Date</u>
<p>Medium Term Financial Strategy Update and Savings Programme to 2025 Savings Proposals https://democracy.hants.gov.uk/mgAi.aspx?ID=63758#mgDocuments</p>	<p>Cabinet – 10 October 2023 County Council – 9 November 2023</p>
Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>
<p>Section 100 D - Local Government Act 1972 - background documents</p> <p>The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)</p>	
<u>Document</u>	<u>Location</u>
None	

EQUALITIES IMPACT ASSESSMENT:

94. Equality Duty

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic that are different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

95. Equalities Impact Assessment:

Equality objectives are not considered to be adversely impacted by the proposals in this report but the County Council's budget and the services that it provides are delivered in a way that ensures that any impact on equalities issues are fully taken into account.

PROVISIONAL CASH LIMITS – 2024/25

Directorate	2023/24 Cash Limit £'000	Base Changes £'000	Inflation, Growth & Pressures £'000	2024/25 Cash Limit £'000
Adults' Health and Care	528,166	9,853	66,928	604,947
Children's – Schools	1,075,676	(23,136)	0	1,052,540
Children's – Non Schools	313,045	(10,679)	53,204	355,570
Corporate Operations	37,280	3,324	(656)	39,948
People & Organisation	15,882	(1,868)	133	14,147
Universal Services	146,619	(1,371)	10,505	155,753
Hampshire 2050	15,891	58	35	15,984
Total	2,132,559	(23,819)	130,149	2,238,889

Notes:**Base Changes**

1. Additional Market Sustainability and Improvement Fund Grant and Discharge Fund Grant (£7.0m)
2. Schools supplementary grant adjustment (£9.0m) and academy conversions (£11.3m)
3. Anticipated ending of Household Support Fund Grant (£14.2m)

Inflation, Growth & Pressures

4. 2024/25 non-pay inflation (£39.8m)
5. Children's Services pressures, including growth and inflation funding for Home to School Transport (£24.9m), growth in Children Looked After (£13.8m), Special Educational Needs and Educational Psychologists (£3.8m)
6. Adult Social Care growth funding at current MTFS level (£41.8m)

Prudential Indicators Q2 2023/24

The Prudential Code requires the County Council to ensure that capital expenditure, investment and borrowing decisions are prudent, sustainable and affordable. There are a number of prudential indicators that must be set prior to the start of each financial year, which is done as part of the Capital and Investment Strategy, which is an appendix to the February budget setting report [Revenue Budget Appendix 7 - Capital and Investment Strategy.pdf \(hants.gov.uk\)](https://www.hants.gov.uk/revenue-budget-appendix-7-capital-and-investment-strategy.pdf)

The Prudential Code requires the Chief Financial Officer to establish procedures to monitor and report performance against these indicators. From 2023/24 this reporting must be on a quarterly basis and the intention is to report this information within the following Cabinet reports during 2023/24:

- Q1 – MTFS update – October 2023
- Q2 – Financial update and provisional cash limits – December 2023
- Q3 – Revenue budget and precept – February 2024
- Q4 – End of year financial report – July 2024

Capital programme forecast expenditure (Prudential Indicator 1)

1. The County Council has a significant capital programme. As with any large programme of capital expenditure, the exact timing of expenditure across financial years is always likely to vary to some degree as schemes progress. The most recent forecast for the timing of capital expenditure for the updated capital programme reported to Cabinet in December 2023 is shown in Table 1 alongside the equivalent figures from the February 2023 capital programme report.

Table 1: Capital programme forecast expenditure flows (Prudential Indicator 1)

	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	Future years Estimate
	£'000	£'000	£'000	£'000
February 2023 forecast	296,655	281,486	229,601	192,802
Q2 2023/24 forecast	339,339	290,118	229,601	196,476

Ensuring Borrowing is only for capital purposes (Prudential Indicator 2)

2. The Capital Financing Requirement (CFR) is the cumulative outstanding amount of debt finance. The CFR increases with new debt-funded capital expenditure and reduces through annual Minimum Revenue Provision (MRP)

charges to the revenue budget and any capital receipts or other contributions used to replace debt.

3. The Prudential Code states that a local authority must ensure that gross debt is only for capital purposes over the medium term, which means that gross external debt must not exceed the total of the CFR from the preceding year plus the estimates of any additional CFR for the current and next two financial years, except in the short term. This is a key indicator of prudence.
4. Actual figures for the CFR and debt at 31 March 2023 and forecasts for the next three years are shown in Table 2 and confirm that the County Council expects to remain compliant with the requirements linked to this indicator.

Table 2: Ensuring Borrowing is Only for Capital Purposes (Prudential Indicator 2)

	31/03/23 Actual £M	31/03/24 Estimate £M	31/03/25 Estimate £M	31/03/26 Estimate £M
CFR	750	748	757	733
Debt				
Borrowing	202	172	162	153
PFI liabilities	121	113	104	95
Leases	-	-	15	14
Total Debt	323	285	281	262

Affordable borrowing limits (Prudential Indicators 3 and 4)

5. The County Council is legally obliged to set an Authorised Limit for the maximum affordable amount of external debt. In line with statutory guidance, a lower 'Operational Boundary' is also set as a warning level should debt approach the limit. The Operational Boundary is based on an estimate of the most likely (i.e. prudent but not worst case) scenario for external debt. It links directly to estimates of capital expenditure, the CFR and cash flow requirements, and is a key management tool for in-year monitoring.

Table 3: Affordable Borrowing Limits (Prudential Indicators 3 and 4)

	2023/24 £M	2024/25 £M	2025/26 £M
Authorised limit	920	920	925
Operational boundary	880	875	885
Maximum borrowing forecast (including PFI and leases)	323	285	281
Compliance with authorised limit?	Yes	Yes	Yes

Ratio of financing costs to net revenue stream (Prudential Indicator 5)

6. Capital expenditure is not charged directly to the revenue budget, however the interest payable on loans and the annual MRP are charged to revenue, as are other financing costs such as interest payable under finance leases and amounts relating to the early settlement of borrowing. In aggregate these costs are known as financing costs. The impact of these costs needs to be well understood prior to making capital investment decisions and then closely monitored.
7. Table 4 shows the proportion of the County Council's net revenue stream (Council Tax, business rates and general government grants) required to meet financing costs. This is an indicator of the affordability of the capital programme.

Table 4: Ratio of Financing Costs to Net Revenue Stream (Prudential Indicator 5)

	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate
Ratio – Q1 23/24 forecast	4.8%	4.4%	4.1%
Ratio – Q2 23/24 forecast	4.8%	4.5%	4.2%

8. There have been slight increases in the ratios for 2024/25 and 2025/26 since Q1 to reflect a change to the accounting treatment of the Council's Streetlighting PFI contract previously approved by External Audit. The ratio is unchanged for 2023/24 due to an increase in the net budget position which has offset the adjustment to financing costs.

Net income from commercial and service investments to net revenue stream (Prudential Indicator 6)

9. The update to the Prudential Code in 2021 introduced a new prudential indicator intended to show how reliant a local authority is on income from commercial and service investments, and therefore how exposed the authority is to the loss of this income.

Table 5: Net Income from Commercial and Service Investments to Net Revenue Stream (Prudential Indicator 6)

	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate
Ratio – Feb 2023 forecast	0.1%	0.1%	0.1%
Ratio – Q2 23/24 forecast	0.1%	0.1%	0.1%

10. The County Council has a small number of legacy arrangements that generate income from commercial investments and holds a number of further

assets classified as investment properties within its Balance Sheet. These income from these investments does not have a significant impact on the County Council's revenue budget.

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Cabinet
Date:	12 December 2023
Title:	Superfast Broadband: Project Conclusion
Report From:	Director of Hampshire 2050

Contact name: Glenn Peacey

Email: glenn.peacey@hants.gov.uk

Purpose of this Report

1. The purpose of this report is to provide a summary of the achievements and lessons learnt from the delivery of the Superfast Broadband Programme.

Recommendation

2. That Cabinet notes:
 - a. The successful completion of the superfast broadband programme and the positive social and economic impact it has delivered for residents and businesses across Hampshire.
 - b. That the proactive marketing campaign will deliver rebates of £7.2million against a project capital spend of £12.95million.
 - c. That the £2million Hampshire County Council Gigabit Voucher Top Up schemes will deliver Full Fibre Gigabit Broadband to 5,407 premises in 44 villages.
 - d. That County Council support for communities accessing the government funded Gigabit Voucher Scheme will enable a further 10,465 premises to have access to Full Fibre Gigabit Broadband.
 - e. That the superfast broadband programme has developed strong and beneficial links with central government, commercial suppliers of fixed broadband and mobile phone networks, community groups, Parish Councils, District Councillors, County Councillors and MPs and helps to bring inward investment to Hampshire.
 - f. That the superfast broadband programme has helped shape the Project Gigabit procurements, bringing a further £118million of government investment into Hampshire to deliver full fibre broadband.

Executive Summary

3. Digital connectivity is essential to our daily lives, supporting community cohesion, economic growth, remote working, access to education, entertainment, news, leisure, and healthcare.
4. The Superfast Broadband Programme in Hampshire commenced in 2013. It comprised the procurement of a contract to deliver digital infrastructure to premises that would not be reached by commercial market. It also launched what was to become a series of subsidised schemes whereby communities could collectively raise the funds they needed to deliver infrastructure to their premises.
5. The programme has now concluded. This report sets out the background to the programme, describes the achievements and summarises the key benefits.
6. The Hampshire Superfast Broadband Programme has had a substantial effect in accelerating the roll-out of superfast broadband infrastructure and the programme has exceeded its objectives to reduce the digital divide. It has extended coverage in Hampshire beyond the 95% originally envisaged to 97.8% and has attracted significantly more inward investment than forecast. The support of the County Council has enabled communities to take full advantage of the benefits of the programme – thus extending its reach well beyond that originally envisaged.
7. This has a direct and beneficial impact on the prosperity of Hampshire as a place and the health and wellbeing of its residents. BDUK (the government's executive agency) has concluded that the scheme has increased employment growth and productivity, improved public sector efficiency and substantially reduced the digital divide¹.

Background

8. Digital Equity is, unsurprisingly, a critical issue for society:

“A lack of digital skills and access can have a huge negative impact on a person's life, leading to poorer health outcomes and a lower life expectancy, increased loneliness and social isolation, less access to jobs and education.

It can mean paying more for essentials, financial exclusion, an increased risk of experiencing poverty. People who are digitally excluded also lack a voice and visibility in the modern world, as government services and democracy increasingly move online.”²

¹ [Superfast Broadband Programme - final evaluation report \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/644442/superfast-broadband-programme-final-evaluation-report.pdf)

² [The digital divide - Good Things Foundation](https://www.goodthingsfoundation.org/digital-divide/)

9. The Superfast Broadband Programme was announced in 2010 in response to concerns that the commercial deployment of superfast broadband infrastructure would fail to reach many parts of the UK. The Department for Digital, Culture, Media, and Sport (DCMS) was directed to intervene in the market to ensure that at least 90% of premises would be connected to superfast services by 2016; this target was then extended to 95% by 2018. To achieve this DCMS set up Broadband Delivery UK (BDUK), later rebranded Building Digital UK (BDUK).
10. Analysis of market conditions in Hampshire revealed that 1 in 5 properties (20%) would not be upgraded by commercial investments leaving more than 120,000 premises left behind, spread across rural Hampshire in 261 parishes. Residents in these communities have less physical proximity to services and businesses and therefore digital infrastructure and connectivity is deemed to be vitally important.
11. In 2013 local authorities were asked to work with BDUK to undertake procurements via the BDUK Framework Agreement to buy coverage in their area. BDUK offered match funding for these procurements. HCC ran two separate procurements which were both awarded to BT Group and delivered by Openreach – this commenced Hampshire’s Superfast Broadband Programme.
12. The County Council provided £12.95million of funding which attracted a further £14.2million from central government, £1.25million from District and Boroughs and £7.6million from BT Group.
13. The broadband contracts offered considerable protection for the taxpayer. The contracts were fixed price and if uptake of services was higher than expected, a clawback mechanism known as Gainshare ensures a rebate was paid to the public purse. Once each contract was completed, uptake of services was monitored on a quarterly basis and Gainshare payments were made to the authority at two-year intervals.
14. The County Council was therefore incentivised to promote the benefits of the network to residents and businesses and ensure that as many people as possible took up a service. To this end, the County Council proactively sought to engage with Parish Councils, resident, and business groups to make sure people knew when the service was available. As a result, uptake of service for superfast broadband in the project area is higher than in areas upgraded via commercial investments.
15. Alongside the procurement contracts ran a Community Match Funding Scheme, described more fully below.
16. In 2018 the Government launched Project Gigabit. Project Gigabit aims to enable hard-to-reach communities to access gigabit-capable broadband. It supersedes the Superfast Broadband programme and is part of the continuum of support for digital connectivity. It comprises both procurement contracts for

hard infrastructure and new iterations of voucher schemes. The relationship between Superfast Broadband and Project Gigabit is described below (with orange representing components of the Superfast Programme and Green representing components of Project Gigabit):

2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Superfast Broadband Infrastructure Procurement											
										Project Gigabit Infrastructure Procurement →	
			Voucher - CMFS	Rural Gigabit Voucher	UK Gigabit Voucher Scheme				?	?	

17. This report concerns itself with a review of the Superfast Broadband Programme to its conclusion in November 2023. However, delivery of the Broadband and Gigabit voucher schemes to this date is also considered.

Programme delivery

18. The County Council's investment into broadband services for areas that are not commercially viable has:

- a. Increased availability of Superfast Broadband from 80% in 2012 to 97.8% of premises across the County in 2023;
- b. Brought superfast broadband to 115,000 properties beyond the reach of commercial funding;
- c. Installed more than 1,200 new network points in 260 Parishes;
- d. Installed over 1 million metres of new fibre optic cables.

19. Across Hampshire more than 103,000 premises have been upgraded to superfast speeds (>24Mbps), with a further 12,000 having access to gigabit capable Full Fibre (FTTP) broadband.

20. Appendix 1 Figure 1 shows the location of over 1,200 sites where new broadband infrastructure has been installed.

21. Table 1 shows the increase in availability of superfast broadband coverage delivered by the programme per district, revealing that East Hampshire, Test Valley and New Forest saw the largest increase in coverage and all have coverage above 95% of premises.

Table 1 - Superfast coverage by District

District	% Superfast (24Mbps) 2013	% Superfast (24Mbps) November 2023
Basingstoke and Deane	75%	97.8%
East Hampshire	63%	96.5%
Eastleigh	93%	98.8%
Fareham	95%	99.2%
Gosport	96%	99.8%
Hart	79%	98.0%
Havant	98%	99.7%
New Forest	69%	96.8%
Rushmoor	95%	98.2%
Test Valley	65%	96.5%
Winchester	72%	95.6%
Grand Total	80%	97.8%

Source: [ThinkBroadband](#)

Voucher Programmes

22. The Superfast Broadband procurement programme was funded to reach 95% of premises across Hampshire and managed to extend that outcome to over 97% with the same budget. However, this left some 20,000 properties with speeds below 24Mbps and no mechanism to support them. To address some of this gap, BDUK developed three different voucher schemes³, two of which were launched as part of Project Gigabit.
23. Communities requested support to access the government voucher schemes, often via County Councillors and MPs or Parish Councils. The County Council supported schemes through engaging with BDUK and suppliers to navigate the process and mapping broadband coverage in Parishes to help potential applicants understand the areas they needed suppliers to serve.

³ Broadband networks are priced based on the average cost per property passed, known as Total Homes Passed (THP). The voucher schemes do not pay suppliers based on the number of properties passed (THP), only for each household that takes up a Voucher.

24. A summary of the various schemes is as follows:

Scheme	Available to	Funding	Outcomes	For more information:
Community Match Funding Scheme (CMFS) – Openreach only (from 2016)	Communities that were not covered by the superfast programme.	Communities were required to raise 50% of the cost of the new network, with the balance funded by HCC from gainshare funding	9 projects covering 340 premises, with an average gap cost of £1,681.06 per property, totalling £572,000. Communities contributed £293,000 and HCC provided £279,000. After careful renegotiation Openreach agreed to refund community contributions totalling £293,000	Appendix 1 Figure 2
Rural Gigabit Vouchers (from 2018)	Residential and business users in premises in a rural location (as defined by DEFRA) served by speeds below 30Mbps the opportunity to claim a Voucher to pay for the installation of a Full Fibre (FTTP) broadband connection	Suppliers were offered a subsidy of up to £1,500 per residential property and £3,500 per SME (Small and Medium sized Enterprise)	53 projects covering 3,040 premises.	Appendix 1 Figure 3
UK & GB Gigabit Vouchers (from 2019)	An extended intervention area beyond rural to any property with speeds below 100Mbps regardless of location.	Suppliers were offered a subsidy of up to £1,500 per residential property and £3,500 per SME (Small and Medium sized Enterprise).	62 projects covering 12,812 premises	Appendix 1 Figure 4
HCC Top Up	Hampshire residents eligible for Rural and UK&GB Gigabit Vouchers	Voucher value for residential properties increased to £3,500 with HCC top-up	44 communities with TopUp Funding, bringing full fibre broadband to 5,407 properties via 1,454 vouchers and inward investment from BDUK of £2.1m.	Appendix 1 Figure 5

Top Up Funding

25. Following analysis of costs to deploy gigabit broadband services in Hampshire, it became apparent that the £1,500 voucher value was not sufficient for many villages, largely because only 30 to 50% of households in a project area were willing to take up the voucher. This meant that the voucher value needed to be much larger to ensure projects could be delivered.
26. The County Council added £2million of funding (from Gainshare) to the Rural Gigabit Voucher Scheme and the UK Gigabit Voucher Scheme. The additional funding reduced the number of vouchers required within a village to fund a scheme and thus increased the likelihood of the project being delivered. Feedback from communities identified the support provided to them by Hampshire County Council has been very effective in increasing the number of projects completed.
27. At the end of 2022, BDUK announced that it would increase the value of UKGigabit Vouchers to £4,500 per property. However, currently the UK Gigabit Voucher scheme is on hold and closed to new applications whilst the two contracts awarded by BDUK for new infrastructure in Hampshire are mobilised.

Outcomes

28. The Hampshire Superfast Broadband programme has helped reduce the digital divide by ensuring that more than 97% of households can access superfast broadband, enabling them to access the digital economy, digital services, employment and education. It has helped the rural economy, rural health and wellbeing by increasing connectivity, increasing productivity and reducing isolation.
29. On average, households save around £780 a year by being online – this equates to savings of up to £89m per annum for households in the intervention area.
30. In addition to the savings made from purchasing goods and services online, households can benefit further from being able to work remotely, allowing savings against the cost of daily commuting. Money is spent in the local economy, boosting local shops, cafes, restaurants, pubs, and services, revitalising once dormant commuter villages.
31. BDUK commissioned IPSOS MORI to report on the impact of the superfast programmes across the UK⁴. The main findings are listed in Appendix 2 and include clear and detailed evidence of benefits to productivity growth, employment, business, public sector efficiency, and healthcare.

⁴ [Superfast Broadband Programme - final evaluation report \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

32. Whilst residents have been aware that broadband is not the County Council's responsibility, given the complexities of dealing with government (BDUK) and suppliers on this topic, they have welcomed the County Council approach of working in partnership with communities, government and suppliers to bring better broadband to as many properties as possible.
33. The project has not been without criticism. The cause of most complaints from residents is that the superfast programme was funded to reach 95% of properties, leaving 5% of premises with no clear route to getting the digital access they need to function in a modern society. The next phase of Government intervention, Project Gigabit, seeks to address this gap.

Project Gigabit

34. In 2018 BDUK launched Project Gigabit to encourage the delivery of full fibre broadband across the UK and, specifically, in areas that are not commercially viable to upgrade. Project Gigabit is set up very differently to Superfast Broadband, with a direct relationship between BDUK and suppliers for the procurement elements, and a greater contribution from BDUK towards the voucher scheme.
35. Project Gigabit will bring £118m of direct investment into the County, with more to follow. The Hampshire Superfast programme has worked with BDUK to define the intervention areas and ensure that communities are not missed out by providing local knowledge to help create viable procurement footprints. The programme for Hampshire is divided into two lots:
 - a. Lot 27 A is a £14m investment to bring gigabit broadband to 10,000 properties in New Forest, awarded to Wessex Internet.
 - b. Lot 27 B is a £104m investment to bring gigabit broadband to 75,000 properties across Hampshire, awarded to CityFibre.
36. The County Council is not directly involved in Project Gigabit in the same way it was with Superfast Broadband. However, there is still an expectation from BDUK that the County Council will support the programme going forward. Officers are currently determining the level of support required, in the context of the County Council's ongoing focus on its specific role and responsibilities.

Climate Change Impact Assessments

37. Improved access to high-speed broadband will support the County Council's twin objectives of becoming carbon neutral by 2050 and to build resilience to a two-degree rise in temperature. Access to improved digital infrastructure enables individuals and businesses to reduce travel and increase productivity.
38. Digital technology can reduce emissions and increase efficiency – for example, the adoption of digital technologies in agriculture (agritech) helps increase yields from arable crops and livestock whilst reducing the volume of inputs required.

39. Digital connectivity also enables better data and information – for example, through the development of environmental monitoring and control systems, helping to reduce waste and improve productivity.

Equalities

40. This project is likely to have had a positive impact across a range of protected characteristics (as defined by the Equality Act 2010) including for people living with disabilities and people of all ages. In addition, it is believed to have had a positive impact on rural communities and poverty.

Next Steps and Conclusions

41. The Superfast Broadband Programme has now concluded and, as this report sets out, has delivered multiple benefits to Hampshire and its residents. It has exceeded delivery targets, meaning that 97.8% of properties in Hampshire can enjoy Superfast Broadband or better. The financial support of the County Council has enabled voucher schemes to extend the reach of the programme – increasing the likelihood of projects being delivered. The practical support of the County Council has enabled communities to take advantage of the schemes on offer and ensured that the infrastructure roll out was well managed and clearly communicated.

42. Overall, this has significantly enhanced the prosperity of Hampshire and the wellbeing of its residents.

43. However, the demand for high-speed digital does not stand still. The Government, through BDUK, has launched its next programme to deliver gigabit capable broadband across the UK by 2030.

44. A further report on the County Council's wider approach to Hampshire's Digital Place Strategy (including its role in Project Gigabit) will be brought to Cabinet in the New Year.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	yes
People in Hampshire live safe, healthy and independent lives:	yes
People in Hampshire enjoy a rich and diverse environment:	no
People in Hampshire enjoy being part of strong, inclusive communities:	yes

Other Significant Links

Links to previous Member decisions:	
<u>Title</u>	<u>Date</u>
Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>

Section 100 D - Local Government Act 1972 - background documents	
<p>The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)</p>	
<u>Document</u>	<u>Location</u>
None	

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

2. Equalities Impact Assessment:

The project is registered under EIA 517.

Consultation

During the build up to project launch (2012/13) and during project delivery the County Council ran considerable media activity to engage with the public, asking them to register their interest in faster broadband via a dedicated website. During the lifespan of the project HCC received over 30,000 registrations of interest.

Age – Positive - The project will have a positive impact on all age ranges.

Disability – Positive - The project will have a positive impact on people with a disability noting that people with disabilities are more likely to access healthcare via online channels.

Gender ReAssignment – Neutral - The project will have a neutral impact for this group.

Pregnancy and Maternity – Positive - The broadband programme will have a positive impact on this group, allowing pregnant women, and those in maternity, to access healthcare and support services via digital channels, reducing social isolation and improving health outcomes.

Race – Positive - The broadband programme will have a positive impact on this group, enabling residents to access digital services which help them in their daily lives, enabling them to access support services and groups, including the use social media and video calling for almost no cost. This will help reduce isolation and improve community cohesion.

Religion or Belief – Neutral - It's not anticipated that the project will have a disproportionate impact on people with this characteristic. However, the project is expected to have a positive impact on all affected residents who depend on internet access.

Sex – Positive - The broadband programme will have a positive impact on this group. Access to broadband enables people to access resources, including advice, information, and counselling, that help fight sex discrimination and abuse helping to promote gender equality.

Sexual Orientation – Positive - The broadband programme will have a positive impact on this group. The broadband programme will enable residents to access support services for LGBTQ Groups via digital channels including social media, reducing social isolation.

Marriage and Civil Partnerships – Neutral - The broadband programme will have a neutral impact on this group. It's not anticipated that the project will have a disproportionate impact on people with this characteristic. However, the project is expected to have a positive impact on all affected residents who depend on internet access.

Poverty – Positive - The broadband programme will have a positive impact on this group. Households that are online pay on average £780 per year less in household bills than those that are not. Access to the internet via highspeed broadband helps improve educational attainment and access to employment, helping to reduce poverty.

Rurality - The broadband programme will have a positive impact on this group. Commercial viability of broadband services is dependent on household density. Less densely populated areas are more expensive to serve and there are fewer customers to pay for the cost of the network once it has been installed. This double impact makes broadband in rural areas particularly expensive to deliver. At the same time, rural communities stand to benefit the most from access to superfast broadband as high-speed connections abolish distance and enable residents to access healthcare services, employment, education and entertainment opportunities usually reserved for those living in urban settings.

Appendix 1

Figure 1: 1,200 New fibre broadband network points installed across Hampshire serving 115,000 properties.

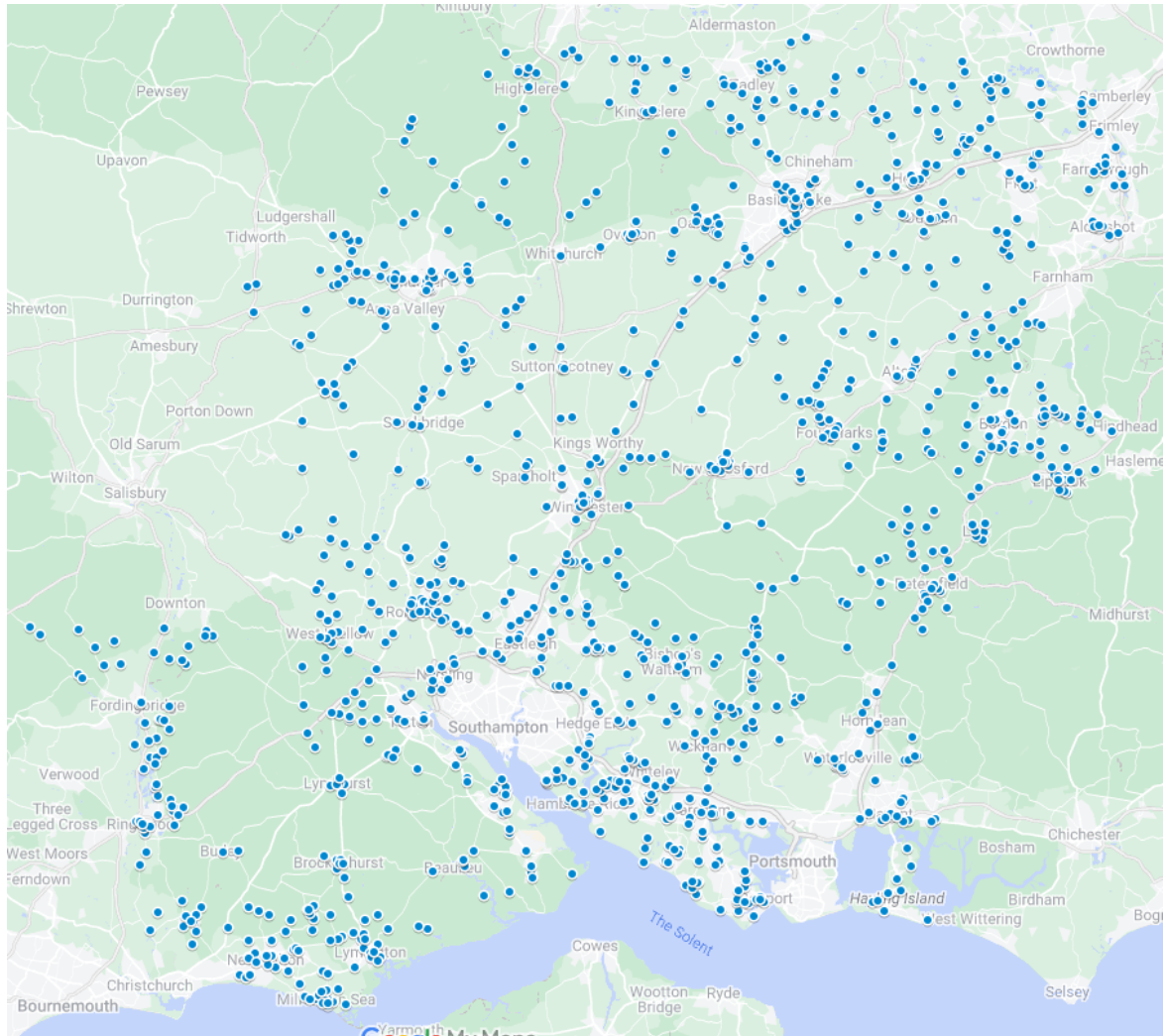


Figure 2: Community Match Funding Scheme Projects



Figure 3 – Rural Gigabit Voucher Schemes (without Top Up Funding)



Figure 1 - UK Gigabit Voucher Schemes (without Top Up Funding)

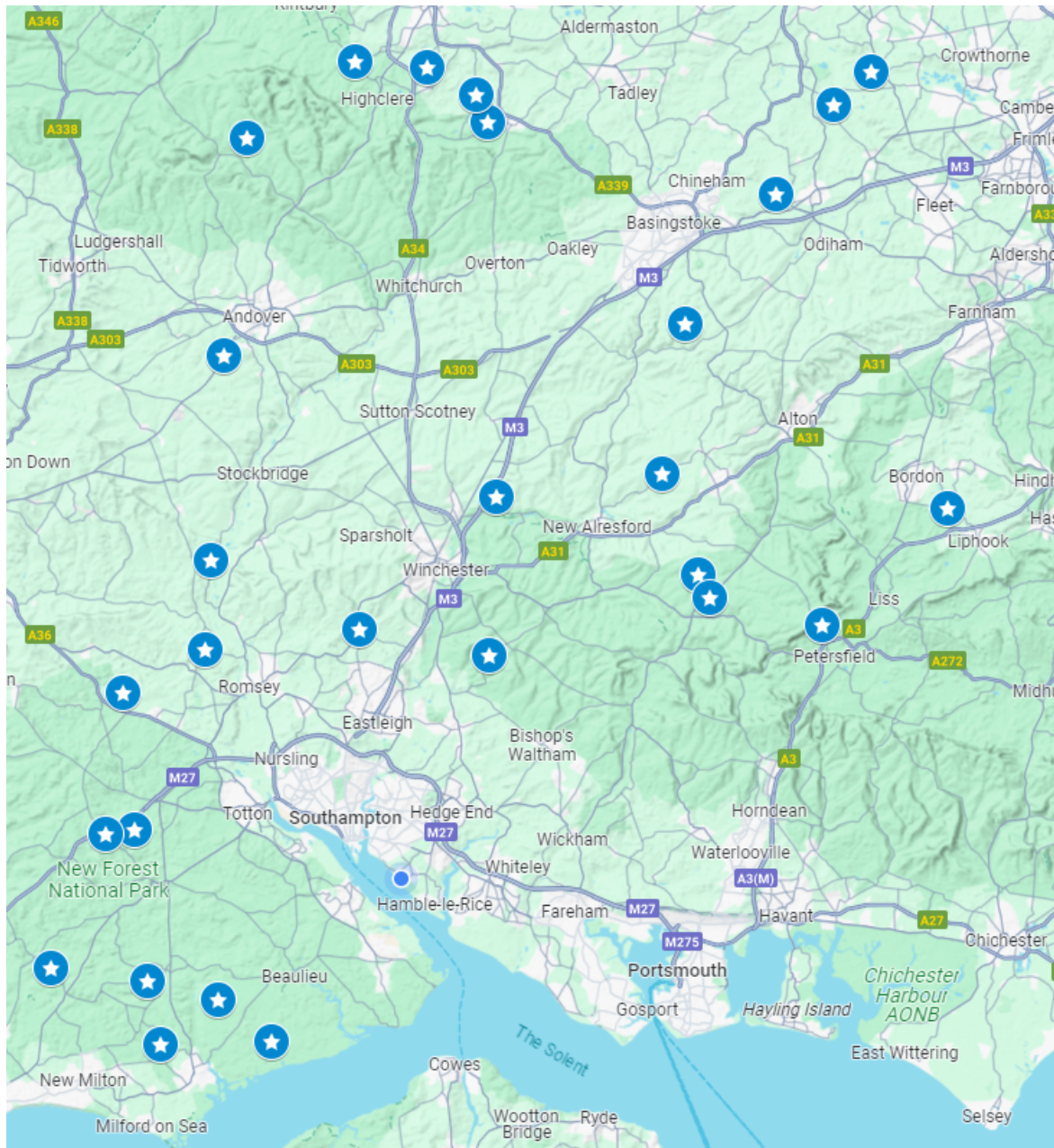
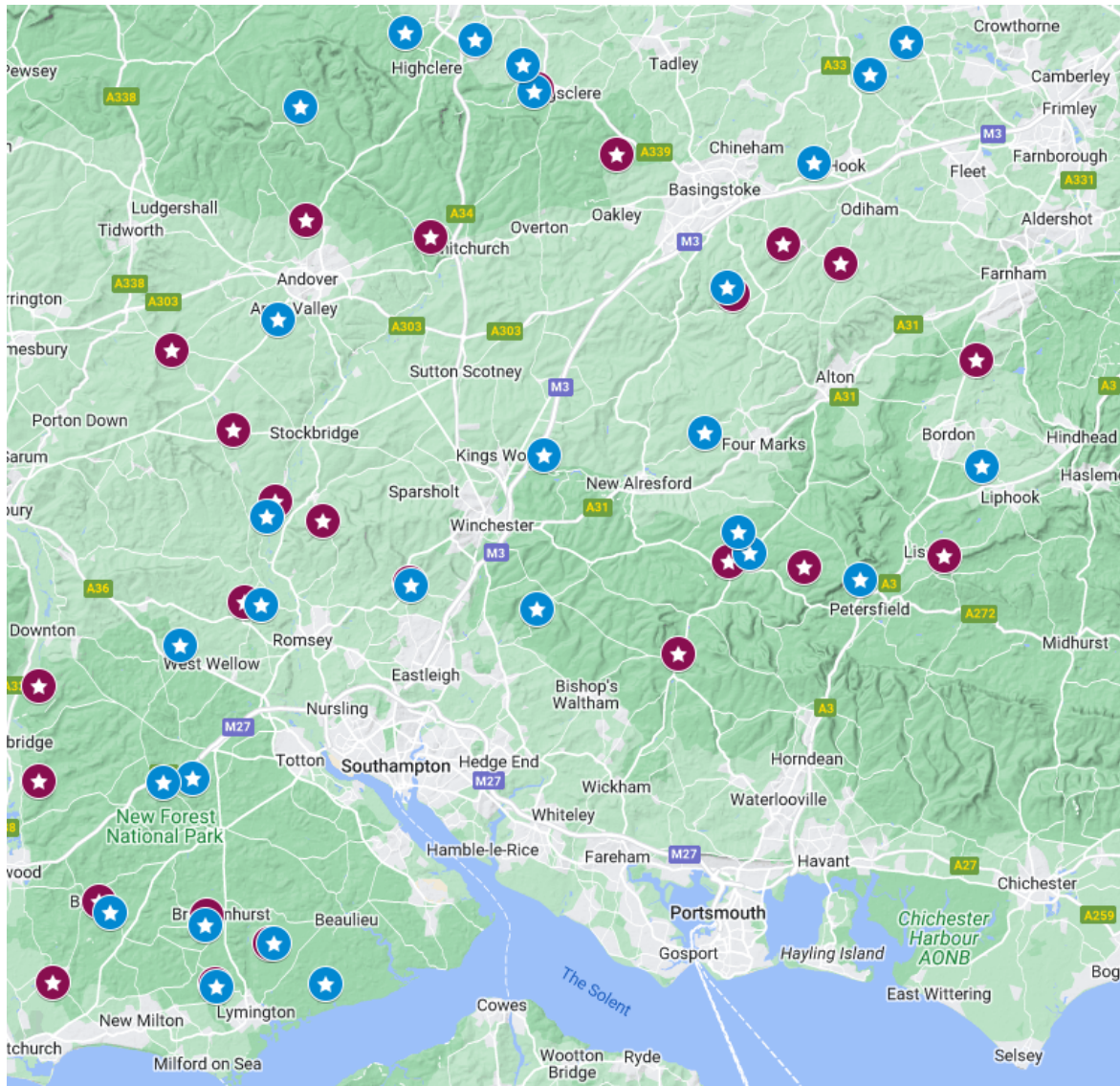


Figure 5: Voucher Projects supported with HCC Top Up Funding



Appendix 2: IPSOS Mori Findings on Benefits of Superfast Broadband programme [Superfast Broadband Programme - final evaluation report \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

1. Productivity growth and Employment
 - a. Increase in employment of 0.6%
 - b. Increased turnover for businesses of 1%
 - c. Employee incomes rose by 0.7%
 - d. Unemployment fell by 32 claimants per 10,000
 - e. The programme led to an increase in house prices of between £1,700 and £3,500 on average.
2. Business Benefits
 - a. 70% of businesses saw an improvement in customer service
 - b. 55% saw an improvement in how the business is managed
 - c. 50% were able to switch to cloud based IT services
 - d. 50% were able to offer flexible working to staff
 - e. 48% were able to offer remote working
 - f. 25% accessed new domestic markets
 - g. 15% accessed new International markets
3. Public Sector Efficiency
 - a. Supported widespread adoption of online services
 - b. Enabled public services to be delivered during Covid
 - c. Online consultations driving improved productivity and customer service
4. Health Care
 - a. Awareness of the three main services, booking, prescriptions and viewing medical records, increased by between five and seven percent.
 - b. Enhanced broadband coverage increased the number of patients registered with GPs by 3.2 to 5.9 percent. However, the number of staff employed by GPs did not change.
 - c. Enhanced coverage increased the proportion of patients that were satisfied with the amount of time given to them for their last appointment by one to two percentage points.
 - d. Covid-19 resilience and remote working: Enhanced connectivity enabled video consultations to take place without the need for face to face contact at a time when such contact had the potential to spread the virus.

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HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Cabinet
Date:	12 December 2023
Title:	Climate Change Annual Report
Report From:	Director of Hampshire 2050

Contact name: Chitra Nadarajah

Email: Chitra.nadarajah@hants.gov.uk

Purpose of this Report

1. The purpose of this report is to provide Cabinet with an update on progress on Climate Change over the last 12 months, highlighting some key areas of delivery and set out plans for the year ahead.

Recommendation

2. That Cabinet approves the annual update on progress on Climate Change over the last 12 months from July 2022 to July 2023.

Executive Summary

3. This paper seeks to
 - set out the progress that has been made on climate change over the past 12 months, from July 2022 to July 2023;
 - provide an update on the priorities for the climate change programme following the corporate restructure in January 2023;
 - provide an update on progress on embedding climate change across Hampshire County Council;
 - provide an update on progress with the implementation of the Strategic Framework including some highlights and case studies showcasing best practice on actions and programmes to reduce emissions and build resilience across key sectors;
 - provide an update on Networks & Partnerships, Communications & Marketing;
 - provide an update on the climate change budget; and
 - set out the areas of focus for the next 12 months.

Contextual information

Delivering against the Climate Change Strategy during the past year

4. In July 2020, the Climate Change Strategy was approved by Cabinet, where it was also agreed that annual progress reports would be prepared.
5. To ensure delivery against the Strategy both an action plan and strategic framework were developed. It has been two years since the action plan and the strategic framework were established and progress on these have been reported on in previous reports.
6. In January 2023, following the restructure, the Council's role on climate change was re-defined to reflect the need to ensure that the Council's resources are used for maximum impact. As most major sources of emissions are beyond the control of the Council, a primary function of the climate change programme is to influence, advocate for, and facilitate action by others through partnership working and establishing the necessary frameworks and strategies.
7. In line with this it was agreed that the strategic framework would now become the main focus of the climate change programme going forward as it represents the key strategic priorities that will be essential to meeting our targets and embedded into plans, actions and activities of both Directorates and the wider organisation. With regards to the action plan, in the main, actions are now part of business as usual and in many cases form part of directorate reporting processes.
8. It was therefore agreed by the Corporate Management Team in February 2023 that reporting on the action plan would no longer form part of the annual reporting cycle, ensuring resources are focused on the strategic framework and there will continue to be a focus on ensuring that climate change is embedded into business as usual, across all Directorates. This will be delivered through the Climate Change Group (previously Board) and the climate change team.
9. When Cabinet adopted the strategic framework, it was agreed that the framework should be under continuous review to ensure it remains fit for purpose and is a "living document". As such, the strategic framework continues to be updated and reviewed, particularly in light of the changes set out, to ensure that the focus of the strategic framework is fit for purpose and that there is better representation from across the Council. For example, areas such as education, inclusion and skills which are critical to tackling climate change will feature more prominently.

Annual Report July 2022-2023

10. The Annual Report (appended) is the third annual report since 2020 and covers progress made between July 2022 and July 2023.

11. The Annual Report covers a number of sections to highlight the progress made in the last 12 months. These are set out below:

Corporate awareness and accountability on climate change This covers the work that has been done on supporting staff within the County Council to ensure climate change is part of the DNA of the organisation. This section covers the work of the Climate Change Group (previously Board), the mandatory Decision Tools, e-learning update and ongoing work to support teams across the council to embed climate change.

Hampshire Area Emission Report

Territorial emissions for the UK are estimated by central government, disaggregated by local authority area, and made publicly available online as the [local authority greenhouse gas emissions national statistics](#). **There is a two-year lag in data released by government meaning this report refers to 2021 results.** (For a deeper insight into the data collection methodology, further caveats about the data, and our scope of influence, please see our [2022 emissions report](#).)

Between 2019 and 2021 there was an overall reduction in Hampshire's territorial emissions of 7.3%, resulting in a cumulative reduction of 46% since 2005. Included in this figure is a carbon sequestration, which was 0.5% higher in 2021 than in 2019.

Hampshire County Council Emissions Report

The focus of the work of the strategic framework is on the Hampshire area which accounts for approximately 98% of the emissions, however, it is important that we continue to track our own emissions. This work is led by Universal Services and has a separate reporting cycle (see [Greenhouse gas emissions | About the Council | Hampshire County Council \(hants.gov.uk\)](#)).

Strategic Framework. This forms the main part of the report and focuses on the Strategic Framework. Highlights on some of the key priority programmes on Residential, Transport, Energy Generation & Distribution, Green Economy, Natural Environment, Buildings & Infrastructure are set out in this section of the report. Highlights include:

- continued successful delivery of the Greening Campaign in Hampshire including below highlights:
 - Phase 1 - 14 communities participated with a combined annual saving of £199,651, and an estimated 379.5 tonnes of CO₂ based upon taking carbon-saving actions at home.
 - Phase 2 - 10 communities signed up across Winchester, New Forest, Basingstoke, East Hampshire and Gosport. 14,307.10m₂ of land was improved as part of the make space for nature pillar, surpassing the target.
- helping to secure approximately £500,000 for the Greening Campaign from the National Lottery which will ensure the programme will continue to be delivered across Hampshire for the next three years without relying on funding from Hampshire County Council;

- continuing the successful delivery of Solar Together schemes which, since 2021, has helped 2,100 households secure solar panels, resulting in the installation of 7,400kw of rooftop solar power, which has the capacity to save an estimated 46,000 tonnes of carbon emissions;
- supporting the delivery of a new website for the Environment Centre to provide free, trusted and straightforward advice about climate change, energy and sustainability. The new website has received 42,395 visitors in the 8 months since its launch in November 2022. This represents a 12-fold increase on the previous 12 months. This project has proved invaluable during a period of high energy costs and a cost-of-living crisis as the number of people living in fuel poverty increased substantially between 2020 and 2022;
- development of a viable and bespoke business case for an area-wide retrofit scheme;
- completion of the first stage of research with University of Southampton into the renewable energy potential in Hampshire to meet our energy needs;
- the Bus Service Improvement Plan has also been adopted, alongside 8 Local Cycling and Walking Implementation Plans;
- Post Covid the County Council continues to use its bus budgets to keep as many bus routes going following a reduction in demand and income for bus operators;
- over 100 staff who look after or improve our streets and spaces have been trained in how to apply the Healthy Streets Framework;
- successful in securing funding for a programme of works to design and deliver new demonstration active travel schemes;
- bid for Local Electric Vehicle Infrastructure (LEVI) funding has been submitted;
- continuing to work in partnership with The Retrofit Academy to increase local delivery of courses for retrofit skills including understanding retrofit, adviser, assessor, and co-ordinators and to understand better the current state of retrofit skills in Hampshire;
- using the Government's flagship Skills Bootcamps programme to directly commission a range of training courses in low carbon construction, retrofit and green transport skills to meet the identified needs of the sectors;
- working with Hampshire and Surrey Chambers of Commerce to develop Local Skills Improvement Plans helping the County Council to better understand the breadth and depth of the skills needed to support the low carbon economy in its area and to focus future investment through the Local Skills Improvement Fund;
- the Hampshire Forest Partnership launched;
- the Waste Prevention Grant Fund has now supported more than 100 projects countywide to help their communities reduce waste;

- the Hampshire Minerals & Waste Plan: Partial Update is currently being developed. The Draft Plan includes a strengthened Climate Change Policy which requires all applications to include a Climate Change Assessment;
- action on climate change and health through spatial planning and placemaking has been embedded into the 'Healthier Communities' theme of the [Health and Wellbeing Board](#); and
- the Flood and Water Management team is working with the Environment Agency on a 2-year pilot programme for Property Flood Resilience.

Year of Climate Resilience 2022

This section provides an update on the communications and engagement activity undertaken to highlight building resilience with our residents. A series of digital adverts to Hampshire audiences have been delivered covering flood risk, giving wildlife a helping hand in your garden, home insulation and saving water. These adverts generated just under 600,000 views and over 2,300 clicks. On Facebook, more than 350,000 were additionally reached.

Networks and Partnerships This section provides an update on Expert Forum and also covers activity and collaboration with local, regional and national partners and networks, to learn from, share best practice and to promote Hampshire's leadership approach. Some of the highlights from the past 12 months are provided below:

- attendance at the Green Finance Training sessions run by CIPFA and ADEPT; and
- invited to be a member Net Zero Hub Steering Group and the Local Government Association Climate Action Group.

Communications and Marketing This outlines the insights-led behaviour change programmes to engage residents.

- between July 2022 and June 2023, there have been 19,113 unique views of the climate change webpages;
- the new [webpage](#), 'make your home resilient to climate change' has been created. Over the last year, this page has received 1,713 unique views; and
- to support the County Council's new youth engagement programme, two focus group workshops with 17, 18-24 year olds were delivered in July 2023 in Eastleigh and Basingstoke.

Engagement

As most major sources of emissions are beyond the control of the County Council a primary function of the climate change team is to influence, advocate for, and facilitate action by others. A dense programme of engagement activities reflects this priority with representation at major events, contributions to case studies, blog articles and numerous in-person and online presentations supporting partners and residents with their climate activities. Some highlights from this section include:

External Presentations

- keynote presentation at the Climate Unity Youth Conference July 2023;
- speaker at University of Southampton 3rd International Conference on Evolving Cities July 2022; and
- speaker at The National Retrofit Hub: Finance Working Group.

Events

- the New Forest Show - three days of direct engagement with over 350 residents;
- Planet Petersfield - engaged with families and local green groups; and
- a Parish Engagement event to promote ways for parishes to become involved in climate action. Attended by over 50 parish representatives.

External Engagement

- UK Power Network on the development of a Local Area Energy Planning tool;
- ExxonMobil on the Solent Cluster Hydrogen Strategy;
- National Energy Foundation and leading social housing providers on retrofit; and
- UK Infrastructure Bank and Green Finance Institute on retrofit and green finance opportunities.

Case Studies, Blog Posts and Awards

- winning the Regen Green Energy Award for Public Sector Local Leadership;
- a case study for Ashden and Friends of the Earth on [the Council's Year of Climate Resilience](#); and
- a case study for the Local Government Association on how to develop a [retrofit scheme for private residents](#).

12. There are 2 Appendices to this report, as follows:

- Appendix 1 - Annual Report – this is the full annual report that provides detailed updates on progress that has been made on climate change over the past 12 months between July 2022 – July 2023; and
- Appendix 2 - Progress on Strategic Framework – provides full updates on key programmes including Residential, Energy Generation & Distribution, Green Economy, Transport, Natural Environment etc.

Finance

13. In December 2021, Cabinet agreed to support the County Council's continuing commitment to deliver on its climate targets and proposed to fund the Climate Change Team within the revenue budget on a permanent basis.

14. A one-off budget of £2million was also allocated to the climate change programme to support the significant activity required to meet the targets.
15. Table 1 below sets out a summary of the agreed committed expenditure on projects since the budget was allocated in 2020. This allocation includes 10-15% contingencies for each project.
16. The total allocated budget of £1,153,895 represents agreed expenditure not actual spend to date, which is lower.

Table 1: Summary Project Committed Budget to July 2023

Agreed allocated expenditure to 3/2024		
Community Energy South	£46,000	Complete
EV Charging Pilot	£100,000	Under review
iChoosr (Solar Together Round One)	£47,000	Complete
New Economics Foundation (Green Economic Recovery)	£65,000	Complete
The Carbon Trust (Baseline Data)	£99,000	Complete
the Environment Centre (Telephone and Online Support)	£48,000	Complete
University of Southampton (Energy Landscape)	£18,000	Complete
Greening Campaign (Phase One)	£99,999	Complete
Parity Projects (Household-level Energy Efficiency Mapping)	£45,000	Complete
the Environment Centre (Website)	£24,000	Complete
Community Energy South (CRF Funded)	£100,750	Complete
Greening Campaign (CRF Funded)	£97,000	Complete
Parity Projects (Retrofit Programme Development)	£60,000	Complete
University of Southampton (Energy Strategy Evidence Base)	£121,706	Ongoing
iChoosr (Solar Together Round 2)	£33,000	Complete
Community Energy South (Grant Funding)	£99,400	Ongoing
Parity Projects (Tender Spec Development)	£50,000	Ongoing
iChoosr (Solar Together Round 3)	£35,000	Ongoing
Subtotal	£1,188,855	
Income		
SW Energy Hub (Offsets Parity Projects Phase Mapping)	-£30,680	
District Contributions (Offsets Parity Projects Phase One)	-£4,000	
Community Renewal Fund (Offsets CRF Funded Projects)	-£197,750	
Solar Together Referral Fees (Offsets Solar Together Round One)	-£52,530	
Solar Together Referral Fees (Offsets Solar Together Round Two)	TBC	

Subtotal	-£284,960	
Other Allocations		
Revolving Community Energy Fund (investment pot)	£250,000	Ongoing
Total Allocation	£1,153,895	
Remaining balance (unallocated)	£846,105	

17. In addition to the income outlined in the table above that offsets programme expenditure, income to offset the climate change team’s staff costs was also secured as part of the successful Community Renewal Fund bid.

18. A further successful bid to the National Lottery secured almost £500,000 to expand and deliver the Greening Campaign for three years, of which a share was secured to offset staff costs in both the climate change team and the waste prevention team.

Performance

19. Overall good progress is being made on the delivery of the Climate Change Strategy through the various activities and programmes outlined in this annual report.

20. Within the Strategic Framework, there is a clear progress on key strategic programmes such as transport, residential emissions, energy and environment.

21. Engagement has become a strong focus for the work this year and the annual report clearly demonstrates the significant effort that has been put into both developing this further but also in engaging with residents and partners, through the community projects, networks and partnerships and very successful insights-led campaigns and broader engagement programmes.

Consultation and Equalities

22. This decision relates to an annual monitoring report and does not result in any changes to services, so has been assessed as having a neutral impact on groups with protected characteristics.

Climate Change Impact Assessments

23. Hampshire County Council utilises two decision-making tools to assess the carbon emissions and resilience of its projects and decisions. These tools provide a clear, robust, and transparent way of assessing how projects, policies and initiatives contribute towards the County Council's climate change targets of being carbon neutral and resilient to the impacts of a 2°C temperature rise by 2050. This process ensures that climate change considerations are built into everything the Authority does.

Climate Change Adaptation

24. This report is an annual progress update on both climate change mitigation and resilience, for the Hampshire area and across the whole organisation. Therefore, even though the tools were not applicable, the report demonstrates that significant action is being taken to address climate change mitigation and resilience. With 2022 being declared the Year of Climate Resilience more work has been undertaken to identify actions on resilience and showcase them to different audiences. Overall good progress on resilience is being made across the authority.

Carbon Mitigation

25. This report is an annual progress update on both climate change mitigation and resilience, for the Hampshire area and across the whole organisation, and demonstrates that significant action is being taken to address climate change mitigation and resilience. It also demonstrates that climate change is being embedded across all our services and that climate change is a key priority for Hampshire County Council.

Conclusions

26. Based on the research and analysis undertaken over the last 24 months and the agreed focus on influencing, advocacy and facilitation of action by others the primary focus for 2023 onwards is:
- working on the delivery of the outward facing elements of the Strategic Framework;
 - focusing on supporting Hampshire County Council residents through behaviour change and building resilience;
 - continuing to build on the strategic leadership, influencing, enabling and advocacy role; and
 - supporting corporate join-up and the embedding of climate change into business as usual across the organisation.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	yes
People in Hampshire live safe, healthy and independent lives:	yes
People in Hampshire enjoy a rich and diverse environment:	yes
People in Hampshire enjoy being part of strong, inclusive communities:	yes

Other Significant Links

Links to previous Member decisions:	
<u>Title</u> Climate Emergency Motion Hampshire 2050 Commission of Inquiry Climate Change Strategy Climate Change Action Plan Climate Change Strategic Framework	<u>Date</u> June 2019 September 2019 July 2020 September 2020 February 2021
Direct links to specific legislation or Government Directives	
<u>Title</u> Climate Change Act National Adaptation Programme	<u>Date</u> 2008 2018

Section 100 D - Local Government Act 1972 - background documents	
<p>The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)</p>	
<u>Document</u>	<u>Location</u>
None	

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

2. Equalities Impact Assessment:

This decision relates to an annual monitoring report and does not result in any changes to services, so has been assessed as having a neutral impact on groups with protected characteristics.

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Climate Change Annual Progress Report

2022- 2023

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Executive summary

This report provides an update on the progress that has been made on the Climate Change Corporate Programme over the past 12 months, covering the reporting period July 2022 to July 2023.

During the 12 months of this reporting period, Hampshire County Council has been through a significant restructure which has resulted in changes to how the Climate Change Programme is structured and delivered. The focus has been on ensuring that the County Council's role in climate change is clearly defined and re-prioritising our programmes and resources in line with this.


The report provides an update on:

- new priorities and focus for Hampshire County Council
- baseline emissions
- updates on key programmes within the Strategic Framework
- networks and partnerships
- communications and marketing
- engagement activities

The report also sets out the areas of focus for the next 12 months.

Section one:

Ensuring corporate awareness and accountability on climate change



1.1 New Focus on the Strategic Framework

The transfer of the Climate Change team to the Hampshire 2050 directorate provided an opportunity to review the existing internal arrangements for delivering against the Climate Change Strategy through the Action Plan and Strategic Framework.

The Climate Change Action Plan was developed as a way of embedding climate change into the DNA of the County Council. It did this by bringing together all the actions taking place across the whole of the County Council on climate mitigation and resilience.

Despite over 200 actions identified, it was recognised that this would not in itself deliver against the County Council's 2050 climate targets. The Strategic Framework was therefore developed alongside the Action Plan to bridge the significant gap between the Action Plan and meeting the targets set.

The Strategic Framework sets out the key significant programmes based on the highest sources of emissions and priority areas for resilience including transport, residential, energy generation and distribution, economy, infrastructure, environment, and public health.

The Strategic Framework can be seen as a more consolidated and prioritised strategic action plan; one which is corporately owned and delivered.

It has been two years since the Action Plan and the Strategic Framework were established. With regards to the Action Plan, actions are now part of business as usual and in many cases form part of directorate reporting processes. The Strategic Framework has also been established as the focus of the climate change activity that will deliver the biggest impacts.

In 2020, when the Action Plan and Strategic Framework were adopted, it was agreed that they would be reviewed annually as part of the annual reporting cycle, and any changes or updates would be incorporated as part of this. This was done to ensure that these documents remain fit for purpose and are 'living documents'.

In January 2023, following the restructure, the County Council's role in climate change was re-defined to reflect the need to ensure that its resources are used for maximum impact. In particular, where it doesn't have direct responsibility, there is a continued need to ensure clarity on the role and responsibility of the County Council across a complex stakeholder landscape, and in particular the role of leadership, advocacy, partnership working, and establishing the necessary frameworks and strategies.

In line with this, it was agreed that the Strategic Framework would be the main focus of the Climate Change Programme going forward, as it represents the key strategic priorities that will be essential to meeting our targets. As part of this, it was also agreed that reporting on the Action Plan would no longer form part of the annual reporting cycle, to ensure resources are focused on the Strategic Framework. This report therefore will not report on the Action Plan.

As the Strategic Framework will be the focus going forward, work is currently underway to ensure that the programmes within the Strategic Framework are fit for purpose and that there is better representation from across the County Council. For example, areas such as education, inclusion, and skills that are critical to tackling climate change will feature more prominently.

As a result of this re-prioritisation, engagement has also become a stronger focus this year. This report demonstrates the significant effort that has been put into developing this further.

The primary areas of focus for 2023 onwards are:

- working on the delivery of the outward-facing elements of the Strategic Framework
- focus on supporting our residents through behaviour change and building resilience
- continue to build on the strategic leadership, influencing, enabling, and advocacy role
- supporting corporate join-up and the embedding of climate change into business as usual across the County Council

1.2 Embedding climate change

Climate change group

Key to embedding climate change across all services is the Climate Change Board.

During the initial months of the restructure, the Board was paused to allow for a review to ensure that it was still fit for purpose and aligned with the new corporate priorities.

In June 2023, the Board was renamed the Climate Change Group, and new membership and Terms of Reference were agreed. The Board's new role and responsibilities include:

- providing strategic oversight and guidance over the delivery of the climate change strategy through the Strategic Framework across the County Council
- taking ownership of the continued development and delivery of the Strategic Framework and cross-directorate working
- being accountable for and reporting on relevant directorate/service programmes within the Strategic Framework
- being accountable for embedding climate change across the directorates' services
- identifying opportunities to influence and lobby the government on key issues like funding and policy
- identifying opportunities from local, regional, or national agendas to support the delivery of the climate change strategy and Strategic Framework

Key areas discussed and proposed at the Climate Change Group have included:

- business case development for a retrofit programme
- development of an Environment Strategy
- a communications campaign to highlight the Year of Climate Resilience
- a partnership with The Retrofit Academy to deliver retrofit skills and training in Hampshire colleges
- further development of a Hampshire Community Energy Network
- developing an approach to engaging with young people on climate change
- developing a support pack for Hampshire County Council teams to embed climate change into their business as usual
- continuing support for the Solar Together scheme
- reintroducing collective green energy switching

Climate Decision Tools

To ensure the County Council is held accountable and truly embracing climate change, a climate change impact assessment has been embedded as a mandatory part of our public-facing executive member decision reports since April 2021. This has ensured that services are working toward a common goal – our climate change targets. Two decision tools form the basis of the impact assessment. The climate adaptation decision tool allows staff to assess the vulnerability of their projects to climate change impacts, such as heatwaves and flooding, and the carbon mitigation tool allows staff to assess the emissions impact from their project.

Since the decision tools SharePoint site was created for staff, there have been 2,725 page views. Compared to previous years, there have been fewer questions about how the tools work, indicating that staff are more comfortable with using the tools to complete a climate change impact assessment.

An example of where the tools have been effectively used is the proposal to extend Bordon Infant and Junior schools. The adaptation tool was used to identify the areas where the building may be vulnerable, such as extreme weather events, and consider measures that could be put in place to improve the building's resilience to these events. These include high levels of insulation, natural ventilation in teaching spaces, and energy-efficient lighting and heating.

Another example is a transport proposal to support economic development in Andover. This report states that developers need to consider how transport networks can be retrofitted to strive towards carbon neutrality. This is also the case for the local walking and cycling infrastructure update report,

which stated that the tools showed they were not applicable whilst the infrastructure was being developed. However, once the infrastructure was implemented, it would reduce the use of carbon-based transport methods which is beneficial for tackling climate change.

The tools have been shared with all the Hampshire districts and borough councils, and we are currently supporting Winchester City Council to understand how to embed the climate change impact assessment within their decision-making process. There has also been interest from three County Councils who are keen to implement a similar process.

The Climate Change team continues to offer guidance to the directorates across the County Council. A lunchtime learning session on climate resilience and decision tools was delivered to Environment, Transport and Economy services on 22 September 2022. The session explored why it is important for Hampshire to be resilient to climate change and how services can consider resilience when they are creating project proposals. A lunchtime session was also held for Adults Services on 10 January 2023, which involved a presentation and question and answer session. The presentation focused on explaining the meaning of climate change resilience, how the adaptation decision tool works, and how this can be applied to projects. These lunchtime sessions are offered to any service/directorate that would like to have a refresher on how the tools are implemented within the climate change impact assessment.

New e-learning

The Climate Change team began the development of an updated corporate e-learning on climate change to better reflect the embedded nature of climate change thinking in the County Council. The e-learning provides information on available resources, using the decision tools, and how to consider climate change and your role. The new e-learning is scheduled to be released in November 2023.


Support to teams across Hampshire County Council

The Climate Change team has taken opportunities to provide briefings to staff at various internal meetings across the authority. A lunchtime learning session on the Year of Climate Resilience and a Hampshire Leaders Network event on progress to date were both impactful and well received. Two dedicated climate change workshops have also been supported by the team for Highways, Engineering & Implementation, and Adults' Health & Care.

New programme – embedding climate change across Hampshire County Council

A new project to support every team in the County Council to embed climate change in their business as usual began development in July 2023. The project aims to provide resources to allow bespoke climate change solutions to be developed at the team level. Information and question prompts will allow teams to consider climate change in a workshop setting. Accountability for this process will sit with Climate Change Group representatives for each directorate.

Section two: Baseline emissions update



2.1 Hampshire baseline emissions

Territorial emissions for the UK are estimated by central government, disaggregated by local authority area, and made publicly available online as the [local authority greenhouse gas emissions national statistics](#). There is a two-year lag in data released by the government, meaning this report refers to 2021 results. For a deeper insight into the data collection methodology, further caveats about the data, and our scope of influence, please see our [2022 emissions report](#).

Between 2019 and 2021 there was an overall reduction in Hampshire's territorial emissions of 7.3%, resulting in a cumulative reduction of 46% since 2005. Included in this figure is carbon sequestration, which was 0.5% higher in 2021 than in 2019.

While this data is a rough estimate of what is happening in Hampshire, it clearly shows the sectors that are responsible for the biggest share of emissions. This informs our approach to carbon mitigation and the major programmes of work that make up our Strategic Framework. A sectoral breakdown of emissions can be seen in the introduction to Section 2. A series of charts and graphs breaking down the data by sector and showing trends over time is available on the [climate change website](#).

2.2 Hampshire County Council's scope 1-3 emissions

The focus of the work of the Strategic Framework is on the Hampshire area which accounts for approximately 98% of the emissions, however, it is important that we continue to track our own scope 1-3 emissions.

This work is led by Universal Services and has a separate reporting cycle ([see our Greenhouse gas emissions page](#)).

Section three: Progress on the Strategic Framework 2020-2025

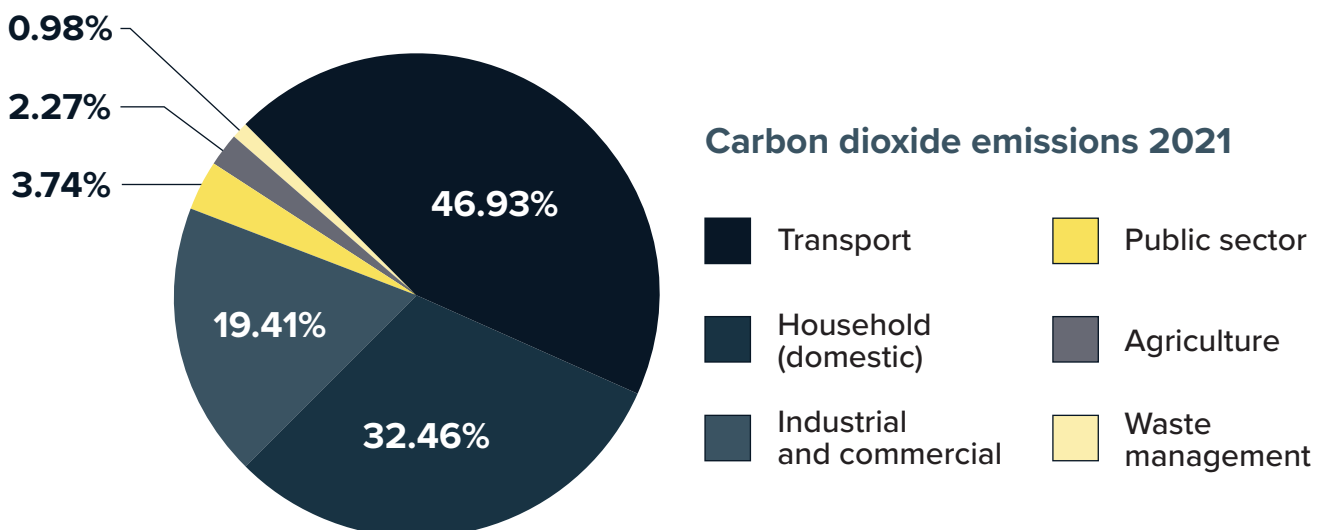
The Strategic Framework (Appendix 1) was developed to ensure that key programmes are being delivered to tackle the key sources of emissions and build resilience in priority areas.

This year the Strategic Framework becomes the main focus for the Climate Change Programme, as set out in Section 1, with the Action Plan now being seen as part of business as usual across the County Council.

The pie chart on this page shows the main sources of carbon emissions in Hampshire for 2021. This demonstrates where the

Strategic Framework needs to be focused – transport, residential, and industrial and commercial, with energy efficiency, generation and distribution being central to all emissions.

The Strategic Framework was focused initially on transport and residential emissions, as well as energy generation and distribution. Since 2021 there has been a growing focus on a green economy through work that has been done around retrofit alongside a new economic strategy. Further details of the programmes covering these priority areas are provided below and in Appendix 1.



3.1 Residential emissions and resilience

As the pie chart on page 10 shows, residential emissions in 2021 accounted for almost 33% of the Hampshire area emissions.

The County Council recognises that our residents and our communities have a critical role to play in building resilience and reducing emissions in their own homes and through lifestyle choices, or as communities taking local action together. Community engagement is therefore a key component of our climate change work and significant progress on this has been made this year.

In July 2020 we launched four community projects to tackle this key area:

- The Greening Campaign
- Building a Community Energy Network
- Freephone Advice Line for Residents on Energy and Sustainability
- Solar Together Bulk Buying Scheme

Since 2021 work has also been ongoing to develop a business case for a Hampshire-wide retrofit scheme as one of the key solutions to residential emissions. Group energy switching was also trialled in 2023.

Progress on each project is provided within this section.

The Greening Campaign

Hampshire County Council has been working with The Greening Campaign (GC) since 2020. The GC offers a blueprint for stimulating grassroots community engagement and behavioural change on climate change through a phased approach. More information about the GC can be found on [The Greening Campaign website](#).

In November 2021 the County Council was successfully awarded £200,000 from the Community Renewal Fund to continue the work with The Greening Campaign and Community Energy South. This funding ended in December 2022.

Thanks to a successful bid co-written by the GC and the Climate Change team, just under £500,000 of National Lottery funding was awarded to the GC in April 2023. The funding will enable a course of activity over three years, with the Hampshire & Isle of Wight Wildlife Trust, the University of Southampton, a health consultant, and Garden Organic, to help communities work together to address climate change across different areas. The Climate Change team will be using some of the funding to provide strategic support, and the waste prevention team is devising a new waste prevention information and activity pack for communities.

This successful award was made possible by the piloting of phase 2 via the County Council-funded programme, and the subsequent delivery of the Community Renewal funded programme. The County Council-funded programme saw the development of the space for nature, health and wellbeing, and energy pillars. Community information and engagement packs were created for each pillar, and four communities were supported with the in-depth support of the expert partner organisations (in addition to a total of nine who started their journey with phase 1). 186 households used heat cameras to survey their homes and understand their energy efficiency/retrofit needs, with 34 individuals heat camera trained. A mapping walk to identify ways to make space for nature was carried out with the Hampshire & Isle of Wight Wildlife Trust and a health consultant. This has resulted in pond and wildflower restoration. To ensure longevity for these communities, they will be offered the opportunity to continue as 'Wilder Communities' with the Hampshire & Isle of Wight Wildlife Trust.

The Community Renewal funded programme awarded £82,000 to the GC, running from November 2021 to December 2022. 14 communities participated in phase 1, with four communities completing this by giving a climate change action card to each household and saving an estimated combined annual saving of £199,651, and an estimated 379.5 tonnes of CO₂ based upon taking carbon-saving actions at home such as line drying clothes instead of tumble drying.

For phase 2, 10 communities signed up across Winchester, New Forest, Basingstoke, East Hampshire, and Gosport. 14,307.10m² of land was improved as part of the Make Space for Nature pillar, surpassing the target. This included private gardens, church and school grounds, woodland, and pond restoration across the communities. Further, over 2,000 hours were spent on nature activities across the communities, including nature ID walks, mapping of community spaces, invertebrate spotting, and placing bee cards in their home windows, all delivered by the Hampshire & Isle of Wight Wildlife Trust. Additionally, for the health and wellbeing pillar, talks, picnics, art competitions, and the establishment of a talking bench took place across communities. Finally, all the communities received advice sheets from The Sustainability Centre and put in place energy-saving hacks such as draught-proofing measures, as part of the energy pillar. Development of the webpages has also made it possible to reach more residents.

In summary, the GC continues to be a flagship community engagement programme for Hampshire, and the continued success with engaging communities and securing increasingly competitive funding streams demonstrates its value and capacity for longevity.

Building a Community Energy Network

One of the major gaps in Hampshire is the limited amount of renewable energy generated in the county, which currently meets less than 8% of demand. Work in 2023 with the University of Southampton has shown that Hampshire's energy needs can be met with existing renewable energy technology, but that significant investment is required. While large utility-scale projects (predominantly solar and wind) will necessarily provide the bulk of Hampshire's future energy there is a significant opportunity for community energy to contribute and ensure the benefits are felt by Hampshire communities.

To enable and support the development of a **Community Energy Network** the Council launched a project with Community Energy South (CES) to develop a pathway to community energy in Hampshire.

Following the success of the Community Energy Pathways programme – funded in part by the County Council and in part by the Community Renewal Fund – to support five community energy groups, the County Council entered a two-year grant-funded programme with CES to maintain momentum. This phase started in March 2023 and aims to consolidate the work from phase one and ensure that momentum is maintained towards establishing self-sustaining community businesses that are no longer reliant on County Council support.

One of the main priorities of this programme is to support the groups in Hampshire to develop portfolios of community-owned renewable energy projects which the County Council can invest in through its Revolving Community Energy Fund. The recently announced Community Energy Fund for England will help overcome potential project barriers and speed up progress for future projects.

Progress to date against the key deliverables is as follows:

Broadening support

A programme of work to accelerate the development of community energy has started with New Forest District Council. Discussions are ongoing with East Hampshire District Council, Energy Alton, and Energise South Downs about ways in which the district council can support community energy in the area. Additionally, proposals have been submitted to Rushmoor Borough Council and Hart District Council about the potential for developing community energy programmes in their areas and are pending decisions. All this activity reflects the interest from district and borough councils to support community energy as the wider community benefits are increasingly understood.

CES is also in regular discussions with the Net Zero Hubs to coordinate the support they can offer and have developed a relationship with Scottish, and Southern Electricity Networks (SEN) who is now a crucial partner in educating and upskilling the groups on feasibility assessment training.

Project development

Since the start of the second phase of work, the priority has been supporting the most advanced groups (Test Source and Energise South Downs) to reach the share offer stage. Technical experts have been brought in to train the groups on the legal and technical requirements of progressing to this stage.

Progress has also been made with the Dioceses of Portsmouth and Winchester about the potential for community energy projects on their estates, as well as the Council working to support community energy projects on our school estate. The first such project is being developed with Energise South Downs as a pilot at Swanmore College.

Specialist funding

CES has used its expertise to help groups secure funding from many different streams and has also been instrumental in lobbying central government, which has contributed to the launch of the new national Community Energy Fund.

In Hampshire, Loddon Community Energy secured £9,000 from Basingstoke and Deane Borough Council to cover a paid position. Energise South Downs secured £25,000 from Golden Acre, one of the UK's leading suppliers of global foods, as a development grant. CES is also in discussions with SEN about maintaining a funding stream for Energy Alton to support local microbusinesses with their energy needs.

Developing advanced tools and training

There are several technical, legal, and financial challenges facing communities seeking to launch an energy project. However, many of these challenges are common to all groups meaning tools and training can have a deep impact and cut costs.

Training sessions:

- 15 June on how to conduct feasibility assessments
- 20 July on the key legal processes, delivered by a leading community energy lawyer
- upcoming session on developing and delivering share offers (6 October 2023)

Tools:

- working with Spencer West LLP, a set of legal template documents has been made available free of charge to the groups in Hampshire, and discounted legal advice has been secured
- a financial model has been made available to all the groups with a follow-up scenario modelling session offered.

Regional steering group

Crucial for sharing best practices, developing solutions to overcoming common barriers, and encouraging broader and deeper impact across the county, the steering group. Meeting bi-monthly, these are also opportunities to hear from sector experts and local stakeholders. The steering group remains an important cog in the smooth functioning of the burgeoning community energy network in Hampshire.

Climate change/energy advice

For the last of the four projects, we have partnered with the **Environment Centre** (tEC) to provide free, trusted, and straightforward advice about climate change, energy, and sustainability over the phone and online. This project has proved invaluable during a period of high energy costs and a cost-of-living crisis as the number of people living in fuel poverty increased substantially between 2020 and 2023.

Progress since July 2022:

- the new **website** received 42,395 visitors in the 8 months since its launch in November 2022. This represents a 12-fold increase on the previous 12 months. Additionally, feedback on the usefulness and navigability of the website has been overwhelmingly positive
- 28 energy and climate-related blog posts have been added to the site providing timely information to help residents reduce their energy costs and environmental impact
- the new website can support a future retrofit one-stop-shop and tEC continues to express a commitment to providing this service when the retrofit scheme is ready.
- tEC continues to align with the County Council's climate change priorities and provides a vital service for residents, particularly those struggling with high energy prices and the cost-of-living crisis
- coordination between tEC, The Greening Campaign, and CES continues to produce excellent outcomes with shared expertise and training sessions being run by tEC for community groups involved in The Greening Campaign and community energy.

Group buying energy schemes

Working with independent experts iChoosr, two schemes were run in 2022-23 to give residents the opportunity to save money on green energy. The first, Solar Together, brings together residents for the opportunity to get a market-beating deal on rooftop solar. The second, The Big Community Switch, unites customers looking to switch to green energy tariffs to negotiate market-beating fixed rates.

Solar Together

Solar Together Hampshire is a unique group-buying scheme that enables residents to register at the same time for solar panels, to get competitive prices from pre-vetted installers.

Since 2021, two Solar Together schemes have been delivered in Hampshire. Over 2,100 households have received solar panels through the schemes, via the installation of 7,400kw of rooftop solar power, which can save an estimated 46,000 tonnes of carbon emissions. The 2022 scheme achieved a 15% average discount compared to the typical market price. The installs were managed by four installers: Infinity Renewables, HomeSmart, EE Renewables, and Fusion 8, each allocated to a specific section of Hampshire.

Due to the tangible outcomes of increased renewable energy generation and carbon savings, and a clear demand from our residents for us to operate this scheme (with the second Solar Together scheme resulting in 13,816 initial registrations and the webpage being the most viewed County Council climate change webpage with 6,316 unique views), a third scheme launched in August 2023.

The Big Community Switch

Due to the turbulent energy market caused by the pandemic and Russia's invasion of Ukraine, energy companies stopped offering fixed tariffs in 2022. This meant the planned energy switching scheme was put on hold. However, in June 2023 some providers began offering fixed tariffs again and iChoosr took the opportunity to test the market for group switching.

Running the scheme as a pilot, no paid promotion was used, though there was some organic marketing on County Council social media and internal Hants Headlines. Despite the limited promotion, 815 Hampshire residents registered for the reverse auction reflecting the continued appetite for better energy deals.

However, due to continued instability in the market, the winning bid from SO energy represented a very modest saving of £30 below the price cap meaning only 34 registrants decided to accept the offer, with most choosing to wait to see what the market does in the coming months.

In more stable energy markets, The Big Community Switch could be a powerful tool for getting more Hampshire residents on to renewable energy tariffs. The regular marketing and promotion of the scheme also helps to keep renewable energy in the public consciousness. Therefore, the County Council will continue to work with iChoosr on energy switching.

Hampshire-wide retrofit scheme

Work by the New Economics Foundation into a green recovery for Hampshire identified retrofit as a key driver of both economic recovery and emissions reduction from the residential sector. Progress against this objective began in 2021 and has built momentum over the last two years to the point where a self-sustaining business model has been developed and is ready for implementation. The steps to this point are outlined on the following pages.

Understanding the baseline

To make a case for retrofit on a county-wide scale, understanding the housing stock, its current performance, and what interventions would be required to decarbonise it were crucial starting points. Hampshire County Council, with partial funding from the Southwest Net Zero Hub and contributions from district and borough councils, commissioned a report into the housing stock in Hampshire and what it would take to get to net zero. The analysis (delivered by Parity Projects) provided detailed information on every home in the county but also generated two headline figures:

- £30 billion of total investment would be required to decarbonise every home
- 6,000 FTE jobs per year required by 2050 to deliver the necessary work

The mission was clear. That amount of money would never be funded through any government scheme and the number of people required to do the work would never exist without support and clear direction. The next step was to build enthusiasm and momentum with local stakeholders.

Internal engagement

The scale and crosscutting nature of the retrofit challenge meant internal engagement and coordination were vital. A £30 billion impact on the local economy meant retrofit needed to be central to future economic planning, and thousands of jobs in specific trades meant a concerted effort would be required from the skills and education teams. The co-benefits of better housing would also reach into public health and adult and child social care. Several meetings and workshops were organised to share the facts, find commonalities, build momentum, and support parallel programmes. The primary outcome of this was the launch of a Skills for Retrofit programme in the Skills and Participation team.

External engagement

Following an initial stakeholder mapping exercise, engagement with external stakeholders began in Summer 2022. Primary stakeholders included:

1. lower-tier authorities – ensuring the district, borough, and unitary councils in the county were aware of the baseline report and proposed direction of travel
2. “advocate” groups – using our existing networks to reach climate action groups, community energy groups, behaviour change groups, energy advice centres, universities, and others who could be advocates (or delivery partners) for a retrofit scheme, we ran a half-day session to workshop how best to involve these partners and design the scheme
3. supply chain – while difficult to get lots of representatives from the supply chain in the same room at the same time this engagement workshop provided a crucial voice to employers (with a particular focus on local SMEs). What they wanted to see

in a scheme and how they would like to be involved in the process were two crucial discussion points

4. colleges and training providers – building the supply chain starts in schools and colleges. An engagement event with internal skills colleagues, local colleges, LEPs, and private training providers helped get the ball rolling. The skills and participation team then took ownership of this workstream and entered a formal partnership with The Retrofit Academy (more below).

Resident survey

Building on the evidence collected from the engagement workshops a simple online survey was sent to homeowners in Winchester and Fareham. (These districts ranked highest in Parity Projects analysis of house type, income bracket, and local supply chain activity). Using social media ads to target homeowners in a likely able-to-pay demographic we sought to understand what homeowners who were able to self-finance wanted from a scheme. The headline findings were:

- 80% thought more about their home’s energy use now than 12 months ago
- while cost was the main barrier, knowing what to do and where to start were also common
- 43% would like an end-to-end service (or one-stop-shop) and 62% would like some form of advice
- 80% would feel more confident if the scheme was backed by the County Council

Business case development and review

Parity Projects developed a bespoke business case for an area-wide retrofit scheme based on a self-sustaining model that charges homeowners and contractors a small fee while providing whole-house plans and retrofit coordination. The model was based on the successful Cosy Homes Oxfordshire model but incorporated the local nuances uncovered through the engagement activities detailed above.

Further engagement and steps to launch

A major stakeholder engagement event was convened in June 2023 with an outcome to establish a formal entity (consortium) to take the next steps towards implementation. The consortium will likely include district councils, advocate groups, and training providers. The group will then take on the responsibility of securing the startup funding. As of July 2023, an MOU was being developed and several funding streams were being investigated.

Skills for retrofit

As mentioned above, the County Council entered into a partnership with The Retrofit Academy in July 2022. This partnership had two primary functions:

1. to increase local delivery of courses for retrofit skills including understanding retrofit, adviser, assessor, and co-ordinator (PAS 2035)
2. to deliver a supply chain report detailing the current state of retrofit skills in Hampshire

There was considerable interest from training providers in the area, but significant challenges around funding the courses remain. Much like supply and demand in delivering retrofit, there is the same dilemma in retrofit skills training with colleges hesitant to invest in new courses without the demand

from employers. Year two of the partnership began in July 2023 and aims to have courses running in at least two establishments in the coming academic year.

A supply chain report was finalised in May 2023 and reflected many of the challenges for delivering retrofit already mentioned. Of the 245 companies registered with the Federation of Master Builders only eight were registered with Trustmark as providing retrofit services. There are 28 retrofit assessors and only six retrofit coordinators currently certified in Hampshire. However, there are 40 companies providing heat pump installation.

Low-income households

The County Council is not directly responsible for delivering central government energy efficiency schemes but works with partners who support low-income households. The Environment Centre supports low-income households to access government funding for retrofit measures as well as providing advice on energy saving and environmental protection. Upgrades to their website have allowed an expansion and improvement of this service.

Co-benefits and cross-sector working

Several co-benefits to improving the energy efficiency of Hampshire homes are evident. Initial discussions at the Health and Wellbeing Board aim to agree on joint priorities between partners that both benefit health and mitigate climate change, including air quality, active travel, and healthy homes. Furthermore, a data-driven approach will be used to identify the most significant inequalities in relation to climate change.

3.2 Transport emissions and resilience

Transport is a large contributor of CO₂ emissions in Hampshire (47%) from mainly vehicle tailpipe emissions, with over 65% of this from private vehicle use, and therefore a key priority area for reduction.

The impact of climate change places increased pressure on the maintenance and resilience of our transport network, and without suitable adaptation and mitigation, will result in more frequent and severe disruption to the movement of people and goods.

The new Local Transport Plan (LTP4) will form the primary transport policy for Hampshire County Council to 2050.

LTP4 is aiming to reduce transport-related carbon emissions to net zero (neutrality) by 2050 with these key success factors:

- carbon emissions associated with the use of all transport modes (including the generation of energy to power them) virtually reduced to zero
- any remaining carbon emissions are offset by fully sustainable planting or carbon capture
- fewer vehicles, with higher levels of usage (to make the most efficient use of road space, and energy required to produce and run each vehicle)
- less travel overall

The draft LTP4 has been amended following scrutiny and analysis of consultation replies, however, the Department for Transport states they intend to issue new LTP4 guidance, including a carbon reduction tool which will need to be taken into account.

The County Council has been successful in making the case for successive rounds of funding for improving active travel infrastructure. We now have a programme of works underway to design and deliver new demonstration active travel schemes. These are a new generation of schemes being designed to new higher standards set by central government. Whilst these are only demonstration schemes, they are setting the standard for others to adopt, including developers, local planning authorities, and our own maintenance programmes.

The County Council is also embedding a new Healthy Streets Framework. To this end, over 100 staff who look after or improve our streets and spaces have been trained in how to apply the Framework. In practice, this will mean that as we or others make changes or maintain our roads, the framework can be used to help ensure the streets and spaces are easier to use by a range of users, and that a better balance is made that widens the choices people can make about what type of transport they feel comfortable using.

The County Council is also approaching the final year of delivering the Transforming Cities Programme in partnership with Southampton and Portsmouth City Councils. These will see physical improvements completed on a number of transport corridors accessing the two cities. Measures include walking and cycling schemes as well as bus priority measures and bus interchanges.

Post-Covid the County Council continues to use its bus budgets to keep as many bus routes going following a reduction in demand and income for bus operators. Without our support, it is likely the bus network would have shrunk significantly. Demand is now returning but to a lower base. It remains

likely that some customers, particularly those who felt most vulnerable to the virus or who continue to work from home, may not return on a regular basis. We are actively encouraging them and others to use the bus to help support and maintain services and have recently launched a campaign to do so which builds on the national £2 fare scheme.

The Bus Service Improvement Plan has also been adopted, alongside eight Local Cycling and Walking Implementation Plans. Supplementary guidance documents are also being developed for Development Control and Master Planning to better integrate land use and transport planning.

In relation to electric vehicle infrastructure, a bid has been made for Local Electric Vehicle Infrastructure (LEVI) funding. Finally, reports for Farnborough and Andover have been approved which reprioritise spaces in favour of sustainable modes of travel.

Resilient highway network

A highway resilience network map has been developed and published. The main aim of a resilient network is to maintain economic activity and access to key services during extreme weather and other disruptive events through prioritised and targeted maintenance.

The highway asset dataset is being developed further, such as the gully sensor project to improve service efficiency with better scheduling, fewer journeys, and reduced carbon. The web self-service flood form has also been updated, which can help prioritise planned schemes and inform routine programmes. Further, data is being added regarding urban and rural grass verges to inform decisions on frequencies of cutting.

A road surfacing guide review is now complete which guides the selection of surfacing materials and processes for highway maintenance works allowing engineers to specify safe, durable, and environmentally appropriate options.

Appropriate design standards for new cap infrastructure have also been developed. They are intended to provide resilient designs specifying appropriate materials, balancing cost and quality to minimise long-term maintenance costs. The commuted sum policy, implemented from 1 July, in particular aims to encourage the adoption of new sustainable developments and highway improvements by promoting the use of durable and sustainable materials.

3.3 Energy generation and distribution

Energy in the Hampshire-wide context is a complex and challenging area in which the County Council has no direct responsibility. While the National Grid aims to be carbon neutral by 2038 there is growing recognition that this will not be achieved without localised interventions and planning.

It is also clear that this would be best achieved through local open energy systems that enable all ‘community’ stakeholders to participate in a full range of trading opportunities. Although this will be a significant challenge, it also presents opportunities for local ‘green’ investment, skills capacity growth, and wider socio-economic co-benefits such as improved air quality and associated health. Ensuring that these opportunities are realised through decarbonising national and local energy systems requires a systemic approach to a future energy strategy.

It is against this background that the County Council is seeking to create a distinctive approach to green economic recovery which seeks to prioritise inclusivity, quality of life, and standard of living as critical components for prosperity and economic growth.

In the last 12 months, central government has been promoting the concept of Local Area Energy Plans (LAEPs). This is currently a weakly defined concept without clear goals, templates, or delivery mechanisms. There is also a lack of clarity on who is responsible for producing an LAEP, with regional Net Zero Hubs, Distribution Network Operators (DNOs), and all tiers of local government potentially having an important role. No resource has been made available for the development of an LAEP making all parties wary of over-commitment.

Nonetheless, the County Council has been proactive in two key areas:

1. developing the evidence base needed to understand the energy system in Hampshire, what future generation potential looks like, and what challenges we face in decarbonising our energy
2. engaging with the key stakeholders to lay the groundwork for an LAEP and ensure that all parties are on the same page

Hampshire energy evidence and research to date

In January 2022, the University of Southampton (a member of the Climate Change Expert Forum) produced a review of the current energy landscape in the wider Hampshire area. The report’s three headline findings were:

1. average domestic electricity consumption was found to be higher in rural areas and lower in cities. Without large intervention in rural areas to incentivise increasing energy efficiency and new technologies such as heat pumps, this difference is only set to increase
2. areas of deprivation were found to have lower gas consumption; this suggests that to reduce the gas consumption of the area the focus needs to be on the more affluent or ‘able-to-pay’ market
3. there is no correlation between the percentage of over 65s and the percentage of households living in fuel poverty suggesting that those living in fuel poverty are younger

Subsequently, in January 2023 the University of Southampton began work on two further pieces of work to understand the future potential of renewable energy generation in Hampshire and the technical and economic constraints to delivering change.

A report into the renewable energy potential in Hampshire made clear that the technical potential to meet our energy needs is abundant. However, this technical potential does not account for several constraining factors, including grid capacity. A second report is due later in 2023 and will analyse the capability of the grid to absorb increased renewable generation and the costs associated with upgrading infrastructure, which are likely to be widespread and substantial.

Engagement and groundwork

As well as working with the University of Southampton to understand the current energy landscape and the potential future makeup of a decarbonised energy system in Hampshire, continued engagement with key stakeholders has ensured the topic has remained on the agenda. The Department for Energy Security and Net Zero (DESNZ) and formerly the Department for Business Energy and Industrial Strategy (BEIS) have continued to consult on the best way forward suggesting that local authority involvement will be a key factor of any LAEP. It is also clear that the DESNZ-funded Net Zero Hubs and the DNOs will be crucial partners in developing a future LAEP.

With regards to the Net Zero Hubs, which are currently based on Local Enterprise Partnership (LEP) geography meaning Hampshire is divided between the Greater Southeast Hub and the Southwest Hub, County Council officers sit on steering groups and have attended board meetings and project development workshops. This early and frequent engagement has allowed Hampshire to be closely aligned with the Hubs as they develop their offer.

The DNO in Hampshire, SSEN, will be a key driver of change in the energy network. It has therefore been vital that our views on how the energy system is decarbonised and how Hampshire residents will benefit are communicated. Regular communication with SSEN, often in partnership with the Net Zero Hubs has helped align our agendas. However, there is still much more to do, and ensuring the DNO is engaged in LAEP development is a priority.

Finally, ensuring that the various strands of energy work are coordinated has been an ongoing priority. Working with community energy groups, the Environment Centre, The Greening Campaign, the University of Southampton, the Net Zero Hubs, the DNO, central government, district and borough councils, local unitary authorities, Parity Projects, local climate advocacy groups, and local industry (such as ExxonMobil at Fawley) is a key part of this and aligns with the role of the County Council to provide leadership, share information, create effective networks, and support others to take action.

3.4 Business and green economy

Retrofit

The focus of the retrofit programme set out in Section 3.1 will not only tackle residential emissions but will also have a significant impact on Hampshire's green economy.

The [business case](#) developed as part of the retrofit programme demonstrates the potential to create approximately 6,000 full equivalent time jobs per year (2022 to 2050).

General builders would make up about 26% of this workforce, with the rest made up of more specialist tradespeople, e.g., insulation specialists (32%). The work that is needed to reach net zero in retrofit is the equivalent of 173,000 trade years. [See the summary for headlines here.](#)

Other skills for a green economy

The County Council is now using the government's flagship [Skills Bootcamps](#) programme to directly commission a range of training courses in low carbon construction, retrofit, and green transport skills to meet the identified needs of the sectors. This will also give local people the opportunity to develop their skills and directly access employment opportunities. Over 200 courses will be delivered by local providers in this financial year, with an ambition to extend the scope and reach of the programme in future years subject to funding.

The County Council has been working with Hampshire and Surrey Chambers of Commerce to develop Local Skills Improvement Plans which work with employers to identify skills gaps and support the local provider network to develop their provision to address these needs. These [reports](#) have been instrumental in helping us to better understand the breadth and depth of the skills needed to support the low carbon economy in our area and to focus future investment through the Local Skills Improvement Fund.

Additionally, a multi-million-pound investment from the Department for Education's Strategic Development Fund (SDF), the predecessor to the Local Skills Improvement Fund (LSIF), has been used to support the development of a green skills infrastructure across the county.

Economic strategy

The County Council's [Economic Strategy](#) recognises the importance of protecting the environment as the economy grows, highlighting the importance of sustainable economic growth that protects the county's natural assets. Work is currently underway on the development of an Action Plan to support the Strategy and the Environment and Climate Change has been identified as a key theme that needs to be considered across all programmes.

Over the past year, Economic Development has been working with partner organisations to deliver on their climate change ambitions, including supporting Enterprise M3 LEP with their Jet Zero cluster, and understanding the sector's strengths and challenges, and where there are opportunities for achieving net zero in the aviation sector. Further to this, is the work with the Farnborough Airport Consortium around Future Flight, where the County Council has joint-hosted round table events to connect businesses within the supply chain to discuss future needs of the aviation industry, greening its supply chain as well as operations.

Support for organisations and businesses continues outside of established networks, with the Economic Development team working with partners such as the LEPs, freeports, and membership organisations around their climate change and environment agendas and understanding where further support and enabling can be delivered to support their goals in supporting business decarbonise.

There are also opportunities to look at the gaps left in the funding landscape to support climate change development of business post-LOCASE and the Leader EU-funded programmes. Economic Development advised Enterprise M3 LEP on the criteria and themes for the latest round of the Future Fund where achieving Net Zero by 2050 and green skills are significant themes for the programme.

The County Council also plays an active role as a member of The Solent Cluster and a signatory to the Solent Cluster Charter. The Solent Cluster represents a once-in-a-generation opportunity to affect real change in energy production and consumption. It brings together a wide group of members focused on the decarbonisation of businesses and industry in the southern region and beyond.

The Solent Cluster represents a collaboration of industry leaders, global organisations, universities, and local government, all working together to create a low carbon future that will benefit the local economy, the region, and the UK. See the project plan for more details.

Within the sector focus for the Business Growth Team, Environment and Net Zero has been highlighted as a key sector to support and enable through its work, and the team is investigating the opportunities in this area to specifically support businesses in achieving their ambitions.

3.5 Natural environment

The natural and built environments face a plethora of opportunities, challenges, and changes associated with climate change, and other human pressures, that are interconnected, dynamic, and complex. The following paragraphs set out some of the actions that the County Council is taking to address these.

The Hampshire 2050 Commission of Inquiry identified that Hampshire's natural environment is a significant and valued asset, helping Hampshire to be an attractive and prosperous place to live, work, and visit.

Work is ongoing through a newly formed Strategic Natural Environment Working Group, bringing together key stakeholders across the County Council to ensure that the wide range of activities taking place around the natural environment are brought together to maximise effort and avoid duplication. Areas covered include external partnerships and boards, biodiversity net gain and local nature recovery strategy, water and coast, and commercial and green finance.

The County Council has recently started work on a Local Nature Recovery Strategy following its appointment by the Secretary of State as the responsible authority pursuant to Section 105 of the Environment Act 2021.

Local Nature Recovery Strategies (LNRS) are an important part of an ambitious package of measures introduced by the Environment Act to reverse nature's decline. These include Environmental Improvement Plans, Biodiversity Net Gain (BNG), Species Conservation Strategies and Protected Sites Strategies, and conservation covenants.

The Local Nature Recovery Strategy will be used to channel investment into local

priorities for protection and enhancement, such as the Environment Land Management Scheme; map areas of opportunity for the use of 'nature-based solutions' to wider environmental problems like flooding and climate change mitigation; guide mandatory biodiversity net gain investments; and provide a source of evidence for local planning authorities to help them understand the locations which are important for conserving and enhancing biodiversity.

The LNRS will link to several of the County Council's existing strategies, including the Public Health Strategy, Economic Strategy, Strategic Asset Management Plan, and Hampshire 2050 Vision, along with the emerging Environment Strategy. It will therefore have reach across the organisation.

Early work has commenced across the County Council on how the LNRS is to be prepared, and initial stakeholder engagement has taken place. The work will now be developed under the leadership of the Director of Hampshire 2050 working across the County Council and in partnership with stakeholders, with the Strategy to be presented to Cabinet for approval in approximately 18 months' time.

[Find out more here.](#)

Other areas of the work taking place within the working group include:

- understanding the potential for all County Council landholdings to meet Biodiversity Net Gain and mitigation requirements
- developing a coastal asset strategy (2050) to understand risks
- explore green finance opportunities in relation to nature recovery

The Hampshire Forest Partnership has also been launched (December 2022) which aims to encourage tree planting across Hampshire, give advice and guidance on planting the right trees in the right places, share the positive ways tree planting helps the environment, and give communities what they need to get involved in tree planting activities.

The Hampshire Forest Partnership's aims align with the County Council's Tree Strategy which was published in 2020.

[Find out more about the initiative here.](#)

Participation in the Environmental Land Management Convenor Partnership has continued, alongside being a member and contributor at the Hampshire & Isle of Wight Local Nature Partnership, and South East Nature Partnership.

3.6 Waste and circular economy

The COVID-19 pandemic and the associated changes in public behaviour had a negative impact in terms of both recycling and landfill diversion performance across Hampshire as residents spent more time at home and disposed of more waste through their kerbside bins. Further behavioural changes have affected the composition of waste (more packaging from home deliveries, fewer newspapers, etc.), which continues to challenge the waste management system.

In addition, the delivery of the Environment Act has been delayed by COVID-19, and the current deadline nationally has been pushed back to 2025. Despite these impacts, significant work has been undertaken to deliver long-term projects that will deliver a step change in performance in terms of waste for Hampshire.

Hampshire remains on track to deliver on the Environment Act with planning permission secured for a new Materials Recovery Facility (MRF) in Eastleigh to sort the new container mix. The district and borough councils are working towards introducing a twin-stream collection service to complement this infrastructure investment.

Implementation of statutory food waste collections has also been delayed; currently, only 3 of 13 waste collection authorities in Hampshire collect food separately. The Project Integra Joint Municipal Waste Management Strategy has been updated and all partners are working towards developing a new legally binding Inter-Authority Agreement.

The Smart Living waste prevention programme remains high profile with key strands focusing on food waste, composting, furniture reuse, reusable nappies, and, from 2023, textiles (fast fashion). The Waste Prevention Grant Fund has now supported more than 100 projects countywide to help their communities reduce waste.

3.7 Buildings and infrastructure and public health

Under the Environment Act 2021, from November 2023, it will be mandatory for the majority of developments in England to deliver a biodiversity net gain (BNG) of 10% at the developer's costs. There has been a partial update about this within the Hampshire Minerals and Waste Plan, with a consultation planned for late 2023.

Local Planning Authorities have been preparing for changes in the building regulations, including energy efficiency of properties, ventilation, and ensuring buildings don't overheat. These changes are stop-gap measures to improve energy efficiency in housing regulations ahead of the Future Homes and Buildings Standards introduction in 2025, which will require more significant cuts to carbon emissions.

Winchester City Council has consulted on future-proofed local plan policy which exceeds building regulations to achieve a net zero carbon target. The impact on scheme viability of these standards, combined with increased building costs, should be monitored across Hampshire.

With regards to public health considerations, action on climate change and health through spatial planning and placemaking is embedded into the 'Healthier Communities' theme of the [Health and Wellbeing Board](#).

Following a series of workshops with the Town and Country Planning Association, an air quality group has been set up with districts and boroughs to look at the planning response to air quality. The new Hampshire Joint Strategic Needs Assessment includes a chapter on place, with spatial mapping of air quality, heat vulnerability index, and residential properties at risk of flooding.

The Planning Data & Research team is analysing trends, such as dwelling heating types and travel to work choices, alongside understanding whether energy efficiency plays a part in the motivation to purchase a new property.

Flood and water management

As the Lead Local Flood Authority, the County Council has continued to engage with Local Planning Authorities as the statutory consultee for surface water management on major developments.

The [Hampshire Strategic Flood and Water Management Board](#) has been relaunched, and new catchment plans have been published. The County Council has supported the preparation of a draft joint Leadership Statement for key stakeholders to promote improved surface water management and responded to regional and national consultations including on water standards, water resources, Catchment Basin Management Plans, and Drainage and Wastewater Management Plans.

The Flood and Water Management team is also working with the Environment Agency on a two-year pilot programme for Property Flood Resilience.

Section four:

2022's 'Year of Climate Resilience'



Hampshire County Council has a target to be resilient to a 2-degree Celsius temperature rise by 2050 (whilst still aligning with the Paris Agreement of limiting warming to 1.5 degrees and having a target to be carbon neutral by 2050). The County Council is unique in having such a target for climate change resilience.

In recognition of the importance of building resilience, the County Council declared 2022 the “Year of Climate Resilience”. This was an opportunity for the County Council to increase awareness of the importance of resilience, and promote our unique approach and the actions we are taking to build resilience.

Through the work delivered in 2022, the climate change website has been updated to include dedicated resources on resilience. This includes videos and infographics created to highlight the excellent work already underway across the organisation – see the [climate change website](#). Most of this work was reported on in the last annual report.

Since July 2022, further work has been undertaken on raising awareness of resilience. A case study has been published by Ashden and Friends of the Earth showcasing [how Hampshire is prioritising climate adaptation and resilience](#). This led to a presentation at Ashden’s national [Learning Out Loud event](#) as part of London Climate Action Week, which in turn has led to further engagement with other councils and has raised the profile of local climate adaptation and Hampshire’s leading role in this area.

Work is also progressing with the Insights & Engagement and Corporate Marketing teams to create a bank of creatives that can be delivered at pivotal moments throughout the year to offer home resilience tips. Aimed mostly at those aged over 34, a light-hearted theme relating to ‘Keeping up with the Jones’ was used, with a character learning from their neighbours about what actions they can take at home to build resilience.

A series of digital adverts to Hampshire audiences have been delivered covering flood risk, giving wildlife a helping hand in your garden, home insulation, and saving water. All adverts [linked to a landing page](#), offering a series of 'easy' options alongside a 'more dedicated' action for each season. For example, collecting water with a water butt, getting solar panels through the Solar Together scheme to be prepared for 'when it's a scorcher', or adding to your loft insulation to be prepared for 'when it's arctic outside'.

Across Google, our adverts generated just under 600,000 views and over 2,300 clicks. On Facebook, more than 350,000 were additionally reached. These creatives can now be re-used in the future to continue to increase awareness of resilience.



Section five:

Progress on networks and partnerships



5.1 Expert Forum

22 organisations are now members of the **Expert Forum** (up from 18 in 2022), with the recent addition of Southern Water, Action Hampshire, Hampshire CVS Network, and the Hampshire Rural Forum. The Expert Forum was chaired by Councillor Warwick (Executive Member for Climate Change and Sustainability) until the end of 2022 and will reconvene when new political chairmanship is agreed.

The Forum provides two primary functions:

1. to give expert and representative feedback to help guide the County Council's climate change action
2. to support the dissemination and promotion of the County Council's community-facing activities to create wider and deeper impacts

The forum is not just about discussion, below are examples of key outcomes from this Forum:

- Data analysis and review. The County Council transitioned from using a bespoke baseline data set established in partnership with the Carbon Trust in 2020 to a baseline extracted from national government greenhouse gas emissions data. The Forum provided expertise and analysis to help shape the new baseline (detailed in the Baseline Emissions section of this report).
- Work with the University of Southampton on three pieces of work to help establish an evidence base for a future energy strategy.
- The Forum has been key to the ongoing development of a retrofit scheme for Hampshire and will be instrumental in the delivery of a future scheme.

5.2 National and regional networks

The County Council continues to engage and work with a wide range of national networks including:

- UK100
- County Councils Network
- Defra's Local Adaptation Advisory Panel
- Southeast Climate Alliance
- Local Government Association's Climate Action Group
- Association of Directors for Planning, Environment and Transport.

These networks have provided opportunities to showcase the work the County Council is leading on through presentations, blog posts, or case studies – to date these have highlighted the Decision Tools, the community projects, the evolving retrofit business plan, Hampshire's energy landscape, and the Solar Together scheme. These networks also provide invaluable opportunities to learn from and exchange best practices in key areas such as energy, green finance, and procurement.

5.3 Local partnerships

Engagement with our district and borough partners is critical to ensuring a comprehensive approach to climate change across the Hampshire area. Engagement takes place through sector-specific groups (e.g., Project Integra, Tree Officer Group etc.) where climate change is becoming more and more of a focus.

There are a number of officer-led **working groups** that meet to collaborate on joint projects and initiatives and share actions and best practice on climate change and sustainability. These include:

- Hampshire Climate Change Officers Group – made up of all the districts, boroughs, and unitaries including Southampton, Portsmouth, and the Isle of Wight. Its main focus is climate change – more recently delivering against the Climate Emergency declarations.
- Hampshire and Isle of Wight Planning Officers Group Sustainable Design Subgroup – includes representatives from Local Authorities and aims to share best practices and promote and inform sustainability through planning.
- Public Sector Sustainable Development Group – looks at wider sustainability issues and includes organisations such as the NHS, MoD, and Fire Service, along with national parks, Solent University, and the Universities of Winchester, Southampton, and Portsmouth respectively. Hampshire Energy Efficiency Partnership – includes energy, sustainability, and housing officers from Hampshire County Council, Portsmouth and Southampton City Councils, Isle of Wight Council, and district councils within Hampshire and is more focused on energy.

These groups are critical for sharing information on issues, projects, funding, and opportunities for collaboration. Areas where these groups have been invaluable include:

- the promotion of Solar Together
- the development of the retrofit business case
- the development of the evidence base for an energy strategy
- the dissemination of the climate change decision tools and procurement guidance

These groups have also acted as a conduit for the dissemination of other County Council programmes, including LTP4, the Minerals and Waste Plan, and the Tree Strategy.

Section six: Progress on communications, marketing, and resident engagement

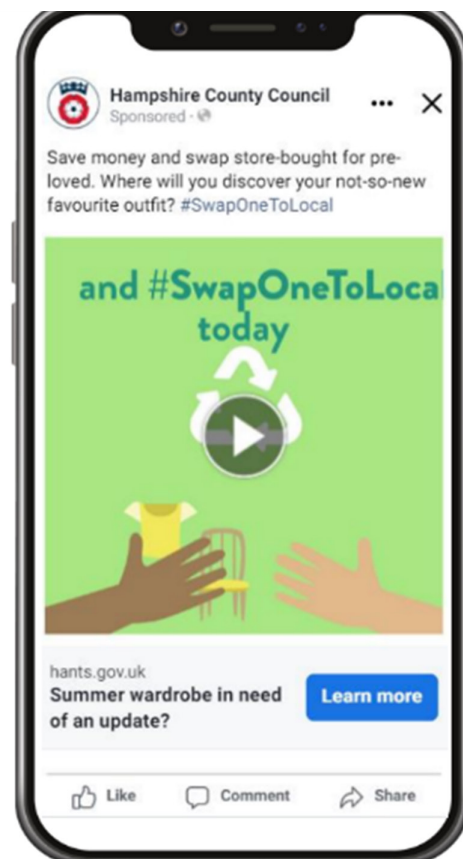
6.1 Insights-led behavioural change

A significant part of our behavioural change communications to residents continues to be insight-led. As well as the resilience campaign mentioned in Section 3, other resident-facing campaigns have been run.

Swap One To Local

The Swap One To Local campaign was first launched in 2020 in response to the easing of lockdown restrictions, by encouraging some of the more positive actions for climate change that had emerged, such as swapping an international holiday for a local one.

This year we ran a second phase which focused on swapping out new items for second-hand. The Corporate Marketing team narrowed the audience to 18 to 24-year-olds to measure the level of youth engagement and used engaging headlines such as 'summer wardrobe in need of an update?' Just under 20,000 were reached, with 816 clicking through to [our webpage](#).



6.2 Climate change website

Between July 2022 and June 2023, there have been 19,113 unique views of the climate change [webpages](#). The Climate Change team, with Corporate Marketing, continue to update the webpages with new content. For example, to coincide with the resilience campaigns, a new webpage, 'make your home resilient to climate change' has been created.

Over the last year, this page has received 1,713 unique views with the average time spent on the page being 3m 41s. Corporate Marketing is currently undertaking an audit of the climate change webpages to improve navigation, freshen the style, and consolidate content further.

Other webpages from across the organisation are linked to the website, to demonstrate the work happening across the County Council on climate change, and to provide residents with the resources to act themselves.

6.3 Climate change newsletter

Over the last year, four email newsletters have been created, spanning Hampshire County Council updates, community news and national news, on climate change. The newsletters' main function has been encouraging sign-ups to our live schemes, such as Solar Together or The Greening Campaign, as well as raising awareness about topics such energy-saving via The Environment Centre's advice line.

In early May 2023, the advert promoting water butt use, as part of the message to increase resilience to heatwaves, was promoted for the second time. This time it encouraged residents to sign up for the climate change newsletter for a chance to win a water butt. This strategy reaped excellent results, with over 1,000 new subscribers, nearly 4,000 website visits, and 31.2% clicking on the webpage and entering the competition. Overall, the climate change newsletter receives an above-average engagement rate for a newsletter, with 60% of subscribers on average opening the e-newsletter.

6.4 Youth engagement

On behalf of the Climate Change team, the Insight and Engagement team has been exploring youth engagement within the context of climate change. While we recognise that young people are not going to be the biggest emitters of CO2 in absolute terms, there is a need to include and engage them as they can cut emissions in many areas today and carry these behaviours forward into the future, where they will be making decisions about larger actions.

To inform effective strategy for encouraging climate action in younger people, we wished to:

- understand which actions younger people are willing to take, what impact these could have, and how best to encourage action, covered here
- understand the language and channels to approach younger people effectively
- encourage future intentions for impactful climate actions e.g. renewable energy, transport choices
- inform an effective strategy to encourage actions by younger people

Two workshops with 17, 18 to 24-year-olds were delivered in July 2023 in Eastleigh and Basingstoke. There was an even gender split, with six participants from ethnic minority backgrounds, and a mix of urban/suburban and rural participants. The workshops showed that youths are keen to understand what they can do and are willing to be challenged with new actions or possibilities. It's also clear that the youth audience preferred being presented with a range of actions, recognising that no one action works for everybody, and having a reward, whether social or financial, is a strong incentive for action. A sense of connectedness, with the feeling that others are acting too, is important for building a sense of momentum and showing the progress that has been made, such as by the County Council, can help to combat cynicism. The workshops revealed that 18 to 24-year-olds may not have received any information about the actions they can take for climate change since school and college. Therefore, there's a need to engage and inform this audience once they leave education through their most used channels – TikTok and other social media platforms.

Insights from this work will inform new methods and campaigns for engaging a younger audience in Hampshire about climate change and ways they can make a difference.

6.5 Engaging with under 16s

While engaging with young adults is a new piece of work, Children's Services has been engaging children at school and through other networks for some time. The Climate Unity Project was established in 2021, and the 2022 iteration expanded to include 17 indoor and outdoor public spaces across Hampshire County Council, aiming to capture the community's perspectives on climate issues through art.

The Southampton Gallery feature' schools' work and schools did additional pieces that were exhibited across the county in public spaces alongside other contributions from community groups across Hampshire. Artwork comprised of circular work using recycled materials to be symbolic of the planet and ideas about eternity and inclusion. The number of public spaces that exhibited the artwork meant that the reach of the project was far wider than in the previous year.

In July 2023 a Climate Unity Conference was held, which offered children and young people the opportunity to work alongside their peers from across the county and to engage in a series of workshops to develop their understanding of climate and environmental issues. These workshops included:

- Finalstraw Foundation – plastic waste in our oceans
- David Shepard Wildlife Trust – biodiversity and animal conservation
- Hampshire Wildlife Trust – carbon capture
- Stewardship in RE – common themes that unite us across the world's major faiths/ belief systems.

The County Council also delivered a keynote presentation to the schools in attendance to help them feel connected to the wider strategy.

Section seven:

Summary of partner engagement and advocacy activities

As most major sources of emissions are beyond the control of the County Council, a primary function of the Climate Change team is to influence, advocate for, and facilitate action by others. A dense programme of engagement activities reflects this priority with representation at major events, contributions to case studies, blog articles, and numerous in-person and online presentations supporting partners and residents with their climate activities

Highlights include:

External presentations

- keynote presentation at the Climate Unity Youth Conference, July 2023
- speaker at University of Southampton 3rd International Conference on Evolving Cities, July 2022
- speaker at The National Retrofit Hub: Finance Working Group, July 2023
- speaker at Ashden: Learning Out Loud, June 2023

- speaker at a Utility Week conference on Retrofit, June 2023
- speaker at Action Hampshire's Together for Our Planet Launch event, September 2022

Events

- the New Forest Show: three days of direct engagement with over 350 residents
- retrofit business case stakeholder event attended by over 60 people, representing organisations from up and down the retrofit supply chain with expressions of interest for further engagement from over 25 attendees
- Planet Petersfield: Engaged with families and local green groups
- a Parish Engagement event to promote ways for parishes to become involved in climate action. Attended by over 50 parish representatives

External engagement

- Extensive influencing around the key themes of the Strategic Framework includes engagement with:
- UK Power Network on the development of a Local Area Energy Planning tool
- ExxonMobil on the Solent Cluster Hydrogen Strategy
- Net Zero Hub Board on future projects
- National Energy Foundation and leading social housing providers on retrofit
- The Hampshire CVS network on the Together for Our Planet Programme
- UK Infrastructure Bank and Green Finance Institute on retrofit and green finance opportunities

Case studies, blog posts, and awards

Several opportunities to promote the County Council's work include:

- winning the **Regen Green Energy Award** for Public Sector Local Leadership.
- a **case study** for Ashden into the County Council's Year of Climate Resilience
- a **case study** for the LGA on how to develop a retrofit scheme for private residents

Section eight: Summary and next steps



Overall good progress is being made on the delivery of the Climate Change Strategy through the various activities and programmes outlined in this annual report.

Within the Strategic Framework, there is a clear progress on key strategic programmes such as transport, residential emissions and energy.

Engagement has become a strong focus for the work this year and this report clearly demonstrates the significant effort that has been put into both developing this further but also in engaging with residents and partners, through the community projects, networks and partnerships and the very successful insights-led campaigns and the broader engagement programmes.

2023-2024

The primary focus for 2023 onwards is:

- Working on the delivery of the outward facing elements of the Strategic Framework.
- Focus on supporting our residents through behaviour change and building resilience.
- Continue to build on the strategic leadership, influencing, enabling and advocacy role.
- Supporting corporate join-up and the embedding of climate change into business as usual across the organisation.

Based on the research and analysis undertaken over the last 24 months the key areas identified as priorities going forward continue to be residential emissions, energy, behaviour change and engagement.

Work over the next 12 months will continue to focus on these areas specifically through:

Energy

- Continue to reduce energy consumption through behaviour change by supporting the installation of solar panels, batteries and air source heat pumps targeted at the able to pay market.
- Continue to provide trusted advice to residents on a range of issues including government-funded schemes for low-income households, energy efficiency, and behaviour and lifestyle change.
- Continue to support the progression of community energy groups towards energy generation schemes.
- Use the evolving evidence base with University of Southampton to work with and engage network operators, Net Zero Hubs, district/borough councils and other key stakeholders to make progress towards an energy strategy (or Local Area Energy Plan) that can provide the framework for future generations; including distribution; efficiency; guidance for future programmes and investments by all key stakeholders in the Hampshire area to meet the Net Zero target.

Retrofit

- Continue to work on finding a suitable and sustainable delivery mechanism for the Hampshire-wide retrofit business case.

Behaviour Change

- Continue to support communities in Hampshire to engage on climate change actions from efficiency to local community renewable energy generation and behaviour/lifestyle changes through existing programmes like the Greening Campaign, Community Energy, Solar Together and new programmes like Energy Switching.

Engagement

- Continue to deliver targeted insight-led communications and marketing campaigns.
- Progress the youth engagement work.
- Explore opportunities for other ways to engage “seldom heard” communities.
- Continue to prioritise engagement activities to influence, advocate for, and facilitate action by others through programmes of engagement activities such as representation at major events, contributions to case studies and blog articles and in-person and online presentations.

Finance and Funding


- Continue to develop a better understanding of the commercial opportunities available through Green Finance.
- Continue to explore new and innovative funding opportunities.

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Climate Change Framework of Strategic Programmes 2020-2025

Carbon Mitigation and Climate Change Resilience

These Strategic Programmes have been designed to deliver outcomes to reach our targets in 2050 and are therefore very long term and extensive in nature. As this is the first of the Frameworks to 2025 it mainly focuses on setting the foundations for these longer term programmes. Therefore many of the milestones will go beyond 2025, will overlap in terms of delivery, and will be interdependant.

Programme	Key pillars	Resilience/ mitigation	Progress 2022-2023 (June - June)	Links to strategies/ delivery plans
Decision-making (cross-cutting enabler)				
Embedding climate change across the organisation	<ol style="list-style-type: none"> Utilising the climate change decision tools within Executive Member decisions, and for assessing the climate impacts of new projects across all directorates. Using the Climate Change Group, consisting of senior managers across all directorates, to decide upon new programmes to deliver action on climate change, and assess performance. Communications and engagement for County Council staff to understand how they can incorporate climate change considerations within their roles. 	Mitigation & resilience	<ol style="list-style-type: none"> The decision tools sharepoint site have been visited 2,725 times by staff members. Lunchtime learning and other training sessions continued to be delivered across directorates. Key areas discussed and proposed at the Climate Change Group have included: Business Case development for a Retrofit Programme; development of an Environment Strategy; a partnership with The Retrofit Academy to deliver retrofit skills and training in Hampshire colleges; developing an approach to engaging with young people on climate change; developing a support pack for HCC teams to embed climate change into their BAU; reintroducing collective green energy switching . A new e-learning about how staff can embed climate change considerations within their role is being developed, for launch later this year. A new project to support every team in the County Council to embed climate change as part of their business as usual has begun. The project aims to provide resources to allow bespoke climate change solutions to be developed at the team-level. Information and question prompts will allow teams to consider climate change in a workshop setting. Accountability will sit with Climate Change Group representatives for each directorate. 	
 Transport				
Local Transport Plan 4	<ol style="list-style-type: none"> Reduce dependency on the private car. Plan our streets and spaces around the needs of people and places. 	Mitigation and Resilience	<p>Department for Transport state they intend to issue new Local Transport Plan 4 (LTP4) guidance including a carbon reduction tool. HCC will seek to adopt our draft LTP4 which has been consulted on.</p> <p style="text-align: center;">Developing supplementary guidance documents for Development Control and Master Planning to better integrate land use and transport planning.</p> <p style="text-align: center;">Development of a new pipeline of schemes with a new digital tool for anyone to raise transport problems. Are developing targets and a monitoring and evaluation plan, including a New Quantified Carbon Reduction (QCR) tool.</p> <p style="text-align: center;">Adopted 8 Local Cycling and Walking Implementation Plans.</p> <p style="text-align: center;">Bid for LEVI funding to develop an electric vehicle infrastructure strategy and delivery of an action plan.</p> <p>Have taken and agreed reports for Farnborough and Andover which reprioritise spaces in favour of sustainable modes and economic regeneration which was consulted on soon after.</p> <p>The County Council has been successful in achieving funding to deliver new demonstration active travel schemes. These are a new generation of schemes being designed to higher standards set by national Government.</p> <p>The County is embedding a Healthy Streets Framework, with over 100 staff who look after or improve our streets and spaces trained in how to apply the Framework. The framework can be used to help ensure the streets and spaces are easier to use by a range of users and that a better balance is made that widens the choices people can make about what type of transport they feel comfortable using.</p> <p>The County is approaching the final year of delivering the Transforming Cities Programme in partnership with Southampton and Portsmouth City Councils. These will see physical improvements completed on a number of transport corridors accessing the two cities. Measures include walking and cycling schemes as well as bus priority measures and bus interchanges.</p> <p>We have adopted the Bus Service Improvement Plan. Post-Covid the County Council continues to use its bus budgets to keep as many bus routes going following a reduction in demand and income for bus operators. We are actively encouraging bus use to help support and maintain services and have recently launched a campaign to do so which builds on the national £2 fare scheme.</p>	https://www.hants.gov.uk/transport/localtransportplan

<p>Highways Infrastructure (Management)</p>	<ol style="list-style-type: none"> 1. Identify and map highway assets most at risk from weather fluctuations. 2. Develop existing highway asset data sets to identify required maintenance interventions. 3. Identify appropriate material treatment and/or mitigation measures. 4. Identify appropriate design standards and materials for new capital infrastructure. 5. Embed life cycle and investment planning across all assets to optimise resilience of the network. 	<p>Resilience</p>	<ol style="list-style-type: none"> 1. A highway resilient network map has been developed and published on Hantsweb – Main aim of the resilient network is to maintain economic activity and access to key services during extreme weather and other disruptive events through prioritised and targeted maintenance. This will need a review within 8 months to be linked and aligned with the winter routes which are also under review. 2. Highway asset dataset development <ol style="list-style-type: none"> a. Gully project to review frequencies underway (includes catchpits, weir kerbs etc.) – Aims to improve service efficiency with better scheduling, less journeys and reduced carbon. b. Gully sensor project – part of service efficiency work to reduce visits and disruption on the network. c. Web self service flood form updated. Data used in Confirm IT system to identify flooding sites. Data analysed in GIS to help identify and prioritise planned schemes and used to inform routine programme. d. Grass – Significant resources allocated to improve both urban/rural data – Allows informed decisions on frequencies etc. 3. Surfacing guide review complete. Document going through formal approvals – the document provides guidance on the selection of surfacing materials and processes for highway maintenance works allowing engineers to specify safe, durable and environmentally appropriate options. 4. Appropriate design standards for new cap infrastructure <ol style="list-style-type: none"> a. IGS - 28 out of 30 now complete - Intended to provide resilient designs specifying appropriate materials balancing cost and quality to minimise long term maintenance costs. b. Commuted sum policy implemented from 1st July - Aims to encourage the adoption of new sustainable developments / highway improvements by promoting the use of durable and sustainable materials. c. Combination of the above items will help to: <ol style="list-style-type: none"> i. Ensure that new infrastructure is designed to be sustainable ii. Deliver value for money by reducing the whole life costs of new assets. iii. Reduce the carbon footprint of highway operations by minimising the need for future maintenance. iv. Ensure that new infrastructure is safe and designed to be resilient to the effects of climate change. v. Limit disruption on the network and help improve journey times and air quality. 5. Lifecycle and investment planning <ol style="list-style-type: none"> a. Lifecycle models now in place for CW, FW, Structures, and ITS – used to inform budgets and linked to Performance Management Framework – delivers cost-effective maintenance strategies to minimise whole life costs whilst achieving the required levels of service. b. Cross Asset Investment Plan developed and implemented – aims to ensure the best long term spend across all major assets. 	<p>https://documents.hants.gov.uk/highways/HighwaysAssetManagementStrategy.pdf</p>
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<p>Hampshire-wide retrofit programme</p>	<ol style="list-style-type: none"> 1. Map energy efficiency of Hampshire's housing stock, understand potential for improvement and target energy efficiency solutions, ensuring resilience to overheating etc is considered. 2. Design retrofit programme, including resilience measures, making use of existing successful approaches (e.g. Energiesprong), and identifying potential pots of funding. 3. Engage with net zero hubs to support delivery of retrofit for low income households. 4. Explore options to implement retrofit business case. 	<p>Mitigation & resilience</p>	<ol style="list-style-type: none"> 1. No further mapping of Hampshire housing stock has taken place as the baseline was set in 2022. However, Parity software maintains up-to-date data and allows homeowners to self-correct any errors. Additionally, University of Southampton research into renewable generation potential found that 7% of Hampshire's energy needs can be met by rooftop solar. 2. Parity Projects have developed a business case for a self-sustaining business model that can deliver retrofit for the abl-to-pay market. This business case was based on the successfully operating Cosy Homes Oxfordshire scheme. The business case has been scrutinised by HCC financial and legal teams and is considered to be sound. The initial start up costs of £500k remains a hurdle and conversations with private investors and potential partners are ongoing. 3. The Net Zero Hubs will continue to support district/borough councils in the roll-out of central government funding for low-income households. 4. A major stakeholder engagement event was convened in June 2023 with an outcome to establish a formal entity (consortium) to take the next steps towards implementation. The consortium will likely include district councils, advocate groups and training providers. The group will then take on the responsibility of securing the start up funding. 	<p>https://www.hants.gov.uk/retrofit</p>
<p>Health co-benefits</p>	<p>Through the Health and Wellbeing Board, agree joint priorities between partners that both benefit health and mitigate climate change, including air quality, active travel, healthy homes: Review Hampshire Corporate Climate Change Strategy and Public Health actions / value adding opportunities</p>	<p>Resilience</p>	<p>Action on climate change and health through spatial planning and placemaking is embedded into 'Healthier Communities' theme of the Health and Wellbeing Board.</p> <p>Following a series of workshops with the Town and Country Planning Association, an air quality group has been set up with District and Borough Councils to look at the planning response to air quality.</p>	<p>https://democracy.hants.gov.uk/ieListDocuments.aspx?CId=193&MId=9936&Ver=4</p>
<p>Tackling health Inequalities</p>	<p>Use a data-driven approach to identify the most significant inequalities in relation to climate change: Consider broader workforce and developing competence/confidence in climate change; Create short document including key reports, literature and e-learning for the benefit of Public Health shared learning; Scoping review and evidence summary on the health impacts of climate change</p>	<p>Resilience</p>	<p>The new Hampshire Joint Strategic Needs Assessment includes a chapter on place, with spatial mapping of air quality, heat vulnerability index and residential properties at risk of flooding. This is publicly available. The Public Health team have been asked by various community organisations to present on climate change and public health.</p>	<p>https://www.hants.gov.uk/social-careandhealth/publichealth/publichealthstrategy</p>
<p>Joint working with the NHS</p>	<p>Take a system approach to climate change, working with the NHS to identify shared priorities</p>	<p>Resilience</p>	<p>Hampshire County Council represented on Hampshire and Isle of Wight Sustainability Board.</p>	
<p>Communication and engagement</p>	<ol style="list-style-type: none"> 1. Continuously develop behavioural insights research around climate change. 2. Develop annual communications and marketing plans to reach residents, based upon the climate change communications and marketing strategy. 3. Supporting the Greening Campaign, with partners, to deliver a series of phased activities with communities, enabling them to make carbon savings. 	<p>Mitigation & resilience</p>	<ol style="list-style-type: none"> 1. More insights are being delivered with a particular focus on engaging youth with climate change information. 2. Digital adverts on climate resilience, spanning home insulation, preparedness to flooding and saving water, reached over 950,000 Hampshire residents. The 'swap one to local' campaign has also been refreshed, aimed at 18-24 year olds to swap fast fashion for second-hand. The climate change webpages have received over 19,113 unique views, and the climate change newsletter has gained over 1000 new subscribers. 3. Thanks to a successful bid co-written by the Greening Campaign (GC) and the Climate Change team, just under £500,000 of National Lottery funding was awarded to the GC in April 2023. The funding will enable a course of activity over three years to help communities work together to address climate change across different areas. The climate change team will be using some of the funding to provide strategic support, and the waste prevention team are devising a new waste prevention information and activity pack for communities. 	




<p>Strategic Planning to support carbon reduction / sequestration</p>	<ol style="list-style-type: none"> Working with the Hampshire & Isle of Wight Planning Officers' Group to develop a consistent approach with districts for setting energy efficiency levels on both domestic and commercial developments. Working with the Hampshire & Isle of Wight Planning Officers' Group to develop practical guidance for planning authorities on how to leverage planning requirements to drive climate action. Encourage land use planning that take into account carbon sequestration, renewables, nature, agriculture and promotes net environmental gain. Encourage local authorities within the county to use their planning and procurement powers to support the development of the zero carbon homes market in the region. 	<p>Mitigation</p>	<p>Local Planning Authorities have been preparing for changes in the building regulations (namely Approved Document L, Conservation of fuel and power and its transitional arrangements). For example in Eastleigh BC, the Local Plan condition requiring a % of reduction in carbon emissions has been superseded by the new minimum standards. These changes are stop-gap measures to improve energy efficiency in housing regulations ahead of the Future Homes and Buildings Standards introduction in 2025, which will require more significant cuts to carbon emissions. LPAs such as Winchester CC have consulted on future-proofed local plan policy which exceeds building regulations to achieve a net zero carbon target (using the LETI modelling of operational and embodied carbon). The impact on scheme viability of these standards combined with increased building costs should be monitored across Hampshire.</p> <p>Summary: Part L looks at the energy efficiency of properties, part F will look to improve ventilation and part O looks to ensure buildings don't overheat. Overheating is major consideration for occupier health and comfort of new dwellings.</p> <p>The Planning Data & Research team undertook a New Home Movers survey which asked about whether energy efficiency was part of the motivation to purchase a new property. The team also plan to analyse Census datasets to improve statistical understanding of dwelling heating types and travel to work choices, and any trends across Hampshire since the last census.</p> <p>Hampshire County Council has been appointed as the responsible authority for preparation of Local Nature Recovery Strategy (LNRS) for Hampshire. The Strategy will be used to channel investment into local priorities for protection and enhancement, such as the Environment Land Management Scheme; map areas of opportunity for the use of 'nature based solutions' to wider environmental problems like flooding and climate change mitigation; guide mandatory biodiversity net gain investments; and provide a source of evidence for local planning authorities to help them understand the locations which are important for conserving and enhancing biodiversity.</p>	
<p>Strategic Planning to support resilience to climate change</p>	<ol style="list-style-type: none"> Encourage local planning authorities to create an evidence base of existing green corridors as well as potential urban heat island. Establishing a spatial framework to steer sustainable and resilient development, to include consideration of the impacts of climate change on development. Encourage through the Hampshire & Isle of Wight Planning Officers' Group the development of guidance for planning authorities on how to leverage planning requirements to drive climate action that addresses resilience. 	<p>Resilience</p>	<p>The County Council has been appointed as responsible authority to prepare the Local Nature Recovery Strategy as an important tool to promote environmental net gain. PfSH are now instead commissioning work in GI and green corridors across the sub-region. The Local Nature Recovery Strategy is emerging as a critical spatial strategy to shape development in accordance with climate change objectives.</p>	

<p>Flood risk management</p>	<p>1. Engagement with district councils and developers regarding new developments on flood risk land.</p>	<p>Resilience</p>	<p>As the Lead Local Flood Authority, HCC has:</p> <p>Continued to engage with LPAs as the statutory consultee for surface water management on major developments https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/911812/surface-water-drainage-review.pdf</p> <p>Relaunched Hampshire Strategic Flood and Water Management Board and convened aired Technical Delivery Group meetings involving representatives of risk management authorities including LPAs.</p> <p>Published the new Catchment Plans</p> <p>Supported the preparation of a draft joint Leadership Statement for key stakeholders to promote improved surface water management.</p> <p>Responded to regional and national consultations including on water standards, water resources, Catchment Basin management Plans and Drainage and Wastewater Management Plans.</p> <p>Working with Environment Agency on 2 year pilot programme for Property Flood Resilience.</p>	<p>https://www.hants.gov.uk/landplanningandenvironment/environment/flooding/strategies/catchment-management-plans</p>
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 **Energy Generation & Distribution**

<p>Developing a local area energy strategy</p>	<p>1. Develop a Hampshire energy strategy to cover generation, distribution and efficiency.</p> <p>2. Engage Hampshire residents on energy issues, from efficiency to community renewable energy generation.</p> <p>3. Continue to support installation of solar panels and batteries for Hampshire households.</p> <p>4. Liaise with LEP's, Local Net Zero Hubs etc to identify funding opportunities, partnerships and expertise.</p>	<p>Mitigation & resilience</p>	<p>1. The University of Southampton have completed a report into the technical and economic potential for renewable energy generation in Hampshire. This report found that ground-mounted solar and offshore wind had huge potential with well over 100% of Hampshire's energy demand being met if fully implemented. Tidal energy could provide baseload power, with a large suitable site identified of the southeast of the Isle of Wight. A second report into grid constraints is due later in 2023. These reports are not designed as a business case for energy projects but are designed as the starting point for a portfolio of investment opportunities in energy in Hampshire.</p> <p>2. As well as ongoing energy advice from The Environment Centre, five community energy groups are engaging with residents and helping people save money during the cost-of-living crisis. The Greening Campaign also has energy efficiency as a key pillar of its behaviour change model.</p> <p>3. The second iteration of the Solar Together Scheme saw a 4-fold increase in demand with over 1,400 installations being completed from a smaller marketing campaign. The 2022 scheme achieved a 15% average discount compared to the typical market price, and will see the reduction of approximately 30,000 tonnes of carbon over 25 years. The third scheme launched in August 2023.</p> <p>4. The Net Zero Hubs are supporting communication with the DNO on the development of a Local Area Energy Plan. The University of Southampton research will support this, particularly around the grid constraints. Current government advice on LAEPS is unclear and there remains no clarity on whose role it is to develop these.</p>	<p>https://www.hants.gov.uk/landplanningandenvironment/environment/climatechange/whatarewedoing/energy-distribution</p>
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<p>'Support and Scale' Community energy programme</p>	<p>1. Work with Community Energy South and Hampshire-based CE groups to establish a community energy network in the county.</p> <p>2. Take steps to build self-sufficient community energy groups that cover the full geographic extent of the county.</p> <p>3. Maximise the impact of the Revolving Community Energy Fund</p>	<p>Mitigation & resilience</p>	<p>1. Following the successful completion of the Community Renewal Fund funded project, HCC have funded Community Energy South (CES) for a further 2-year programme to maintain momentum. This programme has specific deliverables related to energy generation projects, energy advice, and training. Within two years the programme is expected to deliver at least four generation projects reaching share-offer status.</p> <p>2. The current funding period requires CES to upskill the community groups to be able to be self sufficient and not reliant on outside support. This includes expertise on applying for funding as well as the legal toolkit to get projects off the ground.</p> <p>3. Unlocking the potential of the Revolving Community Energy Fund is a key pillar of the current round of funding. Supporting groups to reach this stage through other mechanisms such as the Rural Communities Fund and the Parish and Town Council Investment Fund is being explored.</p>	<p>https://www.hants.gov.uk/landplanningandenvironment/environment/climatechange/communityenergy</p>
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 Waste & circular economy

<p>Work with districts within Hampshire Waste Partnership to transition towards a carbon-driven waste system</p>	<p>Consistent recycling collections due to be introduced nationally from 2023.</p>	<p>Mitigation</p>	<p>Delivery of the Environment Act has been delayed by the impact of COVID-19, and the current deadline nationally has been pushed back to 2025. Hampshire remains on track to deliver on this legislation with planning permission secured for a new Materials Recovery Facility (MRF) in Eastleigh to sort the new container mix, and districts working towards introducing a twin-stream collection service to complement the infrastructure investment.</p> <p>Implementation of statutory food waste collections have been similarly delayed; currently only 3 of 13 WCAs and Unitaries collect food separately. Capacity to manage food waste through anaerobic digestion is still limited in Hampshire. The Project Integra Joint Municipal Waste Management Strategy has been updated and all partners are working towards developing a new legally-binding Inter-Authority Agreement.</p>	
<p>Work with districts within Hampshire Waste Partnership to create a more resilient waste system</p>	<ol style="list-style-type: none"> 1. Identify critical points of vulnerability in the waste collection and treatment process. 2. Identify where circular practices and principles can be adopted or adapted to reduce their exposures. This includes looking at potential synergies and efficiencies across district boundaries. 	<p>Resilience</p>	<p>A new waste strategy for Hampshire remains in development, however has been subject to delays externally due to delays to legislative guidance and developing partnership approach through Project Integra.</p> <p>The Smart Living waste prevention programme remains high profile with key strands focusing on food waste, composting, furniture reuse, reusable nappies and, from 2023, textiles (fast fashion).</p> <p>The Waste Prevention Grant Fund has now supported more than 100 projects countywide to help their communities reduce waste.</p>	<p>Effective partnership working with Project Integra -</p> <p>https://democracy.hants.gov.uk/documents/s81999/Appendix.pdf</p>

 Natural environment

<p>Green infrastructure / carbon sequestration opportunities</p>	<ol style="list-style-type: none"> 1. Understand the role of green infrastructure in reducing climate impacts (e.g minimising flooding and overheating) and agree a monitoring and measurement framework. 2. Maximise appropriate opportunities for tree planting, rewilding, and biodiversity net gain etc to support benefits such as habitat creation and flood management. 	<p>Resilience</p>	<p>Hampshire County Council has been appointed as the responsible authority for preparation of Local Nature Recovery Strategy (LNRS) for Hampshire. The Strategy will be used to channel investment into local priorities for protection and enhancement, such as the Environment Land Management Scheme; map areas of opportunity for the use of 'nature based solutions' to wider environmental problems like flooding and climate change mitigation; guide mandatory biodiversity net gain investments; and provide a source of evidence for local planning authorities to help them understand the locations which are important for conserving and enhancing biodiversity.</p> <p>Initial stakeholder engagement on the LNRS has taken place, and the strategy will be presented to Cabinet for approval in approximately 18 months' time.</p> <p>Work is ongoing through a newly formed strategic natural environment working group, bringing together key stakeholders across the County Council to ensure that the wide range of activities taking place across the Council on the natural environment are brought together to maximise effort and avoid duplication. Areas covered include external partnerships and boards, biodiversity net gain and local nature recovery strategy, water & coast and commercial & green finance. The working group is seeking to understand the potential for all HCC landholdings to meet Biodiversity Net Gain and mitigation requirements, develop a coastal asset strategy (2050) to understand risks, and explore green finance opportunities in relation to nature recovery.</p> <p>The Hampshire Forest Partnership was launched in December 2022, which aims to encourage tree planting across Hampshire, give advice and guidance on planting the right trees in the right places, share the positive ways tree planting helps the environment, and gives communities what they need to get involved in tree planting activities. The Hampshire Forest Partnership aims align with the County Council's Tree Strategy which was published in 2020.</p> <p>Preparation for roll-out of mandatory Biodiversity Net Gain.</p> <p>Participation in the Environmental Land Management Convenor Partnership has continued, alongside being a member and contributor at Hampshire and Isle of Wight Local Nature Partnership and South East Nature Partnership.</p> <p>See also Strategic Planning section above.</p>	<p>https://www.hants.gov.uk/hampshireforestpartnership</p>
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Business & green economy

<p>Clean green, resilient economy for SME's.</p>	<p>1. Working with businesses etc, including those in rural areas, to understand the opportunities to develop a green economy in Hampshire.</p>	<p>Mitigation</p>	<p>The Council's Economic Strategy recognises the importance of protecting the environment as the economy grows. An Action Plan is being developed to support the Strategy, with the Environment and Climate Change identified as a key theme.</p> <p>Economic Development have been working with partner organisations, including supporting Enterprise M3 LEP with their Jet Zero cluster - understanding the sector's strengths and challenges, and where there are opportunities for achieving net zero in the aviation sector.</p> <p>With the Farnborough Airport Consortium around Future Flight, the Council has joint-hosted round table events to connect businesses within the supply chain to discuss future needs of the aviation industry, greening its supply chain as well as operations.</p> <p>Economic Development are also working with partners such as the LEP's, freeports and membership organisations around their climate change and environment agendas and understanding where further support and enabling can be delivered to support their goals in supporting businesses to decarbonise. There are also opportunities to look at the gaps left in the funding landscape to support climate change development of business post LOCASE and the Leader EU funded programmes. Economic Development advised Enterprise M3 LEP on the latest round of the Future Fund.</p> <p>The County Council is a signatory to the Solent Cluster Charter. The Solent Cluster is a collaboration of industry leaders, global organisations, universities and local government working together to create a low carbon future.</p>	<p>https://documents.hants.gov.uk/business/hampshire-economic-strategy.pdf</p> <p>https://www.thesolentcluster.com/about/project-plan/</p>
<p>Developing Green Skills</p>	<p>1. Engage with businesses to develop a Hampshire-wide retrofit programme and to identify necessary skills to deliver.</p>	<p>Mitigation</p>	<p>The Council is using the Government's flagship Skills Bootcamps programme to directly commission a range of training courses in low carbon construction, retrofit and green transport skills to meet the identified needs of the sectors. Over 200 courses will be delivered by local providers in this financial year, with an ambition to extend the scope and reach of the programme in future years subject to funding.</p> <p>The Council has been working with Hampshire and Surrey Chambers of Commerce to develop Local Skills Improvement Plans which work with employers to identify skills gaps and support the local provider network to develop their provision to address these needs. These reports have been instrumental in helping us to better understand the breadth and depth of the skills needed to support the low carbon economy in our area and to focus future investment through the Local Skills Improvement Fund.</p> <p>A multi-million-pound investment from the Department for Education's Strategic Development Fund (SDF), predecessor to the Local Skills Improvement Fund (LSIF), has been used to support the development of green skills infrastructure across the county.</p>	<p>https://find-employer-schemes.education.gov.uk/schemes/skills-bootcamps</p> <p>https://wpieconomics.com/publications/green-skills-demand-in-surrey-and-north-mid-hampshire/</p>

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HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Cabinet
Date:	12 December 2023
Title:	Hampshire Minerals and Waste Plan - Approval for Consultation
Report From:	Director of Hampshire 2050

Contact name: Melissa Spriggs

Email: Melissa.spriggs@hants.gov.uk

Purpose of this Report

1. The purpose of this report is to provide an overview of the Hampshire Minerals and Waste Plan: Partial Update – Proposed Submission Plan including what changes have been made following the consultation on the Draft Plan. The Proposed Submission Plan will form the basis of the public consultation which is scheduled for Winter 2023.

Recommendations

2. That Cabinet:
 - a. approves the Hampshire Minerals and Waste Plan: Partial Update – Proposed Submission Plan as set out in this report and will be subject to public consultation; and
 - b. gives delegated authority to the Director of Hampshire 2050 to agree minor amendments to the Proposed Submission Plan prior to consultation.

Executive Summary

3. This paper seeks to
 - explain why a partial update of the Hampshire Minerals and Waste Plan has been undertaken;
 - set out what proposed changes have been made, following the Draft Plan consultation;
 - outline the proposed consultation process to encourage Hampshire's residents to have their say on the changes; and
 - provide an overview of how the project is financed.

Background to the Partial Update

4. The National Planning Policy Framework (2021) requires that Local Plans be reviewed to assess whether they require updating at least once every five years¹.
5. The Hampshire Minerals and Waste Plan (the 'Plan') was adopted in October 2013. The Plan was produced in partnership with Portsmouth and Southampton City Councils and the New Forest and South Downs National Park Authorities. Since adoption, there has been an on-going relationship between Hampshire County Council and these Authorities regarding the monitoring and implementation of the Plan.
6. The Plan was reviewed in 2018 but was found to not require an update at that time. However, a number of issues were noted and monitored. A further review was undertaken in 2020 which concluded that parts of the Plan needed to be updated to reflect changes in policy and to address issues with mineral and waste management provision.
7. A Draft Plan was prepared which was subject to consultation for 12 weeks from 8 November 2022 to 31 January 2023. A total of 2,500 responses were received with the majority focusing comments on the proposed site allocations.
8. The responses have all been reviewed and a response has been provided to the issues raised. The Proposed Submission Plan takes into account the comments and issues raised, where appropriate. An Update Report is appended which sets out how the key issues have been addressed and the implications for the Plan. The remaining timetable for plan-preparation is set out in the Development Scheme.
9. A revised Development Scheme was approved by Council on 20 July 2023. The revised timetable for the partial update of the Plan is outlined as follows:

Key Milestones	Timescale	Description
Regulation 18 (Preparation)	March 2021 – August 2022	Call for Sites (Fixed period) Preparation of Evidence Base
Regulation 18 (Consultation)	September 2022 – March 2023	Consultation on the Draft Plan Update and Evidence
Regulation 19 (Proposed Submission) Document Preparation)	April 2023 – September 2023	Update Evidence Base Revise Plan based on Evidence Base and Consultation
Regulation 19 (Proposed Submission Document Consultation)	October 2023 – March 2024	Consultation on the Updated Plan to be submitted to the Secretary of State
Regulation 22 (Preparation)	April 2024 – June 2024	Update Evidence Base Proposed Modifications based on Evidence Base and Consultation
Regulation 22 (Submission to SoS)	July 2024	Submitting the Plan to the Secretary of State who appoints a Planning Inspector
Regulation 24 (Public Examination)	Spring 2025	Planning Inspector examines the Plan

¹ National Planning Policy Framework (Para. 33) - [National Planning Policy Framework \(publishing.service.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/91207/nppf-2021.pdf)

		Consultation on proposed Main Modifications to the Plan
Regulation 25 (Inspector's Report)	Autumn 2025	Planning Inspector delivers the report on the Plan
Regulation 26 (Adoption)	Spring 2026	All authorities adopt the Plan, as modified by Planning Inspector

10. To support the partial update of the Plan, several studies and assessments have been prepared.

Proposed Submission Plan

11. Responses were received regarding all aspects of the Draft Plan and therefore, nearly all parts of the Proposed Submission Plan have been updated in some form.
12. In addition, the supporting documents have been updated where necessary. The Interim Environmental Report for the Sustainability Appraisal which incorporated Strategic Environmental Assessment has been updated including a revision to some of the assessment criteria and the baseline. The Habitats Regulation Assessment Screening Report has also been updated and the Appropriate Assessment has been prepared.
13. Since the Draft Plan was prepared, new minerals and waste data has become available and therefore, the forecasting work for both future minerals demand and provision, and waste management arisings and capacity has been updated.
14. This work has informed the preparation of the Proposed Submission Plan. The remainder of this report sets out what changes have been made to the Plan. It should be noted that the Plan becomes a material consideration when it reaches Proposed Submission Stage, but the adopted Plan remains the dominant Policy Statement until the Partial Update Plan is adopted.

Vision, Plan Objectives and Spatial Strategy

15. The focus of comments on the Vision, Plan Objectives and Spatial Strategy were regarding how carbon neutrality was going to be achieved, a lack of appreciation of the impacts minerals and waste development can have on local communities but also recognition of how the Plan relates to neighbouring areas and their communities and designated areas.
16. As such, there has been a focus on increasing the recognition of potential impacts and highlighting the need for considering wider landscape-scale issues which can go beyond the Plan boundary. Climate change comments were a general focus on the planning policies in general and therefore, careful consideration has been given to how this issue can be addressed in the policies but also how this translates, most notably in the Plan Objectives which set out how the Vision will be achieved.

Development Management Policies

17. All of the Development Management Policies and supporting text have been reviewed and updated.

18. Policy 1 (Sustainable minerals and waste development) has been updated to ensure that it aligns with the NPPF but also emphasises that the Plan should be considered as a whole with policies not viewed in isolation. The supporting text has been updated to provide additional information on how decision-making is undertaken.
19. Policy 2 (Climate change – mitigation and adaptation) has been updated to require developments to prepare Climate Change Assessments giving consideration to measures that can be applied to mitigate and adapt but also for development to demonstrate how they will support the transition to carbon neutrality in 2050.
20. Policy 3 (Protecting habitats and species) has been updated to reflect the requirements for biodiversity net gain and the need for wider strategic-scale consideration for ecological protection and enhancement which highlights the important relationship between the Plan and the emerging Local Nature Recovery Strategy.
21. Policy 4 (Protection of the designated landscape) has been retitled ‘Nationally protected landscapes’ as the policy regards both National Parks and Areas of Outstanding Natural Beauty. Policy 5 (Protection of the countryside) has also been retitled ‘Protection of the countryside and valued landscapes’ and considers other landscapes of value such as Areas of Special Landscape Quality.
22. Policy 6 (South West Hampshire Green Belt) and Policy 7 (Conserving the historic environment and heritage assets) have not required further change to their content.
23. Policy 8 (Water resources) has been renamed ‘Water management’ to clarify that the policy addresses both water quality and water supply.
24. Policy 9 (Protection of soils) has been updated to recognise the important role soils have in carbon management (release and absorption).
25. Policy 10 (Restoration of minerals and waste developments) has been updated to strengthen the requirement for climate change mitigation and adaptation to be taken into account.
26. Policy 11 (Protecting public health, safety, amenity and well-being) has been amended to strengthen protection and how this is considered. The supporting text has been updated regarding the reference to the application of buffers between development and sensitive receptors.
27. Policy 12 (Flood risk and prevention) now references the County Council’s recently prepared Catchment Management Plans.
28. Policy 13 (Managing traffic) has been updated to provide greater clarity on the detail of what is expected as part of a Transport Assessment or Statement.
29. The supporting text to Policy 14 (High-quality design of minerals and waste developments) has been updated to provide improved signposting to other relevant policies.
30. It is intended that the revised and updated Development Management Policies will strengthen the protection of Hampshire’s environment and communities.

Minerals Policies

31. Policy 15 (Safeguarding – mineral resources) remains unchanged but Policy 16 (Safeguarding – minerals infrastructure) has been amended to clarify its implementation and strengthen the policy in relation to protection of capacity.
32. Policy 17 (Aggregate supply – capacity and source) has been updated to reflect more recent data and forecasts for demand in Hampshire. The policy now states that an adequate and steady supply of aggregates will be provided until 2040 at rates of 0.9 million tonnes per annum (mtpa), of which 0.16 mtpa will be soft sand (meaning a total of 0.74 mtpa of sharp sand and gravel). This is a reduction from a total of 1.56 mtpa in the 2013 adopted Plan and 1.15 mtpa in the Draft Plan. These revised figures take into account past sales but also forecast demand. The landbank requirement has also been included in the Policy as well as the total aggregate requirement. The capacity figure for Recycled and Secondary Aggregates has been increased from 1mtpa to 1.8mtpa based on the existing capacity and allowing for future growth. The capacities of alternative sources of aggregate remain unchanged as these generally align with current sales and allow for growth.
33. Policy 18 (Recycled and secondary aggregate development) has remained unchanged from the Draft Plan version and Policy 19 (Aggregate wharves and rail depots) has been amended further to reflect those wharves which are actively contributing to capacity.
34. Policy 20 (Local land-won aggregates) has been updated to reflect the current status of permissions. Those sites that have closed have been removed and those that have been permitted are listed as existing reserves. Allocations have been included to help maintain the provision. However, these have been updated from the Draft Plan and some sites have not been taken forward into the Proposed Submission Plan due to issues of deliverability or potential for significant impacts which could not be suitably mitigated. Any known issues associated with the allocations will be mitigated in line with the development considerations (outlined within Appendix A of the Plan) which would need to be addressed as part of any planning application.
35. The allocations set out in the Proposed Submission Plan provide sufficient capacity to meet the forecasted level of provision up to around 2033/34. However, unplanned provision which averages 250,000 tonnes per year provides flexibility in supply (supported by Part 4 of Policy 2) and is expected to address the shortfall.
36. Policy 21 (Silica sand development), Policy 22 (Brick-making clay) and Policy 23 (Chalk development) remain largely unchanged.
37. Policy 24 (Oil and gas) has had the emphasis amended and further considerations where proposals are located in a National Park. The supporting text has been amended to reflect the need for proposals to comply with Policy 2 (Climate change – mitigation and adaptation) and demonstrate how they support the transition to carbon neutrality by 2050.

Waste Policies

38. As with the minerals policies, some of the waste policies have been subject to amendment and others have remained as they are in the adopted Plan.

39. Policy 25 (Sustainable waste management) remains largely unchanged except the provision of non-hazardous waste arisings has been updated to reflect current targets of 65% for recycling and 95% diversion from landfill. The policy also strengthens provisions regarding the waste hierarchy.
40. Policy 26 clarifies that it refers to non-waste development and refers to the 'agent of change principle'.
41. Policy 27 (Capacity for waste management development) has been updated to address the current level of arisings and the minimum level of additional capacity required to support management of the waste volumes forecast up to 2040. This includes at least 0.11 of non-hazardous recycling capacity, up to 0.37 mtpa of non-hazardous recovery capacity and up to 2.3 million tonnes of non-hazardous landfill void. The recycling and recovery figures are a decrease from the 2013 adopted Plan and the Draft Plan. However, the landfill void is an increase from the adopted Plan which reflects the need to reduce reliance on other areas to provide the required capacity. The ambition is still 100% diversion from landfill.
42. Policy 28 (Energy recovery development) has been updated to reflect the Government's current position on energy from waste and the need for combined heat and power as a minimum. This strengthens the existing 2013 policy which only requires power as a minimum and the capacity to deliver heat in the future.
43. Policy 29 (Locations and sites for waste management) has been amended to avoid any ambiguity, but the criteria-based approach remains unchanged. Ancillary development is now specifically mentioned, to be able to distinguish these smaller applications for facility improvements. The strategic waste allocations included within the Draft Plan have been discounted from inclusion within the Proposed Submission Plan due to issues of deliverability, the potential for significant impacts which cannot be suitably mitigated or the proposal was an extension to an existing site with permission and therefore, it was not considered necessary to allocate the site.
44. Policy 30 (Construction, demolition and excavation waste development) seeks to increase by 0.4mtpa recycling capacity and maintain the existing recovery capacity levels.
45. Reference has been made to the need to comply with the Environment Act treated waste-water phosphorous targets in Policy 31 (Liquid waste and waste-water management) which remains unchanged from the Draft Plan.
46. Policy 32 (Non-hazardous waste landfill) has been updated to reflect the current status of sites and permissions. The policy has been amended to address proposals to re-work landfills to ensure there is a beneficial outcome.
47. Policy 33 (Hazardous and Low Level Radioactive Waste development) remains unchanged, other than factual updates. Similarly, Policy 34 (Safeguarding potential minerals and waste wharf and rail depot infrastructure) has been updated but also strengthens the safeguarding of potential wharves and rail depots.

Monitoring & Implementation

48. The Monitoring indicators have been updated to ensure they align with the revised policies and that the data is obtainable and measurable. The Triggers have also been reviewed and updated, where necessary.
49. The Implementation text has also been updated to reflect the changes made to the policies and to ensure that they are compliant with national policy.

Consultation Arrangements

50. Hampshire County Council and the plan-making partner Authorities are required to undertake a public consultation of the Proposed Submission Plan under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012.
51. The consultation will be carried out in line with the Hampshire's Statement of Community Involvement² (SCI) (2023) and those of the partner Authorities.
52. The consultation will commence in January, subject to approval by County Council, and will run for 8 weeks, ending in February 2024.
53. The consultation will include notification of neighbouring properties and advertisements via newspapers and social media. All respondents to the Draft Plan consultation that expressed an interest in being kept informed will also be contacted. This will allow residents to provide feedback on the proposals to help inform the next stages of plan-making.

Financial Implications

54. Hampshire County Council has contractual arrangements with the plan-making partner authorities. The partners pay 8% each of the yearly cost for these services, with Hampshire County Council covering the remaining 68%.
55. An initial total budget estimate for the partial Plan update is approximately £816,750. Based on the current distribution of costs, partner authorities would be contributing approximately £261,360 to the estimated total budget, leaving the County Council to meet the remaining £555,390 in costs.
56. The cost of the partial Plan update is being funded from monies previously identified and earmarked for a Plan update (£230,000 which remained from the preparation of the adopted (2013) Plan) with the remaining resource requirements met through re-prioritisation of work programmes and activities within budgets, subject to appropriate contributions being made by the partner authorities.

Next steps

57. Following approval by the plan-making partners, the Proposed Submission Plan will be subject to public consultation from January to February 2024 for a period of 8 weeks.

² Statement of Community Involvement (2023) - <https://www.hants.gov.uk/landplanningandenvironment/strategic-planning/statement-community-involvement>

58. The responses received will be reviewed and collated. Approval for Submission of the Plan to the Secretary of State will be sought by the County Council in the summer and subject to approval, the responses will be submitted with the Submission Plan to the Secretary of State in July 2024.
59. It is anticipated that the Public Examination of the Submission Plan will take place in Spring 2025. Those that expressed an interest in participating in the hearing sessions as part of their Regulation 19 response will be invited to do so by the Inspector. Following the Examination, the Inspector writes their report on whether the Plan is “sound” or not i.e. whether it passes the necessary legal tests. Should the Plan be found sound, Hampshire County Council and the partner Authorities can adopt the Plan.

Consultation and Equalities

60. The Proposed Submission Plan will be subject to public consultation in accordance with Regulation 18 of The Town and Country Planning (Local Planning) (England) Regulations 2012 and Hampshire’s SCI.
61. The Equality Impacts of the Proposed Submission Plan has been assessed [EIA 448] to be neutral as the Plan enables decision-making on what development is needed, where it should take place and contains policies for protecting the environment and communities. It does not impact on any particular section of the community. Whilst development has been identified in specific locations, the policies apply county-wide.

Climate Change Impact Assessments

62. Hampshire County Council utilises two decision-making tools to assess the carbon emissions and resilience of its projects and decisions. These tools provide a clear, robust, and transparent way of assessing how projects, policies and initiatives contribute towards the County Council’s climate change targets of being carbon neutral and resilient to the impacts of a 2°C temperature rise by 2050. This process ensures that climate change considerations are built into everything the Authority does.

Climate Change Adaptation

63. The main vulnerabilities to climate change variables identified for the Hampshire Minerals & Waste Plan (HWMP) Partial Update – Proposed Submission Plan include risk to coastal infrastructure to sea level rises and storm events. These include wharves and waste facilities (located in Portsmouth and Southampton), some of which deal with hazardous waste. The Plan also considers minerals and waste infrastructure which is vulnerable to heat events due to the materials, such as waste, which could pose a risk of fire or lead to a rapid deterioration of waste and an increase in odours. However, mineral extraction may also provide an opportunity for flood water storage in heavy rain events.
64. The Partial Update aims to reduce its vulnerabilities to climate change by taking into account the findings of a Strategic Flood Risk Assessment which is being

prepared to support the Plan. The 2013 HMWP currently includes a climate change policy (Policy 2: Climate change – mitigation and adaption). The Partial Update – Proposed Submission Plan strengthens this policy and ensures climate change is addressed suitably throughout the Plan.

65. Adaptations to climate change have not been addressed so far because these would need to be considered and implemented as part of any planning application.

Carbon Mitigation

66. The climate change mitigation tool cannot be applied to the Partial Update of the HMWP as it is policy for decision-making rather than a project. In addition, the carbon mitigation tool does not currently calculate emissions for all minerals and waste developments. However, as noted, the HWMP Partial Update does seek to further strengthen the existing climate change policy which outlines that “minerals and waste development should minimise their impact on the causes of climate change” by requiring that new minerals and waste proposals include a Climate Change Assessment.
67. The HWMP Partial Update is important for meeting Hampshire County Councils’ strategic priorities: 1. Green Economic Growth & Prosperity, as the Plan provides a framework for decision-making on minerals and waste development which supports the economy and encourages sustainable management of waste; and 3. Enhancing the Natural & Built Environment, as the Plan contains a number of policies to protect and enhance the natural and built environment as part of the development process, for example through restoration.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	yes/⦶
People in Hampshire live safe, healthy and independent lives:	yes/no
People in Hampshire enjoy a rich and diverse environment:	yes/⦶
People in Hampshire enjoy being part of strong, inclusive communities:	yes/no

Other Significant Links

Links to previous Member decisions:	
<u>Title</u>	<u>Date</u>
https://democracy.hants.gov.uk/ieListDocuments.aspx?CId=706&MId=6033	14.01.2021
https://democracy.hants.gov.uk/documents/s65918/2020%20Review%20of%20the%20Hampshire%20Minerals%20Waste%20Plan%20and%20revised%20Development%20Scheme-2021-02-09-Cabinet.pdf	09.02.2021
https://democracy.hants.gov.uk/ieListDocuments.aspx?CId=163&MId=6561	25.02.2021
https://democracy.hants.gov.uk/ieListDocuments.aspx?CId=163&MId=9941	14.07.2022
Decision - Draft Hampshire Minerals & Waste Plan Partial Update About the Council Hampshire County Council (hants.gov.uk)	18.10.2022
https://democracy.hants.gov.uk/ieListDocuments.aspx?CId=163&MId=10798	20.07.2023
Direct links to specific legislation or Government Directives	
<u>Title</u>	
National Planning Policy Framework: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1004408/NPPF_JULY_2021.pdf	
Planning Policy for Waste: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/364759/141015_National_Planning_Policy_for_Waste.pdf	

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
Hampshire Minerals & Waste Plan: Partial Update – Proposed Submission Plan (2023)	[ADD link]
Sustainability Appraisal (incorporating Strategic Environmental Assessment) Environmental Report (2023)	[ADD link]
Habitats Regulation Assessment Revised Screening Report & Appropriate Assessment (2023)	[ADD link]

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

2. Equalities Impact Assessment:

The Hampshire Minerals & Waste Plan: Partial Update - Draft Plan is intended to ensure that the planning framework by which minerals and waste developments come forward in Hampshire is consistent with national policy, whilst also delivering a steady and adequate supply of minerals and enabling sustainable waste management provision. It is considered that there will be no additional impact on people with protected characteristics and therefore has been assessed as having a neutral impact overall. Provision for ensuring that any impact is limited is made through the completion of an Equalities Impact Assessment which is undertaken specifically on the Plan and which are completed as part of any planning application decision for which the Hampshire Minerals & Waste Plan provides the framework for decision-making.

Hampshire Minerals & Waste Plan: Partial Update



Hampshire's Environment



Hampshire's Community



Hampshire's Economy

Update Report

October 2023



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1. Introduction

What is a Minerals & Waste Plan?

- 1.1 A Minerals and Waste Plan sets out how the area will provide a supply of minerals to meet local construction needs (homes, roads etc), and appropriate locations and approach to deal with waste, such as recycling sites. All Minerals and Waste Planning authorities are legally required to have a plan in place to ensure sufficient mineral supply and appropriate waste management.
- 1.2 The Plan sets out the framework, planning applications must then be submitted, these are judged against the Plan – are they in the locations that have been allocated for this purpose and do they meet all of the policy requirements. Only once planning permission is granted can any development take place.

Who does it?

- 1.3 Hampshire County Council, Portsmouth City Council, Southampton City Council, the New Forest National Park Authority and the South Downs National Park Authority (collectively referred to as the ‘Hampshire Authorities’) are working together to prepare a partial update to the Hampshire Minerals & Waste Plan (adopted 2013).

Why is this a partial update?

- 1.4 The previous plan was adopted in 2013 and set out policies and identified sites to meet the Counties needs to 2030. It is now necessary to update the plan and ensure ongoing needs are met to 2040. This is called a ‘partial update’ because some of the 2013 adopted plan is still relevant and can be carried forward to the new plan.

Where are we in the process?

- 1.5 The Hampshire Minerals Waste Plan has been through the first statutory consultation which took place from November 2022 to January 2023. The Hampshire authorities have been working on the Plan and making necessary changes taking account of the following:
 - Consultation responses
 - Environment impact
 - Community impact
 - Overall need
 - Viability
 - Sustainability

1.6 As a result of this the majority of Policies in the Plan have been amended since the last consultation. All 22 proposed allocation sites listed in the Draft Plan at the previous consultation have been reviewed.

How were my comments taken into account?

1.7 The remainder of this Paper sets out how comments were taken into account, as follows:

- Plan Vision and Objectives (Section 2)
- Development Management Policies (Section 3)
- Mineral Policies (Section 4)
- Waste Policies (Section 5)
- Plan Appendices (Section 6)

1.8 A more detailed account of the comments and changes made will be made available as part of the consultation.

What happens next?

1.9 The Hampshire Authorities are now preparing to launch the second statutory consultation on the plan, first all five authorities must gain formal sign off from appropriate committees. This takes time due to the meeting timetables in the different authorities. The following is the current programme of decision-making:

Date of decision	Authority (and meeting)
9 November	South Downs National Park Authority (Planning Committee)
21 November	New Forest National Park Authority (Planning Committee)
28 November	Portsmouth City Council (Cabinet)
12 December	South Downs National Park Authority (Authority Meeting)
12 December	Portsmouth City Council (Council)
12 December	Hampshire County Council (Cabinet)
19 December	New Forest National Park Authority (Authority Meeting)
19 December	Southampton City Council (Cabinet)

1.9 Each of the authorities must agree to undertake the consultation on the Proposed Submission Plan, in accordance with the national planning regulations. The Plan will therefore be published ready for the first of these meetings on 30 October 2023.

Have your say....

1.10 It is intended that the consultation will launch in January 2024 and will run for eight weeks. Further details on how to get involved will be published in the coming weeks. This will include details about what you can comment on and how to make these comments, so they are in accordance with the planning regulations.

2 Introduction, Vision and Plan Objectives

Introduction

What you said

- 2.1 A brief summary of the issues raised are set out below:
- Greater consideration of the climate emergency is required.
 - There should be a focus on reducing the need for minerals and waste (and the circular economy).
 - Consideration of the historic environment needs to be included and fuller identification of environment designations.
 - Minerals are important and can only be extracted where they are found.

What we changed

- 2.2 The portrait of Hampshire in 2011 has been updated to provide a portrait of Hampshire in 2021. Many of the maps associated with the portrait have been updated and amended from the Draft Plan following comments received, most notably regarding the need to consider designations beyond the Plan boundary. The Issues for the Plan remain largely unchanged, but the other relevant Plans and Programmes now also include other National Policy Statements.
- 2.3 Consideration of climate change has been included further throughout the Plan and policies (see '*Development Management Policies*' for more detail).
- 2.4 The Plan's purpose is to enable a steady and adequate supply of minerals and ensure that there is sufficient capacity for sustainable waste management. The Plan does seek to encourage the production of recycled aggregate and supports the circular economy but does not outline proposals for waste reduction. These are set out separately by the Hampshire Authorities.
- 2.5 A number of helpful amendments were provided by Historic England and many of these have been included in the Proposed Submission Plan.
- 2.6 Minerals can only be extracted where they are found due to the local geology. As such, it can mean that sites come forward in locations that already have operational sites. Therefore, the Plan needs to ensure the impacts of this are taken into consideration and measures are taken to ensure there is no significant impact on local communities and the environment (see *Policy 11: Protecting public health, safety, amenity and well-being* for more details).

Vision, Spatial Strategy and Key Diagram

What you said

- 2.7 A brief summary of the issues raised are set out below:
- The Vision needs to consider environmental and landscape designations outside of the Plan area.

- It is not clear how the climate emergency has been taken into account in the Vision and how net zero (carbon neutral) will be achieved.
- The Vision and Spatial Strategy fail to address the impacts of minerals and waste development.
- The Spatial Strategy should include alternatives to reduce the need for minerals and source outside of the plan area.
- The Spatial Strategy needs a strategic approach for areas which have a number of minerals and waste operations such as the New Forest and surrounding areas.
- The Spatial Strategy needs greater consideration of climate change in terms of the location of sites and transportation.
- It should be made clear that the Key Diagram does not show all constraints.
- It would be helpful if the Key Diagram showed settlements on the boundary of the Plan area as these can also be impacted.

What we changed

- 2.8 Only minor amendments have been made to the Vision as this is intended to set out the ambition of the Plan. The Plan Objectives set out more detail on how the Vision is to be achieved and the Spatial Strategy sets out how this is to be delivered. As such, most of the updates have been applied to the Spatial Strategy rather than the Vision.
- 2.9 The Vision has been updated to outline that the Plan will be supporting the transition to carbon net zero to reflect its role rather than suggesting that it will be able to achieve this within the Plan period. References have been added including net self-sufficiency and the need for strategic delivery of protection and enhancement of the environment. Reference to “our” has been removed in this context to reflect that this needs to be considered beyond the Hampshire boundary.
- 2.10 Updates to the Spatial Strategy include a focus on increasing the recognition of potential impacts and highlighting the need for considering wider landscape-scale issues. Climate change comments were a general focus on the planning policies in general and therefore, careful consideration has been given to how this issue can be addressed in the policies but also how this translates, most notably in the Plan Objectives which set out how the Vision will be achieved.
- 2.11 The Key Diagram has also been updated to reflect current circumstances and the updated Policies. Further information was sought for representation on the Key Diagram, but this significantly impacted the clarity of diagram. Therefore, the description of the diagram was amended to clarify its use and limitations.
- 2.12 A number of the Figures were also updated to reflect comments made, most notably regarding the need to consider designations beyond the Plan boundary.

What does this mean for Hampshire?

- 2.13 It is intended that the updated Vision and Spatial Strategy will help towards the transition to meeting the UK target of carbon neutrality by 2050 and the plan-making Authorities' own climate change targets but recognises the purpose of the Plan.
- 2.14 Greater consideration is given to the quality of life and well-being of Hampshire's residents and those living close by in neighbouring areas such as Dorset. This includes seeking to ensure that minerals and waste development does not reduce air quality and that residents are less disturbed by minerals and waste activities. This will be achieved by high-quality design and restoration schemes which improve health and well-being.
- 2.15 By implementing landscape-scale considerations, Hampshire's environment will benefit and ensure that its wider connections, including across borders, will be enhanced.

3. Development Management Policies

- 3.1 Comments were received on all of the Development Management Policies. The policies and supporting text have been reviewed and updated, where appropriate.
- 3.2 The Plan has been updated to reflect the recently published update to the National Planning Policy Framework¹.

Policy 1 (Sustainable minerals and waste development)

What you said

- 3.3 The key issues raised are set out below:
- The policy is a weakening of the National Planning Policy Framework (NPPF) and should be revised.
 - Concern that the ‘Community benefits’ policy is no longer in place and that compensation for communities is needed.
 - Consideration of operator performance is welcomed but more clarity is needed.
 - There needs to be greater emphasis on engaging with local communities.
 - Concern that there are sufficient resources to adequately monitor and enforce sites.
 - Planning obligations for transport should have regard to Local Transport Plan (LTP) 4.

What we changed

- 3.4 Policy 1 (Sustainable minerals and waste development) has been updated to ensure that it aligns with the NPPF but also emphasises that the Plan should be considered as a whole with policies not viewed in isolation.
- 3.5 Community benefits are not something that the Hampshire Authorities can implement and therefore, the Policy remains unchanged. However, the supporting text continues to encourage engagement between developers and communities to facilitate discussion on this matter.
- 3.6 Further detail has been provided on how operator performance will be taken into account including the factors that need to be considered.

¹ National Planning Policy Framework (2023):
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1182995/NPPF_Sept_23.pdf

- 3.7 The supporting text has also been updated to provide additional information on how decision-making is undertaken including taking the views of local communities into account. Reference to the Local Transport Plan has also been included in the text regarding legal obligations for transport improvements to the highway network.
- 3.8 The concerns regarding resources are noted but this is outside the remit of the Plan, so no changes were made regarding this matter.

Policy 2 (Climate change – mitigation and adaptation)

What you said

- 3.9 The key issues raised are set out below:
- The Policy needs to be stronger to reflect the climate change emergencies and targets set by the Councils.
 - The 2050 target should be reduced to 2030 to better reflect the climate emergency.
 - Consideration should be given to habitat resilience and nature-based solutions.
 - Reference should be made to the need for a circular economy, cutting all emissions from waste and transport and carbon capture.

What we changed

- 3.10 Policy 2 (Climate change – mitigation and adaptation) has been updated to require developments to prepare Climate Change Assessments giving consideration to measures that can be applied to mitigate and adapt but also for development to demonstrate how they will support the transition to carbon neutrality in 2050.
- 3.11 The 2050 target has been retained as this aligns with the Government’s target and the Vision.
- 3.12 References to nature-based solutions and carbon capture have been included in the supporting text. The circular economy is already referenced and the need for considering emission reduction has been incorporated into the requirement for a Climate Change Assessment (specific reference has been made to energy developments such as oil and gas and energy from waste due to the level of interest in these areas in response to the Draft Plan).

Policy 3 (Protection of habitats and species)

What you said

- 3.13 The key issues raised are set out below:
- Habitats should be assessed on a range of features in considering how replaceable the habitat is.
 - The policy should include nutrient neutrality.

- The wording used in the policy should be strengthened.
- Welcome the recognition of neighbouring authority designations.
- Further consideration of Biodiversity Net Gain is required.

What we changed

- 3.14 Policy 3 (Protecting habitats and species) has been updated to reflect the requirements for biodiversity net gain and the need for wider strategic-scale consideration for ecological protection and enhancement highlights the important relationship between the Plan and the emerging Local Nature Recovery Strategy.
- 3.15 Reference to nutrient pollution has been added to the supporting text. However, this matter is also covered in *Policy 8: Water Management* and *Policy 31: Liquid waste and waste-water management*.
- 3.16 The terminology used within the Policy is compliant with national policy, but some additional references have been added regarding Biodiversity Opportunity Areas, river basins and a wider consideration of ecology beyond Hampshire's borders.
- 3.17 Further detail has been included on Biodiversity Net Gain although further guidance is expected from Government in due course which will also need to be taken into account.

Policy 4 (Protection of designated landscapes)

What you said

- 3.18 The key issues raised are set out below:
- Local landscape designations should be referenced.
 - Views from outside and within designated landscapes should be considered.
 - Elements of this section should be moved to the section which addresses countryside.

What we changed

- 3.19 The title of Policy 4 has been amended to Policy 4 (Nationally Protected Landscapes) to differentiate the policy from the updated Policy 5 which now considers locally designated landscapes and other landscapes of value.
- 3.20 The supporting text for Policy 4 and Policy 5 has been restructured so they reflect the relevant policy. Reference has also been added to consider views from outside and within designated landscapes.

Policy 5 (Protection of the countryside)

What you said

- 3.21 The key issues raised are set out below:
- The definition of countryside needs further reconsideration.
 - The policy should also apply to countryside within National Parks and Areas of Outstanding Natural Beauty.
 - Further consideration of public rights of way and viewpoints is required.
 - Reference should be made to Landscape and Visual Impact Assessment.

What we changed

- 3.22 The title of Policy 5 has been updated to Policy 5 (Protection of the countryside and valued landscapes) as it now considers locally designated landscapes and those landscapes of value. The relationship with Policy 4 (Nationally Protected Landscapes) has been made clearer.
- 3.23 The definition of countryside has been updated and further consideration of rights of way has been added to the supporting text. The supporting text also provides guidance on the application of Landscape and Visual Impact Assessment.

Policy 6 (South West Hampshire Green Belt) & Policy 7 (Conserving the historic environment and heritage assets)

What you said

- 3.24 The key issues raised are set out below:
- The changes to the Policy 6 are supported.
 - The policy structure and wording need to be revised to ensure compliance with the NPPF and improve reading of policy 7.

What we changed

- 3.25 Policy 6 (South West Hampshire Green Belt) and Policy 7 (Conserving the historic environment and heritage assets) have not required further change to their content but the structure of Policy 7 has been improved.

Policy 8 (Water resources)

What you said

- 3.26 The key issues raised are set out below:
- Greater consideration of nutrients is needed.
 - The policy title should also refer to water quality.
 - Some clarification is needed between the policy and supporting text.
 - Chalk streams should have a specific reference.

What we changed

- 3.27 Policy 8 has been renamed Policy 8 (Water management) to clarify that the policy addresses both water quality and water supply.
- 3.28 The supporting text now refers to nationally important chalk streams and clarifications have been included, where relevant, particularly in relation to local karst features.
- 3.29 The Policy wording has been updated to include reference to nutrient neutrality requirements and the need for a Water Framework Directive screening assessment.

Policy 9 (Protection of soils)

What you said

- 3.30 The key issues raised are set out below:
- Reference should be made in the policy to the Defra guidance on soil handling.
 - Mitigation should include minimising soil disturbance.
 - Further consideration needs to be given to best and most versatile (BMV) agricultural land, and soils in construction, operation, and restoration.

What has changed?

- 3.31 Policy 9 (Protection of soils) has been updated to recognise the important role soils have in carbon management (release and absorption). The Policy wording also sets out clearer requirements on the need to protect soils.
- 3.32 The supporting text makes reference to relevant guidance and the need to submit Agricultural Land Classification Assessments, where applicable.

Policy 10 (Restoration of minerals and waste developments)

What you said

- 3.33 The key issues raised are set out below:
- Further consideration needs to be given to heathland restoration schemes.
 - References should be made to the historic environment and landscape.
 - The policy should have greater links to Policy 3 and biodiversity net gain.
 - Restoration to best and most versatile (BMV) agricultural land needs further consideration.
 - Post restoration monitoring would be beneficial.

What we changed

- 3.34 Policy 10 (Restoration of minerals and waste developments) has been updated to strengthen the requirement for climate change mitigation and adaptation to be taken into account as well as landscape and the historic environment.
- 3.35 Specific reference to heathland restoration schemes has not been included but the supporting text has been updated to improve the linkages with the other policies in the Plan including both Policy 3 (Protecting habitats and species) and Policy 9 (Protecting soils). Both of these policies have amendments to their supporting text to better enable heathland restoration. Policy 9 also addresses BMV land.
- 3.36 Reference to monitoring of restoration schemes has been included in the supporting text.

Policy 11 (Protecting public health, safety, amenity and well-being)

What you said

- 3.37 The key issues raised are set out below:
- Clarification on what is considered “acceptable” is required.
 - The reference to 100m minimum buffers should be included but, on a case-by-case basis.
 - Greater emphasis and consideration of cumulative impacts is required.
 - Further consideration of health impacts is needed including silicosis.

What we changed

- 3.38 Policy 11 (Protecting public health, safety, amenity and well-being) has been amended to strengthen protection and how this is considered. The supporting text has been updated regarding the reference to the application of buffers between development and sensitive receptors. The Policy also makes reference to supporting opportunities for improvements and also requires a Health Impact Assessment to be carried out in support of certain types of development.
- 3.39 The term “acceptable” has been rephrased throughout the Plan to “significant adverse” as this can be more clearly determined through environmental assessment.
- 3.40 Cumulative impacts are considered to be suitably addressed by Policy 11 and also in Policy 13 (Managing traffic) and therefore, no further amendments are proposed.

- 3.41 Concerns regarding silicosis were raised in relation to a number of the proposed mineral extraction allocations and in response to this policy. As noted, a Health Impact Assessment is now required for certain developments including mineral extraction. However, the risk of silicosis has been explored by the Hampshire Authorities in relation to mineral extraction.
- 3.42 In brief, the Health and Safety Executive (HSE) guidance states that *“one of the health risks from working in the quarry industry is that of exposure to fine dust containing crystalline silica (otherwise known as quartz). Quartz is found in almost all kinds of rock, sands, clays, shale and gravel. Workers exposed to fine dust containing quartz are at risk of developing a chronic and possibly severely disabling lung disease known as “silicosis”. It usually takes a number of years of regular daily exposure before there is a risk of developing silicosis. Silicosis is a disease that has only been seen in workers from industries where there is a significant exposure to silica dust, such as in quarries, foundries, the potteries etc.*
- 3.43 There is no UK established or recommended ambient air quality standard for respirable crystalline silica (RCS) nor is there any recommended methodology for the assessment for potential RCS emissions to ambient air or potential off-site impacts. The Health and Safety Executive advice (Appendix KEH10 PoE Katrina Hawkins) is that *‘No cases of silicosis have been documented among members of the general public in Great Britain, indicating that environmental exposures to silica dust are not sufficiently high to cause this occupational disease’.*

Policy 12 (Flood risk and prevention)

What you said

- 3.44 The key issues raised are set out below:
- More up-to-date references are required.
 - 1:50 year events should be considered rather than 1:100-year events.
 - Natural flood management should be prioritised.

What we changed

- 3.45 Policy 12 (Flood risk and prevention) now references the County Council’s recently prepared Catchment Management Plans. The supporting text also refers to the South Marine Plan.
- 3.46 Natural flood management has been included into the supporting text with a link to Policy 10 (Restoration of minerals and waste developments).
- 3.47 The suggestion of applying 1:50 year events was noted and reviewed. However, this suggestion was not taken forward as consistent mapping or modelling is not readily available for this return period.

Policy 13 (Managing traffic)

What you said

- 3.48 The key issues raised are set out below:
- Greater consideration of public rights of way and other highway users.
 - Concern that the policy is now weaker on mitigation.
 - Further strengthening of the policy to regulate the types of roads and routes used by Heavy Goods Vehicles (HGVs) to and from the major road network.

What has changed?

- 3.49 Policy 13 (Managing traffic) has been updated to provide greater clarity on the detail of what is expected as part of a Transport Assessment and Statement. Other road users are given greater consideration as well as the mitigation that would need to be required and suitability of the routes to be used.

Policy 14 (High-quality design of minerals and waste developments)

What you said

- 3.50 The key issues raised are set out below:
- Further consideration of impact on utilities is required.
 - Clarification on what is considered “acceptable” is required.
 - Consideration of impact on public rights of way is needed.

What we changed

- 3.51 The supporting text to Policy 14 (High-quality design of minerals and waste developments) has been updated to provide improved signposting to other relevant policies. The supporting text makes references to consideration of utilities and users of public rights of way.
- 3.52 The term “acceptable” has been replaced with “significant adverse” in line with Policy 11.

What does this mean for Hampshire?

- 3.53 The changes to the Policies help to strengthen and provide more detail on their implementation.
- 3.54 The Plan now ensures climate change is considered throughout the policies and encourages the transition of the minerals and waste industry towards net zero carbon emissions.

3.55 It is intended that the revised and updated Development Management Policies will enhance implementation and decision-making through the removal of any ambiguity and strengthen the protection of Hampshire's environment and communities, including a better management of Hampshire's important water resources.

4. Minerals Policies

Policy 15: Safeguarding – mineral resources & Policy 16: Safeguarding – minerals infrastructure

What you said

- 4.1 The key issues raised are set out below:
- Concerns regarding the application of Policy 15 in conjunction with Local Plan allocations.

What we changed

- 4.2 Policy 15 regarding safeguarding mineral resources remains unchanged as no major issues were raised in relation to the Policy. The concern regarding application of the Policy in relation to Local Plans is noted but the Hampshire Authorities work collectively on the preparation of the Hampshire Minerals & Waste Plan, and Hampshire County Council works closely with districts and boroughs within Hampshire to ensure mineral safeguarding is carefully considered.

Policy 16: Safeguarding – minerals infrastructure

What you said

- 4.3 The key issues raised are set out below:
- Wording proposed to improve clarity and refer to unnecessary sterilisation or jeopardising its current or future use, throughput and/or capacity.
 - Recognition of regeneration opportunities welcomed.
 - Consideration of whether infrastructure serves a wider sub-region, such as relationship with the Isle of Wight.
 - Consideration of the need to safeguard facilities for future use, including potential expansion.
 - Need to strengthen the test in policy 16 when assessing the need for development.
 - Importance of safeguarding rail depots, given reliance on importation of mineral.

What we changed

- 4.4 Policy 16 which relates to safeguarding minerals infrastructure has been updated to strengthen its implementation including specific reference to current or future use and a sites throughput and/or capacity. Reference to ‘Hampshire’ has also been removed in relation to supply in the Policy wording to demonstrate that the supply may be critical to other areas.

- 4.5 Rail depots are safeguarded and sites which are not actively contributing to aggregate supply but may in the future have been specifically identified in Policy 34 (Safeguarding potential minerals and waste wharf and rail depot infrastructure).

Policy 17: Aggregate supply – capacity and source

What you said

- 4.6 The key issues raised are set out below:
- Aggregate requirement figure questioned.
 - Economic forecasts should be updated.
 - Support for reverting to Local Aggregate Assessment (LAA) rate if sales change +/- 10%
 - Lowering of plan rate results in fewer sites and may restrict sales, resulting in increased importation which is unsustainable.
 - Need for landbanks to be maintained to 2040.

What we changed

- 4.7 Policy 17 (Aggregate supply – capacity and source) has been updated to reflect current data and forecasts for demand in Hampshire. The policy now states that an adequate and steady supply of aggregates will be provided until 2040 at rates of 0.9 million tonnes per annum (mtpa) of which 0.16mtpa will be soft sand (meaning a total of 0.74mtpa of sharp sand and gravel). This is a reduction from a total of 1.56mtpa in the 2013 adopted Plan and a total of 1.15mtpa in the Draft Plan. These revised figures take into account past sales but also forecasted demand.
- 4.8 Due to current high levels of demand and long-term uncertainties, a clause has been added into the Policy which states that should sales exceed the stated provision rate by more than 10% for a period of three years, the Local Aggregate Assessment rate which is produced annually will be considered the provision rate until such time that the Plan is updated. This will ensure that there is no under provision and an over reliance on imports.
- 4.9 The capacities of alternative sources of aggregate remain unchanged from the Draft Plan.
- 4.10 Reference has also been included to the requirement for a 7-year landbank of permitted reserves as set out in National Policy². Policy 20 (Local land-won aggregates) part 3 allows other developments to be supported to enable the maintenance of the landbank, if required, subject to the development not posing unacceptable harm to the environment and local communities. As this is something that is commercially driven, the Hampshire Authorities are unable to enforce this requirement.

² NPPF (Para. 213 (f))

Policy 18: Recycled and secondary aggregates development

What you said

- 4.11 The key issues raised are set out below:
- Strong support for this policy, over the need for land-won sites and marine.
 - Need more commitment to how production will be encouraged.

What we changed

- 4.12 Policy 18 (Recycled and secondary aggregate development) remains largely unchanged. The Hampshire Authorities are supportive of recycled and secondary aggregate development through the enabling policies including Policy 18 (Recycled and secondary aggregate development), Policy 30 (Construction, demolition and excavation waste development) and Policy 27 (Capacity for waste management development) which specifically supports ancillary development.

Policy 19: Aggregate wharves and rail depots

What you said

- 4.13 The key issues raised are set out below:
- Impact on neighbouring residents and amenity.
 - Concerns that development opportunities would be restricted.
 - Need for consistency with Local Aggregate Assessment (LAA) capacity estimates.
 - Confirmation on operational status of wharves.

What we changed

- 4.14 Policy 19 (Aggregate wharves and rail depots) has been updated to remove those aggregate wharves that are inactive as they are not currently providing capacity but are safeguarded under Policy 16 (Safeguarding – minerals infrastructure) and/or Policy 34 (Safeguarding potential minerals and waste wharf and rail depot infrastructure).
- 4.15 Following further discussions with Network Rail, the proposals allocations for rail depots have been revised (see Section 6 ‘Plan Appendices’). Further future opportunities are also now listed under Policy 34.
- 4.16 The Policy now provides a more accurate picture of those wharves that are contributing to wharf capacity, and this aligns with the Local Aggregate Assessment.
- 4.17 The wording of the Policy remains mainly unchanged as it seeks to enable provision to address any shortfalls if suitable sites are identified. Potential amenity impacts associated with development would be addressed under Policy 11 (Protecting public health, safety, amenity and well-being) and part 3(c) of Policy 19.

Policy 20: Local land-won aggregates

What you said

- 4.18 The key issues raised are set out below:
- Objections received to proposals and site-specific comments are set out under the relevant site.
 - Operator to be able to demonstrate need rather than reliant on monitoring data.
 - Concerns over cumulative impacts.
 - Plan figure questioned, however some recognition that at this stage of the plan process there is a contingency element in the figure.

What we changed

- 4.19 Policy 20 (Local land-won aggregates) has been updated to reflect the current status of permissions. Furthermore, the sites listed in Policy 20 has been amended based on the information obtained through the Draft Plan consultation and to address the revised land-won aggregate requirement in Policy 20 (Local land-won aggregate).
- 4.20 Following the Draft Plan consultation, information gathered suggested that some proposed allocations cannot be progressed, and these have been excluded from the Proposed Submission Plan. The Development Considerations of the remaining proposals have also been updated and would need to be addressed as part of any planning application (see Section 6 'Plan Appendices').
- 4.21 Monitoring data is collated annually for the whole Plan area and is reported in the Local Aggregate Assessment (LAA). The information in the LAA is important for decision-making, particularly in circumstances where the 7-year landbank is not being met.
- 4.22 It is recognised that cumulative impact is an issue, particularly in areas where minerals are found. As such, cumulative impact is addressed under Policy 11 (Protecting public health, safety, amenity and well-being) and Policy 13 (Managing traffic).

Policy 21: Silica sand development, Policy 22: Brick-making clay & Policy 23: Chalk development

What you said

- 4.23 The key issues raised are set out below:
- Support for policy 21 but minor wording changes proposed to improve clarity and compliance with NPPF.
 - Reference should be made in Policy 22 to avoid giving the impression there are minimal constraints to development in other locations outside of the areas identified.
 - No key issues were raised for Policy 23.

What we changed

- 4.24 Silica sand development (Policy 21) and Chalk development (Policy 23) remain largely unchanged.
- 4.25 Policy 22 (Brick-making clay) has been amended to include reference to other relevant policies within the Plan ensuring that development does not pose significant adverse impact to the environment and local communities. In addition, the supporting text has been updated to reflect the situation with regard to future brick-making clay supply.

Policy 24: Oil and gas development

What you said

- 4.26 The key issues raised are set out below:
- Downstream combustion of oil and gas is not considered in the Supplementary Planning Document (SPD).
 - Given the policy changes in relation to emissions and climate change, the use for these resources is likely to change.
 - Renewable sources of energy should be discussed alongside.
 - Calls to discourage the renewal of old licenses and not support new licence applications.
 - Opposition to oil and gas extraction or transportation of oil, with calls to shift focus onto future energy development.
 - Concern about carbon net zero target.
 - Oil and gas exploration developments should not be located in sensitive groundwater locations.

What we changed

- 4.27 Policy 24 (Oil and gas) has had the emphasis amended to reflect that criteria that will need to be met for development to be permitted. The supporting text has been amended to reflect the need for proposals to comply with Policy 2 (Climate change – mitigation and adaptation) and demonstrate how they support the transition to carbon neutrality by 2050.
- 4.28 The Policy has been updated to reflect the current circumstances regarding oil and gas development. Consideration will be given to the status of the SPD once the Plan is updated and the format of any update, taking into account current Government proposals to discontinue SPDs.
- 4.29 The Plan should be considered as a whole, and energy generation is also considered under Policy 28 (Energy recovery development). Other forms of renewable energy are outside the remit of the Plan.

- 4.30 The Hampshire Authorities do not issue licences. These are issued by the North Sea Transition Authority. The Hampshire Authorities are the relevant planning authority and licensees have to apply for planning permission for onshore oil and gas activities.
- 4.31 Criteria for determining carbon storage facilities has been included in the Policy. This was previously outlined as a position in the supporting text, but it was considered that this did not give a suitable framework for decisions.
- 4.32 Current national planning policy requires minerals and waste planning authorities to plan positively for oil and gas development. Therefore, it is necessary to retain policies relating to these activities otherwise, the plan will not comply with the requirements of national policy. However, the policies in the Plan have been made more rigorous in respect of the climate impact of such development in light of the transition to net zero.
- 4.33 Proposals for oil and gas would be considered against Policy 24 but also all relevant policies in the Plan. Therefore, the Policy refers to ensuring no significant adverse environmental impact, but the detail of impacts such as in relation to groundwater, would be addressed by other policies (e.g. Policy 8 (Water management)).

What does this mean for Hampshire?

- 4.34 Policy 15 and 16 continue to support appropriate safeguarding of minerals resources and infrastructure to provide for Hampshire's needs.
- 4.35 Policy 17 provides a steady and adequate supply of aggregates to enable the infrastructure and buildings that Hampshire needs. The Policy is also flexible to respond to changes in demand to ensure there is no barrier to growth from mineral supply.
- 4.36 The provision of recycled and secondary aggregates as an alternative to land-won aggregates continues to be supported and enabled in Hampshire through Policy 18.
- 4.37 Policy 19 sets out an accurate provision of current and potential wharves and rail depots in the Plan area. Use of this infrastructure has the benefits of reducing the number of Heavy Goods Vehicles (HGVs) on the road reducing impacts on local communities and climate change through a reduction in vehicle emissions.
- 4.38 Policy 20 outlines how a steady and adequate supply of aggregates will be achieved which will enable the provision of infrastructure and buildings that Hampshire needs.
- 4.39 The allocation of sites gives an element of certainty to industry and local communities regarding what development will take place and where. However, all allocations will still require planning permission.
- 4.40 Policy 21, Policy 22, and Policy 23 continue to support appropriate development for silica sand, brickmaking clay and chalk to provide for Hampshire's needs.
- 4.41 Policy 24 specifies that oil and gas development will only be permitted in appropriate locations and where the impacts of the development on climate change have been fully

considered. It also now provides for decision-making on carbon storage which may be required to support the transition to Net Zero.

5. Waste Policies

Policy 25: Sustainable waste management

What you said

- 5.1 The key issues raised are set out below:
- Following the waste hierarchy needs to be strengthened.
 - Recycling facilities should be prioritised over recovery ones.
 - Whether the 65% target is insufficient.
 - Whether the 65% recycling target is excessive.
 - Unrealistic recycling targets may discourage recovery and push waste towards landfill.
 - Need to consider the particular situation of replacing aging waste infrastructure.

What we changed

- 5.2 Policy 25 (Sustainable waste management) remains largely unchanged except the provision of non-hazardous waste arisings has been updated to reflect current target of 65% for recycling. As this is set nationally, the Hampshire Authorities are required to achieve the target. However, 95% diversion from landfill remains the same.
- 5.3 In addition, applicants are now asked to demonstrate how their proposal is being managed at the highest level of the waste hierarchy which places re-use and recycling above recovery and disposal (landfill) as a least favoured option. This will take the form of a Waste Hierarchy Assessment which is required to accompany any waste development planning application. The co-location of facilities also requires consideration of regeneration plans within the area.
- 5.4 The supporting text also makes reference to the circular economy which will help reduce reliance on landfill.
- 5.5 The need to replace aging waste infrastructure has been taken into account by tying the capacity requirements to regular updates through the Annual Monitoring Report. This includes consideration that efficiency may reduce over time but also that replacement technologies could increase also increase efficiency in the future, which will be reflected in the current capacity of sites.

Policy 26: Safeguarding - waste infrastructure

What you said

- 5.6 The key issues raised are set out below:
- Is there a need to safeguard sewage treatment works?
 - Need to more explicitly prevent “downgrading” of facilities in accordance with the Waste Hierarchy.
 - Should sites that are no longer suitable continue to be safeguarded?

- Difficulties in finding alternative provision.

What we changed

- 5.7 Policy 26 has been updated to reflect the mineral infrastructure safeguarding policy, clarifying how alternative capacity can be sought and how the agent of change principle should be applied.
- 5.8 Safeguarding helps to prevent the encroachment of other forms of development which could impact on the operation of existing waste infrastructure. As waste-water treatment works are considered critical infrastructure, their safeguarding is considered necessary.
- 5.9 As noted under Policy 25, all proposals for waste management development will need to be accompanied by a Waste Hierarchy Assessment which will address the risk of “down-grading”.
- 5.10 Policy 26 provides protection for existing infrastructure but also a framework for decision-making on safeguarding should it be considered that the protection afforded by the safeguarding is no longer required/needed.
- 5.11 Provision for site locations for waste management is set out under Policy 29 (Locations and sites for waste management).

Policy 27: Capacity for waste management development

What you said

- 5.12 The key issues raised are set out below:
- There is considerable variability in waste prediction and a range of outcomes should be considered.
 - Recycling facilities should be prioritised over recovery ones.
 - Questions over the growth figures chose for Commercial & Industrial (C&I) waste in particular.
 - The potential impacts of government targets to reduce residual waste by 50% on the need for recovery facilities.
 - Overprovision of recovery facilities could affect recycling for the lifetime of these facilities.

What we changed

- 5.13 Policy 27 (Capacity for waste management development) has been updated to address the current level of arisings and capacity required to management the waste forecasted up to 2040, based on the latest full year data available (2021). Waste arisings have been amended to include: 3.0 million tonnes per annum (mtpa) of non-hazardous waste (increase from 2.62mtpa in the adopted Plan, decrease from 5.5mtpa in the Draft Plan); 2.6mtpa of inert waste (decrease from 2.49mtpa in the adopted Plan, increase from

1.8mtpa in the Draft Plan) and 0.28mtpa of hazardous waste (increase from 0.16mtpa in the adopted Plan, increase from 0.18mtpa in the Draft Plan).

- 5.14 The Policy includes a capacity requirement of at least 0.11mtpa of non-hazardous recycling capacity (a reduction from 0.29mtpa in the current Plan, reduction from 1.99 in the published Plan), up to 0.37mtpa of non-hazardous recovery capacity (a reduction from 0.39mtpa in the current Plan, reduction from 0.95mtpa in the published Plan)) and up to 2.3 million tonnes (mt) of non-hazardous landfill void (an increase from 1.4mt in the current Plan, reduction from 3.9mt in the published Plan).
- 5.15 As these changes demonstrate, there can be considerable variability from year to year in the predictions of future waste arisings. This was reflected in the comments received in relation to this Policy. To address this issue, we are now proposing that the Policy is more closely tied to the Monitoring Report, so that it is more responsive to fluctuations in data and circumstances and any future changes proposed by Government.
- 5.16 Issues concerning the type of facilities would be addressed by the Waste Hierarchy Assessment outline as a requirement under Policy 25.

Policy 28: Energy recovery development

What you said

- 5.17 The key issues raised are set out below:
- No recyclable materials should be sent to recovery and the Plan should be stronger on this.
 - Requiring heat use from recovery plants is positive.
 - Requiring heat use from recovery plants is unnecessarily limiting and might be counterproductive.
 - Need to consider the best use and appropriate locating of Anaerobic Digestion (AD) plants.

What we changed

- 5.18 Policy 28 (Energy recovery development) has been amended to require that proposals only deal with residual waste and to ensure combined heat and power is provided as a minimum. The Policy also seeks the best possible use of waste treatment residues rather than accepting any sustainable management arrangements.
- 5.19 It is recognised that there are competing priorities in the ambition to drive waste up the hierarchy by avoiding energy recovery and thereby promoting recycling, but also by avoiding landfill. The balance of these factors is addressed by the updated Policy. However, additional supporting text has been included outlining the need for energy recovery facilities to address their role in transitioning to net zero by 2050. This aims to address the issues with the declining carbon efficiency of waste from energy recovery compared to other waste management methods.

5.20 The potential importance of AD plants has been stressed due to their different characteristics to other energy recovery facilities and the role they may be required to play as part of government proposals for separate food waste collections.

Policy 29: Locations and sites for waste management

What you said

- 5.21 The key issues raised are set out below:
- The key urban areas should be specified, particularly the south with the two major cities.
 - The Primary Road Network (PRN) may be less suitable for transport of waste than the Strategic Road Network (SRN). Communities along unsuitable narrow roads should be protected from HGV traffic.
 - Road requirements should be specified.
 - Rail and water freight routes should be prioritised.
 - The sites allocated are insufficient for net self-sufficiency.
 - The Call for Sites should be repeated to find more waste sites.

What we changed

- 5.22 Policy 29 (Locations and sites for waste management) has been amended to encourage accessibility to movements by rail or sea, as well as the importance of safe and suitable access to appropriate roads.
- 5.23 Following a 'call for sites' from operators, proposed strategic waste management allocations had been initially identified and included in Policy 29 (4). After further review, the only remaining options were considered to be extensions and, as existing sites already have their operations safeguarded, they were not allocated. Existing sites will also be already known to communities and developers, so allocating them does not add certainty, particularly when there is limited information on the specific proposals for those extensions.
- 5.24 Monitoring of the adopted Plan has also demonstrated that the existing criteria-based approach has been successful at enabling capacity to meet requirements. It is intended that the further updates to the Plan will encourage waste facilities that align with the hierarchy to support the need to meet national recycling targets.

Policy 30: Construction, demolition and excavation waste development

What you said

- 5.25 The key issues raised are set out below:
- Issue of satisfactory restoration of priority habitat over landfill.
 - Construction, Demolition and Excavation (CDE) waste management is rarely appropriate in rural and tranquil settings.

What we changed

- 5.26 Policy 30 (Construction, demolition and excavation waste development) has an updated level of arisings that are expected during the plan period (1.1mtpa, compared to the previously estimated 1.77mtpa). The need to consider potential impacts fully has been outlined.
- 5.27 Restoration and protection or enhancement of priority habitats is addressed under Policy 10 (Restoration of minerals and waste developments) and Policy 3 (Protection of habitats and species). As the Plan is considered as a whole, these issues do not need to be addressed under Policy 30.
- 5.28 Furthermore, Policy 5 (Protection of the countryside and valued landscapes) addresses the issues of proposals in rural areas and Policy 11 (Protecting public health, safety, amenity, and well-being) addresses impacts on amenity such as noise and lighting.

Policy 31: Liquid waste and waste-water management

What you said

- 5.29 The key issues raised are set out below:
- Issue of plans to use recycled effluents.
 - The Plan should ensure that enough potable water is delivered.

What we changed

- 5.30 Policy 31 has not been significantly amended, as the issues raised are not generally ones within the remit of the Plan.
- 5.31 Furthermore, Policy 8 (Water management) addresses the need to protect water quality and supply.

Policy 32: Non-hazardous waste landfill

What you said

- 5.32 The key issues raised are set out below:
- Issues of smells from landfill.
 - There should be no more landfill by 2030.

What we changed

- 5.33 Policy 32 (Non-hazardous waste landfill) has been updated to reflect the latest waste growth predictions, estimating a need for 2.33mt of additional void space. Currently, not all waste materials can be recycled or recovered and therefore, there is still a need for an element of landfill.

- 5.34 Policy 32 makes provision for the protection of environmental or amenity impacts. However, proposals would also need to be considered under Policy 11 (Protecting public health, safety, amenity, and well-being).

Policy 33: Hazardous and Low Level Radioactive Waste development

What you said

- 5.35 The key issues raised are set out below:
- Need to address the release of Chlorofluorocarbons (CFCs) and Hydrofluorocarbons (HFCs) from waste products due to their global warming potential.
 - Insufficient protection of residents from hazardous waste leaks.

What we changed

- 5.36 Policy 33 (Hazardous and Low Level Radioactive Waste development) has been updated to reflect the latest waste growth predictions, estimating a need for an additional capacity of 0.16mtpa.
- 5.37 The policy doesn't address specific technologies or waste streams (generated by waste products), as there are a wide variety of different materials that might need to be treated through specialist waste management facilities. However, it is noted that new technologies, particularly renewable and low-carbon ones, may require new types of waste management facilities. Policy 2 (Climate change – mitigation and adaptation) requires all proposals to include a Climate Change Assessment. Issues relating to emissions from specific products is outside the remit of the Plan.
- 5.38 Policy 11 (Protecting public health, safety, amenity, and well-being) addresses impacts on communities from emissions.

Policy 34 Safeguarding potential minerals and waste wharf and rail depot infrastructure

What you said

- 5.39 The key issues raised are set out below:
- General support was provided for Policy 34.

What we changed

- 5.40 Safeguarding potential minerals and waste wharf and rail depot infrastructure (Policy 34) includes a more comprehensive list of railways sidings and wharves, including those that have historically contributed to minerals and waste supply, or which have previously been considered suitable for such uses. Following further discussion with Network Rail, additional rail depots have been included in Policy 34 as these have the potential to contribute to the movement of minerals or waste within the Plan area but there is no certainty that development will take place within the Plan period.

What does this mean for Hampshire?

- 5.41 The updated Policy 25 will encourage more sustainable waste management in Hampshire and actively support an increase in recycling capacity. It also seeks to support the Government's drive for a circular economy reducing waste production overall.
- 5.42 Policy 26 continues to support appropriate safeguarding for waste management infrastructure in order to provide for Hampshire's needs.
- 5.43 The updated Policy 27 will encourage more sustainable waste management in Hampshire and actively support an increase in recycling capacity, by being able to respond quickly to changes without the need to wait for Plan updates.
- 5.44 Policy 28 will contribute to the Government's drive for cutting carbon emissions from energy from waste facilities as well as producing better heat networks and improving air quality, while ensuring that ambitions of zero-landfill are supported as much as possible. These measures should have direct benefits to Hampshire and the addressing of climate change.
- 5.45 The changes to Policy 29 will enable appropriate waste management development to be delivered in suitable locations.
- 5.46 The assessments that were completed on the proposed allocations should give further information to both communities and developers as to which sites are potentially suitable for development in the future and what potential issues will need to be resolved should they come forward for planning permission.
- 5.47 Policy 30 continues to support the use of inert construction, demolition and excavation waste in developments but now specifies the context in terms of how much material this involves and how this can be achieved.
- 5.48 Policy 31 continues to support appropriate development for liquid waste and wastewater management to provide for Hampshire's needs whilst minimising environmental impacts.
- 5.49 Policy 32 sets out how new landfill can come forward, in order for Hampshire to provide for its own waste.
- 5.50 Policy 33 continues to support appropriate development hazardous and low level radioactive waste development.
- 5.51 Policy 34 continues to support safeguarding potential minerals and waste wharf and rail depot infrastructure to provide for Hampshire's needs whilst specifying clearly where the future potential could be located. This will enable the Hampshire Authorities to be part of the discussion on the future use of these sites should they become available.

6. Plan Appendices

Appendix A: Site Allocations

- 6.1 A significant number of responses were received to the Draft Plan regarding the proposed allocations. Several of the sites are not allocated in the Proposed Submission Plan. The sites and their reasons for not being allocated are set out in the table below:

Site	Reason for exclusion
A303 (east and west extensions)	These sites have been removed as proposed allocations as they are extensions to existing operations/permissions which benefit from safeguarding. Existing sites will already be known to communities and developers, so allocating them does not add certainty, particularly when there is limited information on the specific proposals for those extensions. Any future proposal would need to address issues regarding (but not limited to) landscape, ecology (including ecohydrology), archaeology, flooding and amenity impacts.
Basingstoke Sidings	There is insufficient evidence that this site will be delivered during the Plan period. Therefore, the site is now listed under Policy 34 as a potential site for the future should circumstances change. However, any future proposal would need to address issues regarding (but not limited to) amenity of neighbouring properties.
Bramshill Quarry Extension	This site has been removed as a proposed allocation due to the objection from Natural England and the potential for significant ecological impacts which cannot be suitably mitigated.
Cobley Wood	This site has been removed as a proposed allocation as the need for sand and gravel can be met from alternatives sites and could not be worked in addition to adjacent sites due to cumulative impacts. The site is small with a number of issues in relation to (but not limited to) ecology, landscape and heritage which would require mitigation such as buffers which impacts on the viability of the site to be deliverable.
Cutty Brow	This site was withdrawn from allocation in the Plan by the landowner.
Dunwood Fruit Farm	This site has been removed as a proposed allocation as the need for soft sand can be met from alternatives sites. The site is small with a number of issues in relation to (but not limited to) ecology, public access, heritage and amenity which would require mitigation such as buffers. There is also uncertainty over the

	viability of the site due to the need to include exclusions required and the presence of suitable material for extraction.
Hamer Warren	This site has been removed as a proposed allocation due to the objection from the Environment Agency and the potential for significant groundwater impacts which cannot be suitably mitigated.
Holybourne Rail Depot	This site has been granted planning permission (subject to legal agreements) and is now listed in Policy 19 part 1 as an existing site.
Land off Boarhunt Road	This site has been removed as a proposed allocation due to the potential for significant impact on landscape (impact on the Area of Special Landscape Value) and heritage (impact on the setting of a Scheduled Monument) which cannot be suitably mitigated.
Lee Lane, Nursling	This site has been granted planning permission (subject to legal agreements) and will be considered as additional capacity to help address the capacity gap.
Micheldever Sidings	There is insufficient evidence that this site will be delivered during the Plan period. Therefore, the site is now listed under Policy 34 as a potential site for the future should circumstances change. However, any future proposal would need to address issues regarding (but not limited to) access to the site, ecology (including Schedule 8 plants), heritage and amenity.
Roke Manor Quarry Extension (Stanbridge Ranvilles)	This site has been granted planning permission (subject to legal agreements) and will be considered part of the permitted reserves (the amount available for extraction) of sand and gravel.
Rookery Farm	This site has been removed as a proposed allocation as it is an extension to or remodelling of existing operations/permissions which benefit from safeguarding. Existing sites will already be known to communities and developers, so allocating them does not add certainty, particularly when there is limited information on the specific proposals for those extensions. Any future proposal would need to address issues regarding (but not limited to) ecology, hydrology, heritage and amenity.
The Triangle	This site has been removed as a proposed allocation as the need for sand and gravel can be met from alternative sites. The site has a number of issues regarding (but not limited to) ecology, hydrology, heritage and amenity. Provision of suitable and safe

	site access is likely to result in significant adverse ecological and landscape impacts.
Totton Sidings	There is insufficient evidence that this site will be delivered during the Plan period. Therefore, the site is now listed under Policy 34 as a potential site for the future should circumstances change. However, any future proposal would need to address issues regarding access to the site, impact on ecology, amenity and regeneration ambitions for the area.
Yeaton Farm	This site was withdrawn from allocation in the Plan by the landowner.

6.2 Appendix A: Site Allocations has been updated with the allocations set out in the Proposed Submission Plan. This includes some but not all of the original allocations. The allocations include the following:

- Andover Sidings, Andover (Rail depot - Policy 19);
- Ashley Manor Farm (Sand and gravel extraction – Policy 20);
- Hamble Airfield (Sand & gravel extraction- Policy 20);
- Midgham Farm (Sand & gravel extraction - Policy 20); and
- Purple Haze (Sand & gravel extraction - Policy 20).

6.3 The Development Considerations for each proposed allocation have been updated. These are specific to the allocation but would need to be addressed alongside all the other relevant policies in the Plan.

6.4 Whilst the sites are allocations in the Plan, they would still require planning permission.

6.5 The Mineral Safeguarding Area – Whitehill & Bordon which is specifically referenced under Policy 15 (Safeguarding – mineral resources) has been retained in the Plan.

6.6 As noted in relation to Policy 17, the level of sand and gravel provision within the Plan has been reduced and the remaining sites will ensure that the annual provision rate can be met throughout the Plan period.

6.7 Andover Sidings is being actively promoted for rail aggregate use by Network Rail and therefore, has greater certainty that the development will come forward in the Plan period.

6.8 Issues raised in relation to the remaining allocations are set out below and how these have been addressed. The development requirements for maintaining the integrity of European protected sites are identified with an asterisk (*).

Andover Sidings

What you said	What we changed
Concerns regarding impact on neighbouring properties (noise, dust and light pollution).	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> The impact on local business and amenity and well-being of residential properties. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> Policy 11 (Protecting public health, safety, amenity and well-being).
The site is in a prominent location.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> Site design should take into account the prominence of the location to the town and regeneration ambitions. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> Policy 14 (High-quality design of minerals and waste development).
Further clarity is required regarding the impact on heritage.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> Proposals will need to include mitigation measures to protect the setting of the Grade II Listed Andover Station and minimise harm to its significance. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> Policy 7 (Conserving the historic environment and heritage assets).

Ashley Manor Farm

What you said	What we changed
The site has been previously refused planning permission.	The proposal is different to what has previously been considered. In addition, circumstances can change over time. Therefore, the proposal is considered on its merits at the time it is submitted.
The development will impact tourism and local businesses.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> The impact on local business and amenity and well-being of residential properties. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> Policy 11 (Protecting public health, safety, amenity and well-being).
The site will impact public rights of way (and the 'Green Loop').	The following Development Consideration has been included:

	<ul style="list-style-type: none"> • Footpaths New Milton 168/721 and 168/720 will require protection and enhancement with greater connectivity to wider network. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 5 (Protection of the countryside and valued landscapes).
Concern regarding additional HGV movements.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • A new approach to the existing Caird Avenue/ Lymington Road roundabout will be required to provide access to the site. • A Transport Assessment is required. • A Routeing Agreement is required. Routeing of HGV traffic will be limited to Caird Avenue between the roundabout and the New Milton Sand and Ballast plant. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 13 (Managing traffic). <p>The site is to be worked once Downton Manor Farm Quarry is extracted. Therefore, the traffic will be a continuation of existing movements rather than in addition.</p>
Concerns regarding mud on the road.	<p>This issue would be addressed through the management of the site and specific conditions, if required, at the planning application stage.</p>
Concerns regarding noise and dust.	<p>The following Development Considerations have been included:</p> <ul style="list-style-type: none"> • The impact on local business and amenity and well-being of residential properties. • Dust, noise and lighting management plan and monitoring is required. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 11 (Protecting public health, safety, amenity and well-being). <p>Specific conditions can be required as part of a planning application to ensure mitigation of these issues.</p>
Concerns regarding landscape impacts.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • Restoration should be to existing ground levels and should include Crooked Lane replacing the double hedgerow feature along the whole route. Restoration should provide a suitable setting for the Listed Buildings and respect their significance. • The site is Best and Most Versatile (Grade 2 and 3). Soil handling and management is required and

	<p>restoration to original (or improved) agricultural land classification.</p> <ul style="list-style-type: none"> • The new planting around the site should be managed to allow it to reach maturity. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 5 (Protection of the countryside and valued landscapes).
Loss of agricultural land.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • The site is Best and Most Versatile (Grade 2 and 3). Soil handling and management is required and restoration to original (or improved) agricultural land classification. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 9 (Protection of soils).
Impact on Green Belt.	<p>The proposal is for sand and gravel extraction. Mineral extraction is not considered inappropriate in the Green Belt.</p> <p>This issue would be addressed by:</p> <ul style="list-style-type: none"> • Policy 6 (South West Hampshire Green Belt).
The site is not required for sand and gravel supply.	<p>The site will ensure a continued supply of sand and gravel once Downton Manor Farm Quarry has been worked. It will contribute towards meeting the need for 0.74 million tonnes per annum of sand and gravel and a landbank of at least 7 years of permitted reserves.</p>
Concern regarding impact on groundwater / hydrology.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • Hydrological/Hydrogeological Assessment and monitoring is required, taking into account the adjacent Historic Landfill, to ensure that any impacts on groundwater flows and water quality are considered and mitigated where needed. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 8 (Water management).
Concern regarding flood risk.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • Flood Risk Assessment required. Site must be designed and constructed to remain operational and safe for users in times of flood, result in no net loss of floodplain storage, not impede waterflows and not increase flood risk elsewhere. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 12 (Flood risk and prevention).

<p>Concern regarding health of residents.</p>	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • The impact on local business and amenity and well-being of residential properties. • Dust, noise and lighting management plan and monitoring is required. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 11 (Protecting public health, safety, amenity and well-being). <p>Policy 11 requires the preparation of a Health Impact Assessment.</p> <p>Please note the response in relation to Silicosis to Policy 11.</p>
<p>Impact on ecology (SPA, SSSI etc).</p>	<p>The following Development Considerations have been included:</p> <ul style="list-style-type: none"> • Protection of the Solent and Southampton Water SPA/Ramsar and the Solent and Dorset Coast SPA*. • Ecological and hydrological assessment of all watercourses, ditches and aquatic habitats will be required including an understanding of the hydrological regime and interaction between and importance of any functional connection to offsite habitats and features including the nearby SINC, SSSIs, SPAs and Ramsar*. • The impact on all roosting, foraging and breeding areas used by qualifying bird species of the nearby SPAs and Ramsar, and on their functional linkage*. • Mitigation should comply with the Solent Waders and Brent Goose Strategy³. • Early establishment of replacement and enhanced hedgerows bounding the site with an ecological receptor for reptiles and other species is required. • Long term management of species-rich meadows, ponds and other habitats is required. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 3 (Protecting habitats and species).
<p>Impact on listed buildings and archaeology / heritage.</p>	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • Restoration should provide a suitable setting for the Listed Buildings and respect their significance.

³ [swbgs-mitigation-guidance-oct-2018.pdf \(wordpress.com\)](#)

	<ul style="list-style-type: none"> Development should protect the setting of the nearby Listed Buildings (Ashley Manor Farmhouse and Sampson Cottage). <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> Policy 7 (Conserving the historic environment and heritage assets).
Concern regarding amenity of residents, care home and impact on the cemetery.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> The impact on local business and amenity and well-being of residential properties. Dust, noise and lighting management plan and monitoring is required. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> Policy 11 (Protecting public health, safety, amenity and well-being).
Concern regarding sufficient material to restore the site.	<p>Policy 25 highlights that 2.6 million tonnes per annum of inert material is forecasted to be produced during the Plan period. A shortage of fill material has not been reported by operators as an issue.</p>

Hamble Airfield

What you said	What we changed
Concern regarding impact on house prices.	This is not a material consideration in decision-making.
Circumstances are different from when the site was previously allocated.	This is noted and a planning application would be judged on its merits (i.e. how it complies with the policies in the Plan) at the time it is submitted. This is a separate but related process. As such, the issues raised as part of the planning application process and the ability for these to be addressed has influenced the retention of the site as an allocation.
Concerns regarding impact of public rights of way.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> Protection and enhancement of adjacent public rights of way (Footpath Hamble-le-Rice 103/1) and connectivity to the wider network. Maintain and manage existing informal recreational use of the site and provision of enhanced public recreational after-use. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> Policy 5 (Protection of the countryside and valued landscapes).
Concerns regarding recreational displacement.	Recreational displacement would be addressed through the Habitats Regulations Assessment process. This issue

	is considered in the Screening Report for the Proposed Submission Plan but would also need to be addressed as part of a planning application.
Concern regarding suitability of the roads and increase in vehicle movements (and impact on emergency vehicle access).	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • Safe and satisfactory access to ensure provision is made for vulnerable highway users and the impact on peak flows is managed. • A Transport Assessment is required. • A Routeing Agreement is required. • Traffic issues including consideration of people walking, cycling and school traffic, particularly at The Hamble School and Hamble Primary, and management of traffic and congestion on Hamble Lane. • Traffic issues including consideration of school traffic and pedestrians, particularly at The Hamble School and Hamble Primary, and management of traffic and congestion on Hamble Lane. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 13 (Managing traffic).
Concerns regarding structural stability of rail bridge.	This issue has not been raised as a concern by the Local Highway Authority.
Impacts on air quality, dust, and health.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • Dust, noise and lighting management plan and monitoring is required*. • Phasing programme and working to protect local businesses and the amenity and well-being of local residents. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 11 (Protecting public health, safety, amenity, and well-being). <p>Policy 11 requires the preparation of a Health Impact Assessment.</p> <p>Please note the response in relation to Silicosis to Policy 11.</p>
Impacts on groundwater.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • A Hydrological assessment is required to consider whether proposed works will affect adjacent National Site Network, Ramsar site and SSSIs, especially with regards to any changes to freshwater flows into the Hythe to Calshot Marshes SSSI and Solent &

	<p>Southampton Water SPA/SAC/Ramsar and the issue of nutrient enrichment*.</p> <ul style="list-style-type: none"> Hydrological/Hydrogeological Assessment is required to ensure protection of the water quality and recharge of the groundwater and surface water*. The testing of the soil for contaminants and the potential impact on groundwater requires assessment. If contaminants are found to be present at any location on the site, then affected material would need careful management/remediation. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> Policy 8 (Water management).
Impacts on flood risk.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> Flood Risk Assessment required. Site must be designed and constructed to remain operational and safe for users in times of flood, result in no net loss of floodplain storage, not impede waterflows and not increase flood risk elsewhere. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> Policy 12 (Flood risk and prevention).
Restoration should include recreation and improved public access.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> Maintain and manage existing informal recreational use of the site and provision of enhanced public recreational after-use. Protection and enhancement of adjacent public rights of way (Footpath Hamble-le-Rice 103/1) and connectivity to the wider network. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> Policy 5 (Protection of the countryside and valued landscapes). Policy 10 (Restoration of minerals and waste developments)
Impact on agricultural land and soils.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> Soil testing, handling and management is required including for the potential for associated impact on groundwater and to determine soil quality. If PFAS are found to be present at any location on the site, then affected material would need careful management/remediation. The testing of the soil for contaminants and the potential impact on groundwater requires assessment. If contaminants are found to be present

	<p>at any location on the site, then affected material would need careful management/remediation.</p> <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 9 (Protection of soils).
<p>Impact on ecology (SSSI, SPA/SAC/Ramsar – protected species).</p>	<p>The following Development Considerations have been included:</p> <ul style="list-style-type: none"> • Protection of the Solent and Southampton Water SPA and Ramsar, Solent and Dorset Coast SPA and Solent Maritime SAC*. • A Hydrological assessment is required to consider whether proposed works will affect adjacent National Site Network, Ramsar site and SSSIs, especially with regards to any changes to freshwater flows into the Hythe to Calshot Marshes SSSI and Solent & Southampton Water SPA/SAC/Ramsar and the issue of nutrient enrichment*. • The impact on all roosting, foraging and breeding areas used by qualifying bird species of nearby SPAs and Ramsar, and on their functional linkage*. Mitigation and possible compensation likely to be required. • Protection of the Lee on Solent to Itchen Valley Estuary Site of Special Scientific Interest*. • The impact on Badnam Copse and West Wood Site of Importance for Nature Conservation. • Early habitats creation through progressive restoration and/or edge buffer zones is required and a range of suitable habitats as the site provides a network opportunity. This should include provision of woodland (and wet woodland) habitat linkages. • Protection of mature trees around the site boundary*. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 3 (Protecting habitats and species).
<p>Impact on landscape.</p>	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • Early habitats creation through progressive restoration and/or edge buffer zones is required and a range of suitable habitats as the site provides a network opportunity. This should include provision of woodland (and wet woodland) habitat linkages. • Protection of mature trees around the site boundary*. • Large areas for mitigation, either as buffer around site, a single large area, or several smaller areas

	<p>should be provided. This will need to tie in with the long-term aims for the site (housing development) and will need liaison with Local Planning Authority.</p> <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 5 (Protection of the countryside and valued landscapes).
Impact on amenity of residents, schools (primary and secondary), and sports facilities.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • Phasing programme and working to protect local businesses and the amenity and well-being of local residents. • Dust, noise and lighting management plan and monitoring is required*. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 11 (Protecting public health, safety, amenity, and well-being).
Concerns regarding noise.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • Dust, noise and lighting management plan and monitoring is required*. • Phasing programme and working to protect local businesses and the amenity and well-being of local residents. <p>This issue would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 11 (Protecting public health, safety, amenity, and well-being). <p>Specific conditions can be required as part of a planning application to ensure mitigation of these issues.</p>
Impacts on Climate Change.	<p>Consideration of climate change has been strengthened in the Plan. However, there is currently still a requirement for primary land-won sand and gravel and its main method of movement is by Heavy Good Vehicle.</p> <p>This issue would be addressed by:</p> <ul style="list-style-type: none"> • Policy 2 (Climate change – mitigation and adaptation). • Policy 9 (Protection of soils). • Policy 10 (Restoration of minerals and waste developments).
Concerns regarding the need for the site.	<p>The site will ensure a continued supply of sand and gravel in South Hampshire. It will contribute towards meeting the need for 0.74 million tonnes per annum of sand and gravel and a landbank of at least 7 years of permitted reserves.</p>

Midgham Farm

What you said	What we changed
Concerns regarding the need for the site.	The site will ensure a continued supply of sand and gravel once Bleak Hill Quarry has been worked. It will contribute towards meeting the need for 0.74 million tonnes per annum of sand and gravel and a landbank of at least 7 years of permitted reserves.
Impacts on public rights of way.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • Protection and enhancement of rights of way (Fordingbridge footpath 090/8a, Fordingbridge footpath 090/2, Fordingbridge footpath 090/3) and connectivity to the wider network. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 5 (Protection of the countryside and valued landscapes).
Concerns regarding air quality and health.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • A buffer is required in the north-west corner of the site to protect the amenity and well-being of Alderholt Village. Buffers are also required to protect the adjacent residential properties along the site boundary. • Dust, noise and lighting management plan and monitoring is required*. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 11 (Protecting public health, safety, amenity, and well-being). <p>Policy 11 requires the preparation of a Health Impact Assessment.</p> <p>Please note the response in relation to Silicosis to Policy 11.</p>
Impacts on amenity of local residents.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • A buffer is required in the north-west corner and western edge of the site to protect the amenity and well-being of Alderholt Village and any urban expansion. Buffers are also required to protect the adjacent residential properties along the site boundary. • Dust, noise and lighting management plan and monitoring is required*. <p>These issues would also be addressed by:</p>

	<ul style="list-style-type: none"> • Policy 11 (Protecting public health, safety, amenity, and well-being).
Concerns regarding the suitability of the roads and impact on road users.	<p>The following Development Considerations have been included:</p> <ul style="list-style-type: none"> • A new priority junction will be required onto Hillbury Road and a conveyor belt to cross Lomer Lane for the second phase of extraction. • A Transport Assessment is required. This should consider cumulative traffic impacts taking into account that the site is a continuation of existing extraction operations at Bleak Hill which would cease prior to commencement at Midgham Farm. The safety of other road users (walkers, cyclists and horse riders) will also need to be considered on Hillbury Road and Harbridge Drove (due to the lack of footpath). • A Routeing Agreement is required. Routeing to the SRN (A31) will be south along Hillbury Road/Harbridge Drove before joining briefly the B3081 to its junction with the A31. Both Harbridge Drove and the B3081 are suitable routes for HGV traffic. The SRN is located some 5.5 miles south from the site. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 13 (Managing traffic).
Concerns regarding cumulative impacts.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • A Transport Assessment is required. This should consider cumulative traffic impacts taking into account that the site is a continuation of existing extraction operations at Bleak Hill which would cease prior to commencement at Midgham Farm. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 13 (Managing traffic). • Policy 11 (Protecting public health, safety, amenity, and well-being).
Concern regarding landscape impacts including impact on AONBs.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • Pre-commencement planting and restoration proposals require phasing and development design to ensure connectivity is retained or replaced as a priority, most notably in the southern boundary. • Restoration proposals will need to relate to the wider landscape and enhance ecological networks including provision of deciduous woodland along the boundaries of the site*.

	<ul style="list-style-type: none"> • A buffer is required in the north-west corner of the site to protect the amenity and well-being of Alderholt Village. Buffers are also required to protect the adjacent residential properties along the site boundary. • Replacement of hedgerows, where removed, and additional native tree planting along Hillbury Road. • Restoration should include no large open water bodies, for landscape and airport safeguarding reasons. However, small ponds may be acceptable to contribute towards biodiversity. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 5 (Protection of the countryside and valued landscapes). <p>The site is not within or within the setting of an Area of Outstanding Natural Beauty.</p>
<p>Impact on ecology (SSSI, hydrological links to Avon Valley, protected habitats and species).</p>	<p>The following Development Considerations have been included:</p> <ul style="list-style-type: none"> • Protection of the Avon Valley SPA/Ramsar, River Avon SAC, Dorset Heaths SAC and the Dorset Heathlands SPA/Ramsar*. • The impact on the offsite roosting, foraging and breeding areas of the qualifying bird species of nearby SPAs/Ramsars, and on their functional linkage*. • A Hydrological assessment is required to consider whether proposed works will affect nearby National Site Network sites, Ramsars and SSSIs, including the issue of nutrient enrichment*. • Buffering of the offsite woodland are required. • Pre-commencement planting and restoration proposals require phasing and development design to ensure connectivity is retained or replaced as a priority, most notably in the southern boundary. • Restoration proposals will need to relate to the wider landscape and enhance ecological networks including provision of deciduous woodland along the boundaries of the site*. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 3 (Protecting habitats and species).
<p>Concerns regarding noise and dust.</p>	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • Dust, noise and lighting management plan and monitoring is required*. • A buffer is required in the north-west corner and western edge of the site to protect the amenity and

	<p>well-being of Alderholt Village and any urban expansion. Buffers are also required to protect the adjacent residential properties along the site boundary.</p> <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 11 (Protecting public health, safety, amenity, and well-being). <p>Specific conditions can be required as part of a planning application to ensure mitigation of these issues.</p>
Impacts on climate change.	<p>Consideration of climate change has been strengthened in the Plan. However, there is currently still a requirement for primary land-won sand and gravel and its main method of movement is by Heavy Good Vehicle.</p> <p>This issue would be addressed by:</p> <ul style="list-style-type: none"> • Policy 2 (Climate change – mitigation and adaptation). • Policy 9 (Protection of soils). • Policy 10 (Restoration of minerals and waste developments).
Impact on agricultural land and soils.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • The site is Best and Most Versatile (Grade 3a and 3b). Soil handling and management is required and restoration to original (or improved) agricultural land classification. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 9 (Protection of soils).
Impacts on groundwater.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • A Hydrological assessment is required to consider whether proposed works will affect nearby National Site Network sites, Ramsars and SSSIs, including the issue of nutrient enrichment*. • Protection of water quality and quantity of the River Avon*. • Hydrogeological/Hydrological Assessment required to ensure that any impacts on groundwater flows and water quality are considered and mitigated where needed. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 8 (Water management).

Impacts on flood risk.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • Flood Risk Assessment required. Site must be designed and constructed to remain operational and safe for users in times of flood, result in no net loss of floodplain storage, not impede waterflows and not increase flood risk elsewhere. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 12 (Flood risk and prevention).
Concerns regarding phasing and suitability of restoration.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • Restoration proposals will need to relate to the wider landscape and enhance ecological networks including provision of deciduous woodland along the boundaries of the site*. • Restoration should include no large open water bodies, for landscape and airport safeguarding reasons. However, small ponds may be acceptable to contribute towards biodiversity. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 10 (Restoration of mineral and waste developments).
Impacts on archaeology and heritage assets.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • Archaeological issues are likely to be significant at this site. Archaeological surveys are required, and the presence of the historic settlement may (on balance of archaeological merit or on balance of value of deposits compared to cost of mitigation) require preservation and possible exclusion from development, which may reduce capacity. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 7 (Conserving the historic environment and heritage assets). <p>Whilst the potential for archaeological issues is likely to be significant, it is considered that the site is of suitable size that the site could remain viable if the area is excluded. Further archaeological surveys are being undertaken by the site promoter.</p>

Purple Haze

What you said	What we changed
Concerns regarding cumulative impacts.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • Traffic issues including cumulative impact with other mineral and waste operations and the protection of Verwood from minerals traffic. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 13 (Managing traffic). • Policy 11 (Protecting public health, safety, amenity, and well-being).
There are no benefits to the local community.	The Hampshire Authorities cannot impose this on the operators but can promote engagement with local communities.
Impact on public rights of way, recreation (cycleways and footpaths) and access.	<p>The following Development Considerations have been included:</p> <ul style="list-style-type: none"> • Protection and enhancement of the amenity and users of the Moors Valley Country Park and other local residents. • Maintenance and management of levels of permissive access and recreational use of the Moors Valley Country Park via the B3081*. • Protection of the nearby cycle paths, bridleways, and footpaths. • Recreational displacement must be carefully managed. Management arrangements to secure short and long term objectives for amenity and biodiversity. • Phasing programme and working to protect the amenity of local residents and permissive access to the site. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 5 (Protection of the countryside and valued landscapes).
Impact on ecology (SSSI, SAC, SPA and protected habitats and species including heathland and reptiles).	<p>The following Development Considerations have been included:</p> <ul style="list-style-type: none"> • Protection of the Dorset Heaths SAC, Dorset Heathlands SPA and Ramsar, Avon Valley SPA and Ramsar, and the River Avon SAC (and the New Forest SAC/SPA/Ramsar in relation to recreational displacement)*. • The impact on the offsite roosting, foraging, and breeding areas of the qualifying bird species of nearby SPAs/Ramsars, and on their functional linkage*.

	<ul style="list-style-type: none"> • A Hydrological/hydrogeological assessment is required to consider whether proposed works will affect nearby National Site Network sites, Ramsars and SSSIs, including the issue of nutrient enrichment, and including the protection of the water quality and recharge of the underlying aquifer, groundwater and surface water and safeguard the ecohydrological regimes of Ebblake Bog and Moors River Sites of Special Scientific Interest*. • Protection of populations and conservation status of rare and notable species including Smooth Snake, Sand Lizard and Coral Necklace*. • The impact on Ringwood Forest and Home Wood Site of Importance for Nature Conservation. • Restoration must include habitats to expand those within the designated sites and relate to the wider landscape and enhance ecological networks*. • Recreational displacement must be carefully managed. Management arrangements to secure short and long term objectives for amenity and biodiversity including heathland, woodland, acid grassland and protected species. • Associated legal agreements must ensure no further irreversible habitat loss or risk to the conservation status of species. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 3 (Protecting habitats and species).
Impacts on climate change.	<p>Consideration of climate change has been strengthened in the Plan. However, there is currently still a requirement for primary land-won sand and gravel and its main method of movement is by Heavy Goods Vehicle.</p> <p>This issue would be addressed by:</p> <ul style="list-style-type: none"> • Policy 2 (Climate change – mitigation and adaptation). • Policy 9 (Protection of soils). • Policy 10 (Restoration of minerals and waste developments).
Concerns regarding the suitability of the roads (including B3081 and A31), increase in vehicles and cumulative impact	<p>The following Development Considerations have been included:</p> <ul style="list-style-type: none"> • A Transport Assessment is required. • A Routeing Agreement is required. Routeing to the SRN (A31) will be along the B3081, which is a suitable route for HGV traffic. The SRN is located some 1.4 miles south from the site. A new priority junction will be required to the B3801 to ensure

	<p>provision for people walking, cycling and horse-riding and the impact on peak flows is managed.</p> <ul style="list-style-type: none"> • Traffic issues including cumulative impact with other mineral and waste operations and the protection of Verwood from minerals traffic. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 13 (Managing traffic).
<p>Concerns regarding successful restoration to heathland and connectivity to wider landscape.</p>	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • The impact on the offsite roosting, foraging, and breeding areas of the qualifying bird species of nearby SPAs/Ramsars, and on their functional linkage*. • A Hydrological/hydrogeological assessment is required to consider whether proposed works will affect nearby National Site Network sites, Ramsars and SSSIs, including the issue of nutrient enrichment, and including the protection of the water quality and recharge of the underlying aquifer, groundwater and surface water and safeguard the ecohydrological regimes of Ebblake Bog and Moors River Sites of Special Scientific Interest*. • Protection of populations and conservation status of rare and notable species including Smooth Snake, Sand Lizard and Coral Necklace*. • Restoration must include habitats to expand those within the designated sites and relate to the wider landscape and enhance ecological networks*. • Associated legal agreements must ensure no further irreversible habitat loss or risk to the conservation status of species. • Soil handling, management and monitoring is required. • Importation of material as part of the restoration would need appropriate supporting investigations and risk assessment. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 9 (Protection of soils) • Policy 10 (Restoration of mineral and waste developments).
<p>Impacts on amenity of local residents.</p>	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • Protection and enhancement of the amenity and users of the Moors Valley Country Park and other local residents.

	<ul style="list-style-type: none"> • Exclusion from extraction and buffer of the northern end of the site to protect the amenity of local residents*. • Phasing programme and working to protect the amenity of local residents and permissive access to the site. • Dust, noise and lighting management plan and monitoring is required*. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 11 (Protecting public health, safety, amenity, and well-being).
Impacts on groundwater and hydrology.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • A Hydrological/hydrogeological assessment is required to consider whether proposed works will affect nearby National Site Network sites, Ramsars and SSSIs, including the issue of nutrient enrichment, and including the protection of the water quality and recharge of the underlying aquifer, groundwater and surface water and safeguard the ecohydrological regimes of Ebblake Bog and Moors River Sites of Special Scientific Interest*. • Protection of the water quality and recharge of the underlying aquifer, groundwater and surface water and safeguard the hydrological regime of Ebblake Bog Site of Special Scientific Interest*. • Hydrogeological/Hydrogeological Assessment is required. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 8 (Water management).
Impacts on flood risk.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • Flood Risk Assessment required. Site must be designed and constructed to remain operational and safe for users in times of flood, result in no net loss of floodplain storage, not impede waterflows and not increase flood risk elsewhere. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 12 (Flood risk and prevention).
Concerns regarding air quality and health.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • Exclusion from extraction and buffer of the northern end of the site to protect the amenity of local residents*.

	<ul style="list-style-type: none"> • Phasing programme and working to protect the amenity of local residents and permissive access to the site. • Dust, noise and lighting management plan and monitoring is required*. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 11 (Protecting public health, safety, amenity, and well-being). <p>Policy 11 requires the preparation of a Health Impact Assessment.</p> <p>Please note the response in relation to Silicosis to Policy 11.</p>
Impacts on heritage assets.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • The impact on the Bronze Age burial mound and its preservation. A programme of archaeological mitigation will be required, including archaeological excavation of the putative burial mound and walk through survey prior to development and the monitoring of topsoil and over burden striping in a strip map and record excise during development. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 7 (Conserving the historic environment and heritage assets).
Concerns regarding noise and light.	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • Dust, noise and lighting management plan and monitoring is required*. • Protection of the amenity and well-being of Verwood residents, other residents in the vicinity and local businesses. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 11 (Protecting public health, safety, amenity, and well-being).
Concern regarding impact on tourism	<p>The following Development Consideration has been included:</p> <ul style="list-style-type: none"> • Protection of the amenity and well-being of Verwood residents, other residents in the vicinity and local businesses. <p>These issues would also be addressed by:</p> <ul style="list-style-type: none"> • Policy 11 (Protecting public health, safety, amenity, and well-being).

Concerns regarding the need for the site.	The site will ensure a continued supply of soft sand for the Plan area. It will contribute towards meeting the need for 0.16 million tonnes per annum of soft sand and a landbank of at least 7 years of permitted reserves.
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What does this mean for Hampshire?

- 6.9 The provision of allocations helps to give certainty to industry and local residents of what development is proposed, when it is likely to take place and what measures will need to be in place to protect communities and the environment.

Appendix B: List of safeguarded minerals and waste sites

What you said

- 6.10 The key issues raised are set out below:
- A number of corrections and updates were provided regarding the existing list.
 - There was disagreement that proposed sites should be included.
 - Southern Water requested that several water treatment works were added to the list.

What we changed

- 6.11 The list of safeguarded minerals and waste sites has been updated to reflect the current version available on the Hampshire County Council website. This list is correct as of August 2023. The original list was in order of facility type but now is in order of district/borough. The updated list includes the corrections and additions highlighted through the consultation. The list also reflects the update to the proposed allocations in the Proposed Submission Plan.

What does this mean for Hampshire?

- 6.12 Safeguarded sites are protected from encroachment by non-minerals and/or non-waste development and local districts and boroughs are required to consult the relevant minerals and waste planning authority if a proposal may impact on an existing or proposed operation.
- 6.13 The safeguarding of sites is important in maintaining a steady and adequate supply of minerals and a sustainable network of waste management facilities to meet Hampshire's needs.

Appendix C: Implementation and Monitoring Plan

What you said

- 6.14 The key issues raised are set out below:
- Data on Policy 27 needs to be updated.
 - Concerns regarding climate change.

- Additional interested stakeholders should be included.
- Updates to monitoring plan is required following updates to policies.
- Concern regarding the monitoring of the sites once permitted.

What we changed

- 6.15 The Monitoring indicators have been reviewed to ensure they align with the revised policies and that the data is obtainable and measurable. The Triggers have also been reviewed and updated, where necessary.
- 6.16 The Implementation text has also been updated to reflect the changes made to the policies and to ensure that they are compliant with national policy.
- 6.17 The Monitoring Plan is to monitor the effectiveness of the policies. Monitoring of permitted sites is a separate regime, but the information gathered can be used to inform the Monitoring Report.

What does this mean for Hampshire?

- 6.18 Improving the monitoring and implementation of the Plan will help to identify if a review or update is required to ensure the Plan stays effective at delivering the right development in the right place at the right time.

Appendix D: Supporting documents

What you said

- 6.19 The key issues raised are set out below:
- Minerals Background Study: concerns regarding movement of minerals.
 - Waste Background Study: a need to update the data.
 - Sites Proposal Study: additional comments relating to proposed sites.
 - Sustainability Appraisal: commentary on criteria applied and the results of the assessment.
 - Habitats Regulation Assessment: specific comments on potential impacts of the proposed sites.
 - Strategic Flood Risk Assessment: specific comments on potential impacts of the proposed sites.
 - Strategic Transport Assessment: specific comments on potential impacts of the proposed sites.
 - Strategic Landscape and Visual Impact Assessment: specific comments on potential impacts of the proposed sites.
 - Ecological Statement: specific comments on potential impacts of the proposed sites.
 - Heritage Statement: specific comments on potential impacts of the proposed sites.
 - Climate Change Topic Paper: comments regarding Policy 2 (Climate change – mitigation and adaptation).

- Site Restoration Topic Paper: concerns regarding the success of restoration schemes.
- Wharves and Rail Depots Topic Paper: specific comments on proposed sites.
- Duty to Cooperate Statement: comments relating to the impact on communities outside of Hampshire.

What we changed

6.20 Appendix D: Supporting documents has been updated.

6.21 Where applicable, the supporting documents have been updated to reflect latest available data, new information received through the Draft Plan consultation and changes contained within the Proposed Submission Plan.

What does this mean for Hampshire?

6.22 Appendix D is a useful reference point.

Policies Map

6.23 A Policies Map has been prepared to reflect the revised policies in the Proposed Submission (Regulation 19) Plan.

6.24 The Policies Map needs to be representative of the policies in the Plan and a tool for developers, decision-makers and other interested parties such as the public.

What does this mean for Hampshire?

6.25 The Policies Map gives a spatial reference to the policies in the Plan and will be a tool for decision-making. An interactive version will be made available on the website following adoption of the Plan which will help with accessibility.

7. Public Engagement

What you said

- 7.1 The key issues raised are set out below:
- Lack of information to local residents (including those in Dorset e.g. Alderholt)
 - Difficult to draw information from the consultation documents / too much information.
 - The response form was difficult to use.
 - The Tests of Soundness were difficult to work through.
 - Poor quality maps at local events (e.g. footpaths missing).
 - More justification for the sites is required.
 - Insufficient detail of the site proposals / operations has been provided.
 - The developers have not sought the views of local residents.

What we changed

- 7.2 How are looking to improve things going forward:
- We will be giving prior notice of the next consultation and of further stages of Plan-making.
 - Press releases and social media will be used to increase awareness.
 - This 'Have Your Say' document has been prepared to explain the changes made to the Proposed Submission Plan.
 - Documents should also contain 'Non-technical Summaries' where these are appropriate to help break down the information.
 - The Response Form is being reviewed and amended to try and simplify the requirements.
 - The Test of Soundness are a planning requirement and information is provided to explain what these relate to.
 - A Guidance note will be prepared to assist with responses.
 - The maps prepared for the event were to give a background for discussion not a complete view of the issues. However, further consideration will be given to the information to be contained on maps at future events.
 - Justification for why sites have been included in the Plan or ruled out from further consideration is set out in the Proposal Study (and in this 'Have Your Say' document). More detail has been provided following the information gathered during the Draft Plan consultation.
 - It is noted that the level of information provided on site proposals is varied. If a site has been submitted as a planning application, there is generally more detailed information provided. Where sites were submitted for consideration without clear proposals, further information has been sought and any lack of clear proposals are fed into the decision-making process.
 - The engagement of developers with local residents is outside of the control of the Hampshire Authorities, although this is encouraged prior to a planning application being submitted, during the planning application process and once a site gains planning permission (in the form of a Liaison Panel).

Glossary

Adaptation

In relation to climate change, adaptation relates to ensuring that minerals and waste development minimise their effect on climate change through reducing greenhouse gas emissions, sustainable use of resources, using low carbon technologies and avoiding areas vulnerable to climate change.

Agent of Change principle

The Agent of Change principle places the responsibility for mitigating impacts from existing noise-generating activities or uses on the proposed new noise-sensitive development. In other words, the person or business responsible for the change must also be responsible for managing the impact of the change.

Aggregate recycling site

Facilities where hard, inert materials are crushed and screened (filtered) to produce recycled/secondary aggregate of various grades. Aggregates may be produced from construction, demolition and excavation (CDE) waste, or incinerator bottom ash (IBA) from energy recovery facilities.

Area of Outstanding Natural Beauty (AONB)

Areas of countryside considered to have significant landscape value and protected to preserve that value.

Biodiversity Net Gain (BNG)

An approach to development, and/or land management, that aims to leave the natural environment in a measurably better state than it was beforehand.

Capacity

In relation to Policy 17 (Aggregate supply – capacity and source), capacity is the level of provision at existing sites which enables the delivery of aggregate supply.

Chalk

A soft white rock primarily formed from the mineral calcite. One of the uses of this mineral is in agriculture.

Circular economy

A circular economy is an alternative to a traditional linear economy (make, use, dispose) in which we keep resources in use for as long as possible, extract the maximum value from them whilst in use, then recover and regenerate products and materials at the end of each service life.

Clay

A fine-grained, firm earthy material that is plastic when wet and hardens when heated. Consisting primarily of hydrated silicates of aluminium and widely used in making bricks, tiles and pottery.

Climate change

A change in global or regional climate patterns, in particular a change apparent from the mid to late 20th century onwards and attributed largely to the increased levels of atmospheric carbon dioxide produced by the use of fossil fuels.

Climate Emergency

A climate emergency declaration or declaring a climate emergency is an action taken by governments and scientists to acknowledge humanity is in a climate emergency.

Combined heat and power (CHP)

Heating technology which generates heat and electricity simultaneously from the same energy source.

Construction, Demolition & Excavation Waste (CDE)

Waste generated by the construction, repair, maintenance and demolition of buildings and structures. It mostly comprises brick, concrete, hardcore, subsoil, and topsoil but can also include timber, metals and plastics.

Development Considerations

These are issues that need to be met/addressed alongside the other policies in the Plan in the event that a planning application is submitted for development.

Energy from Waste (EfW)

The process of creating energy – usually in the form of electricity or heat but also potentially biofuels from the thermal treatment of a waste source via technologies such as Incineration, Anaerobic Digestion, Gasification or Pyrolysis.

Green Belt

An area designated to provide permanent separation between urban areas. The main aim is to prevent urban sprawl by keeping land permanently open; the most important quality of Green Belt is its openness.

Heavy Goods Vehicles (HGV)

A vehicle that is over 3,500kg unladen weight and used for carrying goods.

Inert Waste

Waste that does not go under any significant physical, chemical or biological changes.

Landbank

A measure of the stock of planning permissions in an area, showing the amount of unexploited mineral, with planning permissions and how long those supplies will last at the locally derived rate of supply.

Local Transport Plan (LTP)

A statutory plan detailing the future transport approach in a given area.

Low-level Radioactive Waste (LLW)

Low Level Waste (LLW) is the lowest activity category of radioactive waste. It is classified as waste containing radioactive materials other than those acceptable for disposal with ordinary refuse, but not exceeding 4GBq per tonne of alpha or 12GBq per tonne of beta/gamma activity. Low-level wastes include metals, soil, building rubble and organic materials, which arise principally as lightly contaminated miscellaneous scrap. Metals are mostly in the form of redundant equipment. Organic materials are mainly in the form of paper towels, clothing and laboratory equipment that have been used in areas where radioactive materials are used – such as hospitals, research establishments and industry. LLW contains radioactive materials other than those acceptable for disposal with municipal and general commercial or industrial waste. A sub-category of LLW is Very Low Level Waste (VLLW).

Marine-won aggregates

Sand and gravel that is dredged from the seabed.

Minerals and Waste Planning Authorities (MWPA)

The local planning authorities (County and Unitary Councils) responsible for minerals and waste planning.

Mitigation

The reduction of something harmful or the reduction of its harmful effects.

National Planning Policy Framework (NPPF)

The National Planning Policy Framework sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally prepared plans for housing and other development can be produced.

Net zero

Refers to achieving carbon neutrality by balancing carbon emissions with carbon removal or simply eliminating carbon emissions altogether.

National Planning Policy for Waste (NPPW)

This document sets out the government's detailed waste planning policies. It should be read in conjunction with the National Planning Policy Framework.

Non-hazardous waste

Waste permitted for disposal at a non-hazardous landfill. It is not inert or hazardous and includes the majority of household and commercial wastes.

Oil and gas

Oil and gas are non-renewable resources.

Planning Practice Guidance (PPG)

A web-based resource which brings together planning guidance on various topics into one place. It was launched in March 2014 and coincided with the cancelling of the majority of Government Circulars which had previously given guidance on many aspects of planning.

Rail depot

A railway facility where trains regularly stop to load or unload passengers or freight (goods). It generally consists of a platform and building next to the tracks providing related services.

Recovery

Any operation the principal result of which is waste serving a useful purpose by replacing other materials which would otherwise have been used to fulfil a particular function, or waste being prepared to fulfil that function, in the plant or in the wider economy.

Recycling

The series of activities by which discarded materials are collected, sorted, processed and converted into raw materials and used in the production of new products. Any recovery operation by which waste materials are reprocessed into products, materials or substances whether for the original or other purposes. It includes the reprocessing of organic material but does not include energy recovery and the reprocessing into materials that are to be used as fuels or for backfilling operations.

Restoration

The process of returning a site to its former use or restoring it to a condition that will support an agreed after-use, such as agriculture or forestry.

Safeguarding

The method of protecting needed facilities or mineral resources and of preventing inappropriate development from affecting it. Usually, where sites are threatened, the course of action would be to object to the proposal or negotiate an acceptable resolution.

Sharp sand and gravel

Coarse sand and gravel suitable for use in making concrete.

Silica sand

Also known as industrial sand, contains a high proportion of silica in the form of quartz. It is produced from unconsolidated sands and crushed sandstones and is used for applications other than as construction aggregates.

Site allocations

Specific sites are identified for minerals and waste activities in the Plan where there are viable opportunities, have the support of landowners and are likely to be acceptable in planning terms.

Soft sand

Fine sand suitable for use in such products as mortar, asphalt and plaster.

Statement of Community Involvement

A Local Development Document which sets out the standards the Planning Authority intends to achieve when involving the community in preparing Local Development Documents, or when making a significant development management decision. It also sets out how the Authority intends to achieve these standards. A consultation statement must be produced showing how the Authority has complied with its SCI.

Waste

The Waste Framework Directive 75/442 (as amended) defines waste as 'any substance that the holder discards or intends or is required to discard'.

Waste arisings

Waste generated within a specified area.

Waste hierarchy

The aim of the waste hierarchy is to extract the maximum practical benefits from products and to generate the minimum amount of waste. The revised Waste Framework Directive introduces a changed hierarchy of options for managing waste. It gives top priority to preventing waste. When waste is created, it gives priority to preparing it for re-use, followed by recycling, then other recovery such as energy recovery, and finally disposal (for example landfill). The Waste (England and Wales) Regulations 2011 apply the requirements for the waste hierarchy.

Wharf

A landing place or pier where ships may tie up and load or unload.

A summary of this document can be made available in large print, in Braille or audio cassette. Copies in other languages may also be obtained. Please contact Hampshire County Council by email HMWP.consult@hants.gov.uk or by calling 01962 846746.

HAMPSHIRE COUNTY COUNCIL

Report

Decision Maker:	Cabinet
Date:	12 December 2023
Title:	Annual Safeguarding Report - Children's Services 2022-23
Report From:	Director of Children's Services

Contact name: Stuart Ashley

Email: Stuart.ashley@hants.gov.uk

Purpose of this Report

1. The purpose of this report is to provide an annual update to Cabinet on safeguarding children activity within Children's Services during 2022/23.

Recommendation(s)

2. That Cabinet notes the positive progress and continued consistently high performance with regards to safeguarding children in Hampshire.
3. That Cabinet note the commitment of a wide range of Children's Services officers in achieving this level of performance.
4. That Cabinet receives further updates on safeguarding on an annual basis.

Executive Summary

5. This report seeks to identify key national developments, summarises performance and activity levels, and details a number of key local developments and future priorities. The report mainly uses data from the financial year 2022/23 but supplements this with more recent data where it is useful to do so.
6. The report provides assurance that whilst demand for children's social care services continues to increase year on year, the response to the safeguarding of vulnerable children is both robust and timely. New and emerging risks to children are identified and addressed collaboratively with partners and the

wider transformation of children's social care will deliver a modern social work service fit for the future challenges over the next decade.

Contextual information

7. Cabinet will recall the Inspection of Local Authority Children's Services (ILACS) that, local authorities are subject to standard and short inspections depending on their previous Ofsted judgement. Inspections since the introduction of the ILACS:
 - 7.1. **November 2018** - Hampshire was subject to a focused visit, inspecting children subject to a child protection plan, including the quality and impact of pre-proceedings intervention under the Public Law Outline (PLO). Hampshire had received a very positive letter from Ofsted following this visit.
 - 7.2. **April and May 2019** - Hampshire was subject to a full ILACS inspection. Report to Council dated 15 July 2019 refers to this inspection. This inspection judged Hampshire to be outstanding overall and across the other three areas of judgement.
 - 7.3. **November 2021** – Hampshire volunteered to pilot a new Joint Targeted Area Inspection (JTAI). The focus of this inspection was multi agency Safeguarding arrangements across all partners, working from initial contact through to a CIN/CP decision. The inspection involved inspectors from Ofsted, CQC (Care Quality Commission) and HMICFRS (Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services). The partnership received a very positive outcome letter following this visit.
 - 7.4. **February 2023** – Hampshire was subject to a focused visit, inspecting children in care. Hampshire received a very positive letter from Ofsted following this visit. There were only three improvement actions:
 - The timeliness of initial and review health assessments for children.
 - Independent reviewing officer workloads.
 - The voice of the child in the corporate parenting comm
8. It is worth noting that each of these inspections were rooted in safeguarding and have fully tested Hampshire's safeguarding practice, alongside testing the front door process within the Multi Agency Safeguarding Hub (MASH).

Finance

9. There are no financial recommendations in this report although the issue of the continued rise in cost (price) of placements for children in care in the independent sector, is a key pressure for the County Council.

National Developments

10. Child exploitation

- 10.1. There are clear links between child exploitation and those children who are trafficked and/or that go missing. The term 'exploitation' includes the following risk areas: child sexual exploitation (CSE), online exploitation, criminal (CCE) exploitation, Modern Day Slavery and including local drug networks, county lines, drug related harm, knife crime and serious violence; as well as other forms of exploitation that involve coercion and control such as radicalisation and extremism; forced marriage, female genital mutilation. Child exploitation work remains a significant area of activity.
- 10.2. The Hampshire, Isle of Wight, Portsmouth & Southampton (HIPS) Child Exploitation Group is a strategic multi- agency group, covering the HIPS areas. The group developed the HIPS Child Exploitation Strategy, which sets out how all agencies will work together to ensure the most effective and coordinated response to identify and protect children at risk of exploitation both within and across the HIPS Local Safeguarding Children Partnership (LSCP) areas.
- 10.3. A HIPS Operational Child Exploitation Group provides strong operational links and dissemination routes in and out of the strategic group, and links into Hampshire district led Missing Exploited and Trafficked (MET) operational subgroups. These ensure the identification, support, safeguarding and diversion of children who are at risk of, or being exploited within Hampshire's districts.
- 10.4. The latest available data for children who go missing in Hampshire, be that from home or for those in care, shows an increase in children going missing as well as an escalation in the number of missing episodes. There remains a robust and effective response from CSD and Hampshire Constabulary. Hampshire CSD have employed two specialist workers (based in Willow) who monitor missing children on a daily and weekly basis and work with district teams to ensure appropriate safeguards are in place to prevent repeat occurrences, they support return conversations and monitor the most frequent and at-risk missing children. Hampshire Constabulary, as part of a restructure, have set up a new team to address and find high risk missing children and adults. This is an important area of work and one that Ofsted gives significant scrutiny to.
- 10.5. County lines and local drug networks remain an increasing concern for Hampshire Children's Services. All agencies and professionals contribute to tackling this form of exploitation, with more specialist work being undertaken by the Hampshire Police MET Team and the Hampshire Children's Services specialist Willow Team. Willow is a multi-agency team consisting of specialist social workers, CFSWs, health professionals and Catch 22 substance misuse workers who all work closely with Hampshire Constabulary to protect the highest risk children.
- 10.6. Willow strives to be innovative and has won tenders for a Young Women & Girls Worker and has set up a devolved decision-making pilot for referrals coming into the National Referral Mechanism. Together with Hampshire Constabulary there is a coordinated deployment of these specialist

resources to identify networks, ensuring the safeguarding of the most vulnerable children and the disruption of drug distribution activity.

Performance and Activity Levels

11. Workloads, as evidenced in contacts, referrals and safeguarding activity, continue to be high with 11,517 cases open to Children’s Social Care as at the end of June 2023. The table below sets out the trends over the last five years including the source of referrals received via the Multi Agency Safeguarding Hub (MASH).

12. Contacts and referrals

12.1. The total number of contacts as at 31 March 2023 (170,200) is 11% higher than the total received at 31 March 2022 (153,033). This is indicative of the continuing pressures across the child protection system which is reflected nationally. With schools reopened, education has retaken its traditional position as highest referrer at 30.61%, with police in second highest referrer position (21.62%). These percentages have remained fairly consistent over the last three years. Note, as indicated by * in the table, the source of the referral is collated only for those referrals that require assessment hence the numerical discrepancy.

Contact and Referrals	2018-19		2019-20		2020-21		2021-22		2022-23	
	Denom	Value	Denom	Value	Denom	Value	Denom	Value	Denom	Value
Number of initial contacts		117188		125413		126153		153033		170200
Number of referrals		40014		44434		48826		60761		62952
Referral source*: Individual	1906	10.40%	2303	11.39%	2484	11.41%	2694	9.67%	2987	9.64%
Education	4432	24.10%	5007	24.76%	4230	19.43%	7468	26.82%	9482	30.61%
Health Services	3063	16.60%	3656	18.08%	4259	19.57%	5101	18.32%	5800	18.72%
Housing	188	1.00%	248	1.23%	181	0.83%	255	0.92%	240	0.77%
Local Authority Services	1661	9.00%	1600	7.91%	1856	8.53%	1980	7.11%	2110	6.81%
Police	4559	24.80%	4585	22.68%	5803	26.66%	6958	24.99%	6698	21.62%
Other legal agency	593	3.20%	696	3.44%	884	4.06%	1087	3.90%	1300	4.20%
Other	1248	6.80%	1262	6.24%	1166	5.36%	1418	5.09%	1480	4.78%
Anonymous	495	2.70%	531	2.63%	643	2.95%	633	2.27%	622	2.01%
Unknown	263	1.40%	332	1.64%	2	0.01%	2	0.01%	0	0.00%
Not recorded	0	0.00%	0	0.00%	258	1.19%	252	0.90%	260	0.84%

13. Section 47 (child protection) investigations and assessments

Section 47 and Assessments	2018-19		2019-20		2020-21		2021-22		2022-23	
	% of S47 going to conference	4317	40.60%	5035	31.40%	6048	28.01%	7948	20.55%	8439
Assessment Timeliness	18003	90.90%	19712	92.61%	15924	95.30%	21188	95.90%	22166	95.10%

13.1. With regards to assessments, as can be seen in the table above, the percentage of child protection investigations (section 47 investigations) which progress to an initial child protection conference over a year, has reduced slightly in comparison to 2021-22 although the number of investigations has increased. We remain satisfied with the consistent application of thresholds both within MASH and in districts teams which has been endorsed by the positive inspection by Ofsted less than a year ago. We are confident through our quality assurance and performance work that cases requiring an Initial Child Protection Conference (ICPC) are appropriately progressed.

13.2. The timeliness of completing a Child and Family Assessment (C&FA) since their introduction in 2014-15, is a very positive picture given the large number of assessments undertaken over the last year. This has not fallen from the 90s for the last four years and is higher than the majority of other local authorities in the region.

14. Child Protection Plans (CPP)

14.1. As detailed above, work within the child protection planning process remains robust with numbers showing a decline from the end of March 2018, but an increase more recently due to the Covid pandemic. The previous positive reduction was considered to be as a result of more effective interventions with children and families at the Child in Need level, meaning less cases are escalated to a child protection plan because risks are addressed earlier. The increase is as a result of additional pressures on families as a result of Covid 19 due to the withdrawal of some services and leading to an increase in the complexity of cases and the cost of living crisis.

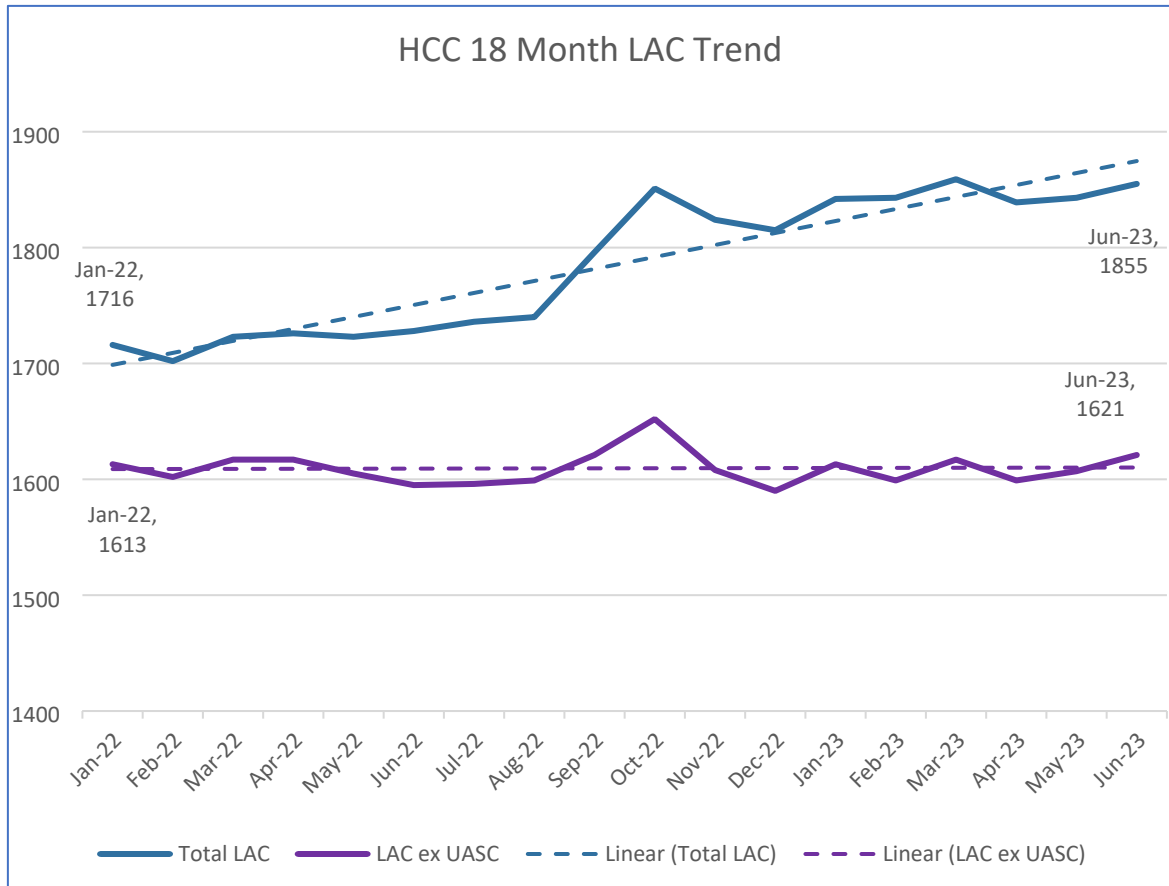
14.2. The number of children subject to a plan for neglect remains in the 50-70 percent (although a word of caution in that categorisation between neglect and emotional abuse can be variable, and neglect while present may not be the main presenting factor). Hampshire Safeguarding Children Partnership (HSCP) launched its Neglect Strategy in October 2016 and again in 2021, and this continues to help professionals better identify neglect.

14.3. A low percentage of child protection plans are lasting beyond two years (which is good as it indicates proactive work) and relatively few require a repeat plan within two years. The number of timely visits made within the required dates remains a significant strength of the service and reinforces that children are being seen and kept safe.

15. Full Time Children Looked After (CLA)

Full Time Children Looked After (CLA)	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23
No of full time CLA	1339	1305	1440	1592	1664	1602	1656	1725	1855

15.1. With regards to children in care, the number has increased by 130 (7.5%) over the last 12 months, however this is due to an increase in Unaccompanied Asylum Seeking Children (UASC). There are 1,619 CLA when we exclude UASC. UASC now make up 12.9% (239) of the total cohort, whereas 18 months ago in March 2022 this was around 6% (106) of the cohort. It should be noted that the ability to keep children safely at home through high quality social work practice has meant that the underlying trend of CLA has remained broadly static.



15.2. The financial cost of CLA is significantly affecting the financial challenges the Council is facing.

15.3.

	Apr-Jun 2020	Jul-Sep 2020	Oct-Dec 2020	Jan-Mar 2021	Apr-Jun 2021	Jul-Sep 2021	Oct-Dec 2021	Jan-Mar 2022	Apr-Jun 2022	Jul-Sep 2022	Oct-Dec 2022	Jan-Mar 2023	Apr-Jun 2023
Entering full time care	158	166	152	157	156	155	192	136	173	191	182	195	151
Leaving full time care	107	136	184	139	176	134	147	113	154	141	160	148	147
Net increase	51	30	-32	18	-20	21	45	23	19	50	22	47	4
Of those new into care children PwP	25	23	24	27	20	13	16	8	5	24	27	25	17
Of those new UASC	0	20	4	7	3	7	46	18	49	45	65	35	7

15.4. It should be noted that there is of course significant churn throughout the year of the children in care population. Nationally the picture of demand continues to outstrip the supply of placements for children in care, and the costs of placements are rising significantly. The increasing complexity of the children coming into the care system has meant additional costs associated with their placements. There is no doubt that the paucity of mental health services for some children has led to them coming into the care system. The costs (or more accurately, the price) of those placements continue to rise year on year. Significant work is carried out by our Placement Commissioning team (such as working through framework contracts and contract specification) to ensure that Hampshire achieves the best value that it can in what is an 'overheated' market.

16. Hampshire UASC Arrivals

16.1. As at 30 June 2023 the total number of UASC (under 18 years) looked after by Hampshire is 227. (NB the figure as at October stands at over 284.)

UASC Arrivals	Apr-Jun 2020	Jul-Sep 2020	Oct-Dec 2020	Jan-Mar 2021	Apr-Jun 2021	Jul-Sep 2021	Oct-Dec 2021	Jan-Mar 2022	Apr-Jun 2022	Jul-Sep 2022	Oct-Dec 2022	Jan-Mar 2023	Apr-Jun 2023
Quarterly Data	0	18	4	7	3	7	46	18	49	46	65	35	7

UASC Care Leavers	Apr-Jun 2020	Jul-Sep 2020	Oct-Dec 2020	Jan-Mar 2021	Apr-Jun 2021	Jul-Sep 2021	Oct-Dec 2021	Jan-Mar 2022	Apr-Jun 2022	Jul-Sep 2022	Oct-Dec 2022	Jan-Mar 2023	Apr-Jun 2023
Period End	335	341	347	363	365	369	402	417	423	438	493	552	568

16.2. The table above shows the number of UASC Care Leavers at each period end. There has been a 69.6% increase in the number of UASC care leavers since June 2020 (233), which is to be expected given the age demographic of UASC arrivals with an average age of 17 years.

16.3. Since July 2016, Hampshire has been proactive in the National Transfer Scheme (NTS). The scheme became mandatory for Local Authority's in April 2021, with an expectation that we accept 0.1% of the total child population; for Hampshire, this totals 281. Hampshire continues to adopt a proactive, forward-leaning approach to receiving children through the scheme and responding to need. This has led to a review of the working practices, most notably, the creation of two Refugee Teams in February 2023. The Refugee Teams have been receiving case allocations from NTS and 'spontaneous arrivals' from around the county. Running in parallel with

the recruitment of practitioners, the Teams have been transferring cases from district teams, a process which is nearing its conclusion.

- 16.4. In June 2023, our care extended to 225 separated children (U18) in Hampshire and 389 care leavers.
- 16.5. The majority of the children are placed in independent fostering agency (IFA) placements and a significant number are placed outside of Hampshire, in order that we can better meet their cultural and individual needs. The age range is from 11 years old and the significant majority are males. They will need to be looked after by the local authority until they reach 18 years and will then have care leaver status with continuing support from the local authority until they are 25 years of age. Whilst the Home Office provide set funding for UASC, an Association of Directors of Children's Services report evidenced that the funding only covers 50% of the actual costs to the local authority. It should also be noted that around 30% of UASC will not be given leave to remain in the UK and as such will have 'no recourse to public funds' requiring the local authority to entirely fund all of their living costs until they reach 25 years of age.
- 16.6. Given the rise in activity in respect of UASC a specialist UASC team has been set up, specifically to support UASC and former care leaver UASC in Hampshire.

Consultation and Equalities

17. There is no adverse impact on equalities and no consultation is required.

Other Key Issues

18. Recruitment and retention

- 18.1. The recruitment and retention of social workers continues to be a key issue. This is a national challenge which is particularly acute in the South East region.
- 18.2. The retention of children's social workers is a significant challenge for Hampshire as it is all local authorities and can undermine the work being undertaken to bring new staff into the service. In the last 12 months, turnover amongst children's social workers has stabilised from an increase in the previous 12 months, remaining at 20.6%. This challenge is shared by other local authorities and reflects changes in the wider recruitment market following the pandemic.
- 18.3. The Independent Review of Children's Social Care has afforded us the opportunity to employ and use alternatively qualified professionals to support children and families. We have introduced the role of Family Practitioners who are differently qualified case-holding professionals in our statutory teams. We have had some success in recruiting differently qualified professionals, as evidenced with the Intensive Workers. This

change will increase the capacity of our Qualified Social Workers across our teams.

- 18.4. There is a proactive recruitment strategy in place which utilises a positive partnership with Community Care, through regular national and local marketing targeted campaigns and advertisements. This is alongside events such as Social Work in the South, and Community Care Live.
- 18.5. We are focussing on direct recruitment of graduates from universities to our highly regarded newly qualified social worker programme, utilising the National Step Up to Social Work Programme and over the last three years have successfully supported staff through the Social Work Apprentice programme, with the first cohort graduating in August 2022. When this scheme began it was fairly unique, but most local authorities now offer similar schemes, which means it is now more difficult to recruit to cohorts.
- 18.6. Given the challenges in recruitment and retention, there is a need to be more ambitious in growing our own social workers. There is a range of highly skilled and experienced differently qualified workers currently employed within the department. We have increased our intake to the apprentice scheme from 10 to 30 per year.
- 18.7. We have increased our activity in overseas recruitment utilising an employment agency to assist in the recruitment of 25 social workers over the last year and a further 25 over the coming year.

19. Transforming Social Care (TSC) in Hampshire

- 19.1. Safeguarding Reports have provided an overview of what has TSC has achieved within phases 1 and 2.
- 19.2. TSC phase 3 has supported the delivery of a new system to improve the quality and consistency of Personal Education Plans (PEPs), and has undertaken several service reviews, including: Family Time Service, Virtual School, Virtual College, Volunteers Service and completed a project with the Family Connections Service.
- 19.3. TSC is focusing resource on a range of workstreams, including extending the scope and range of services delivered through the Family Help model, continuing the development of the Specialist Intensive Worker Hubs, and to ensure we are providing efficient and effective support to meet the needs of Children with Disabilities.
- 19.4. Responding to the recommendations outlined in the Care Review, TSC is leading on the development of the new Family Help model. Family Help will bring together a range of services, delivered within the community, to families across both targeted early help and children in need. The new model is set to launch in January 2024. Further detail on this transformation project can be seen below:

Family Help

19.5. A key element within The Independent Review of Children's Social Care, and supported in the government paper 'Stable Homes, Built on Love', was the introduction of the 'Family Help' model. This model brings together a range of services delivered to families across both targeted early help and children in need.

19.6. The vision for Family Help is for new local, community-based teams. These teams will be sited within the community they support which will enable and facilitate easier and quicker access to services, therefore meeting the family's needs as early as possible.

19.7. For Hampshire this initially means that our Family Support Service and Childrens Assessment and Safeguarding Teams will be brought together. The new Family Help model will be implemented in Hampshire from January 2024.

Hampshire's model is being developed within a phased and iterative approach:

Phase 1.1 – The introduction in January 2023 of a new differently qualified case holding role, that of the Family Practitioner. These workers have initially been recruited in CAST and will transition into the new Family Help teams in January 2024.

Phase 1.2 - Has focused on the development of Family Help teams; there will be 34 in total, each geographically sited to cover specific wards within districts. The aligned of these teams within specific areas will enable the delivery of local support as prescribed in the government paper 'Stable Homes Built on Love'.

19.8. The vision is to further develop the model and to bring other social care teams and services together into wider Family Help service, creating a seamless journey for families as their needs and levels of risks change.

19.9. The new model is being developed on the basis that there will be positive impacts and outcomes for children and their families:

- More children remain safely at home.
- Families will receive the right support, by the right professional for the right amount of time.
- Families will experience fewer transition points with professionals 'stepping into' a family as needs require rather than moving a family onto a new team or service.
- Families will be able to access services more easily as they will be within their local community, ultimately delivered through community hubs with partners which will facilitate the de-stigmatisation of families seeking support.

20. Youth Justice Service

20.1. During the last year Hampshire Youth Justice Service (HYJS) has continued to deliver youth justice and youth crime prevention to the children of Hampshire.

20.2. Progress against last year's plan is as follows:

- Developing further the participation of children in our service.
- Ensuring all staff have an awareness of the actions they need to take to address any disproportionate representation of children from other minority ethnic groups.
- Reducing the number of first-time entrants to the criminal justice system to its lowest point ever.
- Developed practice in relation to the assessment of risk of harm to others.

21. The delivery plan for 2023/24 includes:

- Continuing to build on progress this year in the participation of children in Youth Justice.
- In partnership, tackling serious youth violence.
- Continuing to develop Youth Diversionary activity.
- Widen our work on disproportionality to include other diverse groups.

22. Sector Led Improvement

22.1. For many years, Hampshire has a strong reputation for being a leading provider of sector led social work improvement, support and advice to other local authorities across the region, nationally and internationally. This work is commissioned from three main sources. Hampshire successfully bid to be a part of the Department for Education's Sector Led Improvement Programme (SLIP) from 2021-24, one of a handful of local authorities nationally providing social work improvement advice and expertise. Our SLIP work over this past year has supported improvement in several authorities including Buckinghamshire, West Sussex, Southampton (all of whom now have improved Ofsted inspection ratings), Reading and Bournemouth, Christchurch and Poole (BCP). Secondly, Hampshire co-ordinates and leads the sector led improvement peer support improvement work through the South East Sector Led Improvement Partnership (SESLIP), comprising all nineteen authorities in the south east. In addition to the SLIP and SESLIP work, Hampshire has continued to work with the Foreign, Commonwealth and Development Office (FCDO) to undertake some specific social work improvement support with the British Overseas Territories. Currently this work is ongoing with St Helena, Ascension Island and Tristan da Cunha.

22.2. Given the increased demand in Hampshire Children's Services which reflects the increase nationally, careful consideration will need to be given to

our future support of other Local Authorities to ensure that it does not adversely impact on the children of Hampshire. A small central team of social work managers has been established with the income from this work, to support capacity in this area. As with all work undertaken in other authorities, there is always positive learning gained to further improve services in Hampshire. The benefits to Hampshire are significant and enable both staff and services in Hampshire to be continuously improved. Ofsted commented in 2019 that, 'Leaders recognise the benefits that come from being an improvement partner, not only in creating income, but also in the learning that is gained from other local authorities and from keeping its own staff stimulated and stretched'

Future Challenges and Operational Priorities

23. The future challenges and priorities can be summarised as follows (this is not an exhaustive list and the history of this type of work is that new priorities will continue to emerge in much the same as child exploitation and county lines):

23.1. The full long-term impact of the pandemic is not yet known. Children's social care have seen a sustained increase in referrals over the last 2 years of over 30% compared to pre-pandemic levels. It is not yet known how long that will continue but experience shows us this might now be the new normal level of demand going forward. At this stage the increase in demand has not led to a similar increase in the numbers of children coming into care due to the effective practice of our front-line staff and the success of our transformation activity.

23.2. The costs associated with the placements for looked after children will continue to be a significant pressure for the County Council. Significant additional corporate funding has already been given to the department, but as demand increases and the supply of placements comes under further pressure, inevitably costs will rise. Our Modernising Placements Programme aims to increase our numbers of Hampshire County Council foster carers, thereby reducing costs in the longer term.

23.3. It should be noted that the challenges faced within the placement market are significant. There are well acknowledged shortfalls in available beds both within the secure welfare estate and in Tier 4 psychiatric provision which compound the issue for social care. In terms of residential provision, demand is outstripping current supply which is resulting in escalating pricing and providers able to select from a multitude of referrals for each available bed, with a local provider referencing over 100 referrals per available bed. The Competitions and Market Authority report identifies the inflated profit margins within external placement suppliers. Hampshire is fortunate to have in house provision, which regularly supports the most hard to place young people but the placements issue remains a significant challenge.

23.4. It is essential that our transformation work continues at pace to keep more children at home, where it is safe and appropriate to do so. Transforming children's social care will deliver a modern social work service fit for the future challenges over the next decade. Where children do come into care,

our Modernising Placements Programme, will ensure children have the right placement to meet their needs.

- 23.5. Child exploitation, in all its forms, continues to be an increasing area of work, particularly the 'County Lines' issues. Although Hampshire is well placed to meet these challenges, it is important that we remain vigilant and responsive, working in tandem with partners to protect children.
- 23.6. The recruitment and retention of social workers will continue to need to be addressed.

Climate Change Impact Assessment

24. Hampshire County Council utilises two decision-making tools to assess the carbon emissions and resilience impacts of its projects and decisions. These tools provide a clear, robust, and transparent way of assessing how projects, policies and initiatives contribute towards the County Council's climate change targets of being carbon neutral and resilient to the impacts of a 2°C temperature rise by 2050. This process ensures that climate change considerations are built into everything the Authority does.

25. **Climate Change Adaptation and Mitigation.** The carbon mitigation and climate change adaptation tools were not applicable because this report is to provide details of Children's Services safeguarding activity and does not recommend changes or require any decisions which would have any climate change considerations. However, this does link to other strategic priorities as listed in the relevant section at the end of the document. Children's Services are aware of the importance of climate change and plan for this in new projects.

26. **Carbon Mitigation.** The carbon mitigation and climate change adaptation tools were not applicable because this report is to provide details of the contribution of Children's Services safeguarding activity and does not recommend changes or require any decisions which would have any climate change considerations. This report is not relevant as above. Children's Services regularly feedback to the Corporate Climate Change Action Plan.

Conclusions

27. Throughout 2022/23 there continued to be a highly effective strategic response to the safeguarding of vulnerable children and a robust operational response, tested via external validation from the Ofsted inspection in November 2021 and February 2022.

**REQUIRED CORPORATE AND LEGAL INFORMATION:
Links to the Strategic Plan**

Hampshire maintains strong and sustainable economic growth and prosperity:	yes
People in Hampshire live safe, healthy and independent lives:	yes
People in Hampshire enjoy a rich and diverse environment:	no
People in Hampshire enjoy being part of strong, inclusive communities:	yes

Section 100 D - Local Government Act 1972 - background documents	
<p>The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)</p>	
<u>Document</u>	<u>Location</u>
None	

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic that are different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

2. Equalities Impact Assessment:

This report is for Cabinet to note Hampshire County Council's progress and performance with regards to safeguarding vulnerable children. As such it creates no disadvantage or inequality and the activity described serves to reduce inequality for some of the county's most vulnerable children.

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Cabinet
Date:	12 December 2023
Title:	Annual Safeguarding Report – Adults’ Health and Care 2022-23
Report From:	Director of Adults’ Health and Care and Deputy Chief Executive

Contact name: Jess Hutchinson, Principal Social Worker and Assistant Director, Younger Adults

Email: Jessica.hutchinson@hants.gov.uk

Report purpose

1. The purpose of this report is to provide an annual update in respect of the local authority statutory duty to safeguard vulnerable adults.

Recommendations

2. It is recommended that Cabinet:
 - Notes the positive progress and strong performance of the Directorate to keep adults at risk safe from abuse and/or neglect, whilst acknowledging ongoing risks to fulfilling statutory safeguarding duties, including as a result of increased numbers of safeguarding concerns being reported.
 - Notes the commitment of a wide range of Adults’ Health and Care staff, and wider partner agencies, to delivering robust safeguarding arrangements in Hampshire.
 - Notes the contribution of the Hampshire Safeguarding Adults Board (HSAB) to safeguarding strategy, assurance, and the development of policy across the four local authority areas of Hampshire, Portsmouth, Southampton, and the Isle of Wight.

Executive Summary

3. This report provides an update on the work of the Adults’ Health and Care Directorate, and of the Hampshire Safeguarding Adults’ Board respectively, to safeguard vulnerable adults.
4. The Directorate has seen an increasing number of reported safeguarding concerns, which is a trend seen elsewhere nationally. An extensive programme of safeguarding practice improvement has served to ensure section 42 enquiries are undertaken and recorded to confirm that risks are

managed, and people are kept safe. Hampshire's section 42 enquiry rates are now within similar parameters of comparator local authority areas.

Safeguarding practice has also been further strengthened through an enhanced training offer, continued development of the Senior Social Worker role, continued use of a safeguarding practice audit tool (QAF) and a safeguarding activity dashboard to enable trends to be identified and highlighting opportunities for further development.

5. Improvement actions are implemented in response to key learning from Safeguarding Adult Reviews and serious incidents. In the past year this has included:
 - a. Increased delivery of direct practice support from the Strategic Safeguarding Team to identified community teams.
 - b. Further development of the Risk Assessment and Escalation Framework.
 - c. Design of new safeguarding recording format in CareDirector to support good practice, and the launch of pro-forma ahead of CareDirector rollout to replicate this improved format.
6. The Directorate has continued to work with wider partners to undertake Large Scale Safeguarding Enquiries, with six opened by the Directorate in the 12 months to September 2023.
7. The government has announced an indefinite delay to implementation of the Liberty Protection Safeguards (2019). Local partnerships have shifted focus to streamlining and strengthening the current safeguards. In the absence of new safeguards, a large waiting list is likely to remain; this is in keeping with other local authorities of a similar size and demographic.
8. The Client Affairs Service continues to operate an effective service to its 1,000 clients and deliver services on behalf of Southampton City Council.
9. In keeping with the County Council's Modern Slavery Statement, the Directorate has continued to progress actions to raise awareness of modern slavery, including through the delivery of training and guidance for staff.
10. There is a continued focus on Domestic Abuse, with new guidance published and training commissioned.
11. In line with its statutory duty under the Care Act, the Hampshire Safeguarding Adults Board (HSAB) published its [2022-23 Annual Report](#) setting out key areas of progress and achievements against its 2022 – 2025 [Strategic Priorities](#). The Board developed an Operational Plan to support delivery of the strategic priorities. The Annual Report covers the first-year delivery of this plan. The HSAB also responded to further growth in the number of Safeguarding Adult Review referrals and commissions.
12. As part of its assurance and oversight of adult safeguarding activity, HSAB continues to review and update its Risk Register. The Board continues to scrutinise and seek assurance regarding the performance of the South-Central Ambulance Service following CQC inspection of the service's

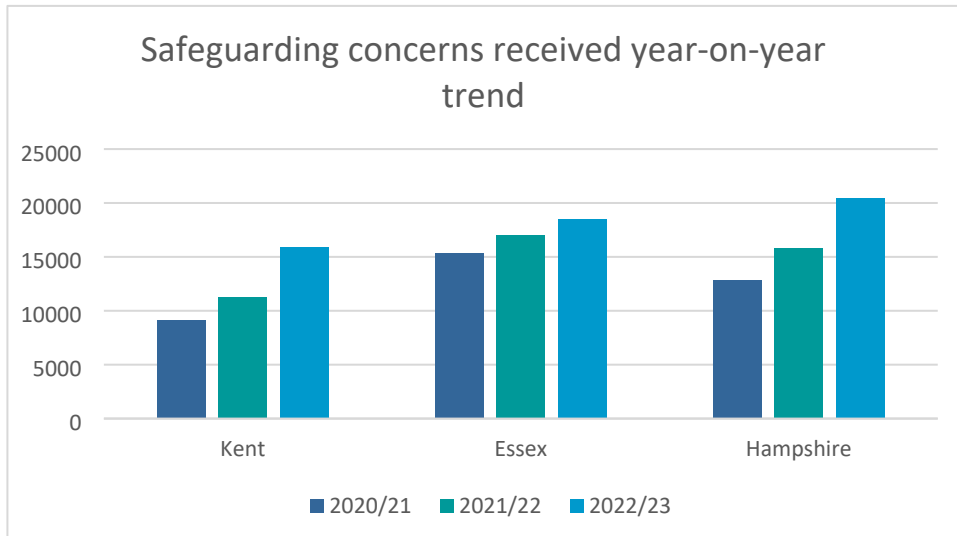
Emergency Operations Centre. The Risk in relation to The Gosport War Memorial Hospital has been removed following Board approval.

Contextual information

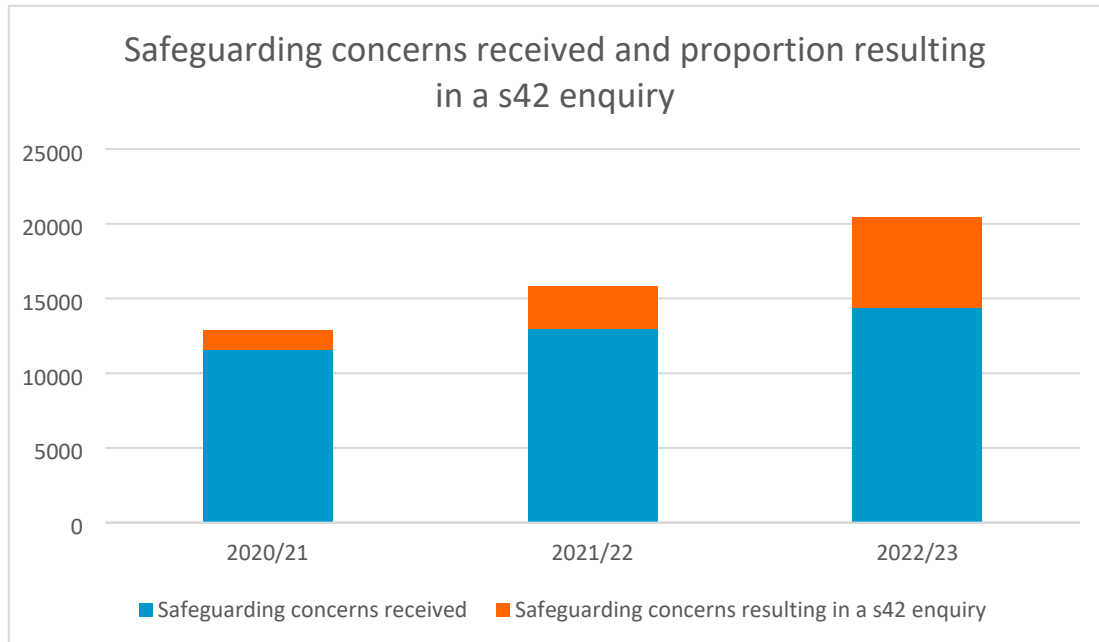
13. This report provides an update on the work of the Adults' Health and Care Directorate, and of the Hampshire Safeguarding Adults Board respectively, to safeguard vulnerable adults.
14. The main statutory safeguarding responsibilities for local authorities, Police and the NHS are covered by the Care Act 2014 and subsequent statutory guidance. The Care Act 2014 Statutory Guidance defines safeguarding as 'protecting an adult's right to live in safety, free from abuse and neglect'. A person with care and support needs living in Hampshire who is at risk of, or experiencing, abuse or neglect, and is unable to protect themselves, can access safeguarding support irrespective of their eligibility for services. A safeguarding concern is raised where there is reasonable cause to suspect that an adult who has, or may have, needs for care and support is at risk of, or experiencing, abuse or neglect (Care Act 2014, Section 42 (1) (a) and (b)).
15. Statutory responsibility for oversight of Hampshire's local system safeguarding arrangements rests with the Hampshire Safeguarding Adults Board (HSAB). The main objective of the HSAB is to assure itself that local safeguarding arrangements and partners act to help and protect adults in its area who meet safeguarding criteria. The HSAB achieves this by working closely with wider Adults' and Children's Safeguarding Partnerships.

Safeguarding Improvement

16. Under the leadership of the Principal Social Worker, the Strategic Safeguarding Team has continued a programme of safeguarding practice improvement started in 2021/22. Throughout this period, there have been increasing numbers of safeguarding concerns received by the Directorate, which is a trend also being observed in comparator local authorities. Safeguarding concerns were most often received by the Multi-Agency Safeguarding Hub (MASH) but some also came directly to hospital and community teams.



17. A two-year programme commenced in 2022 to support continued safeguarding practice improvement included a requirement for all operational staff to complete relevant training to ensure their knowledge is fully up to date. At this midway point, 45% of staff in scope have completed their training, 6% have partially completed their training, and 11% have booked their training, with the remainder still to book and complete their training. A training dashboard enables managers to see clearly which staff have attended individual training courses.
18. The safeguarding practice improvement programme has successfully addressed a key priority to respond to more safeguarding concerns through formalised section 42 enquiries to manage risks and keep people safe. This has seen the total number of section 42 enquiries commenced rising to 540 per 100,000 adults in Hampshire (an increase of 119 in 2020/21;420 per 100,000). This reflects a continued focus on professional practice alongside the increased identification of concerns being seen nationally. This combination of increased safeguarding concerns and increased section 42 enquiries nonetheless places additional pressure on the Multi-Agency Safeguarding Hub and community teams.



19. SAR learning highlights that working with acute or complex risk can be one of the most challenging areas of practice. In response, the Directorate introduced an improved Risk Assessment and Escalation Framework which has been in place since September 2022. The framework ensures that practitioners are supported with shared decision-making for the most complex risks, drawing on relevant expertise as needed across the Directorate. The most complex risks are reviewed at Risk Escalation Panel, with representation from senior managers within the Directorate. Since its introduction, risks for 19 adults have been discussed at Risk Escalation Panel and seven have been discussed on multiple occasions due to severity and complexity of risk. Complex considerations relating to mental capacity, hoarding and environmental risks, domestic abuse, self-harm, malnutrition, engagement with services and substance misuse have been recurring themes in risks escalated to panel. The panel has been well-received by practitioners and operational managers as an effective way to achieve progress in the most complex situations. ‘Working with Risk’ training and guidance has been launched to complement the Risk Assessment and Escalation Framework.
20. The Strategic Safeguarding Team works to continuously improve safeguarding practice through delivering expert guidance and support to practitioners and managers across a broad range of safeguarding practice matters. They also advise on the development and implementation of safeguarding guidance. Six new safeguarding-related guidance topics have been published over the past year, and 13 safeguarding-related guidance topics have been reviewed.
21. Senior Social Workers lead excellent social work practice within their teams, the wider organisation and with multi-agency partners. There are currently over 30 Senior Social Workers with a safeguarding specialism who provide practice expertise within their own, more complex, caseloads and guide, advise and supervise team members. Monthly sessions for this Senior Social

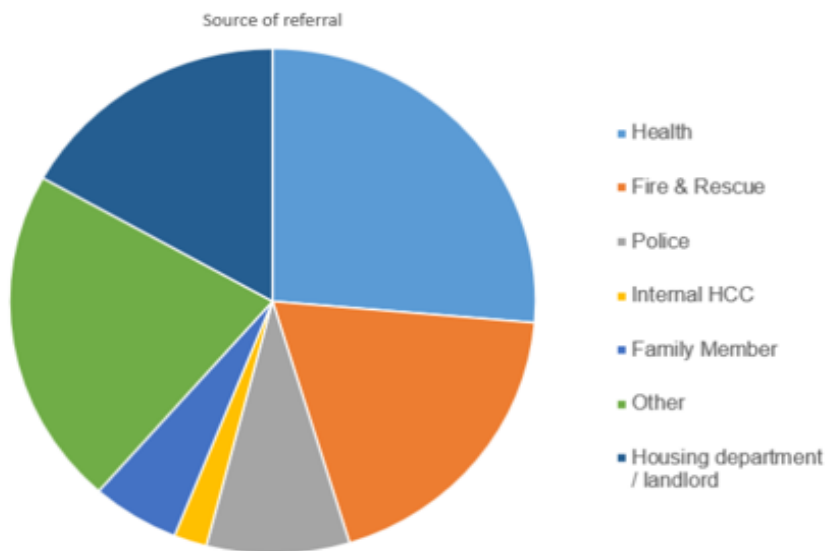
Worker group are facilitated by the safeguarding consultants to support the development of safeguarding practice, create and share resources, and for expertise and insights to be shared across teams.

22. Excellent safeguarding practice continues to be supported through the Safeguarding Adult Quality Assurance Framework (QAF). The QAF is an online questionnaire designed to help practitioners, team managers and senior managers celebrate good practice and identify opportunities for improvement. Practitioners working in safeguarding are expected to have their safeguarding practice audited using the QAF tool at a minimum of once a year. The QAF supports recording within the Directorate's client record system that accurately reflects activity undertaken under our statutory responsibilities. It also includes measures in response to learning from Safeguarding Adult Reviews, such as robust application of section 42 criteria in the area of self-neglect.
23. Improvement actions are identified and implemented in response to key system learning from Safeguarding Adult Reviews (SARs). Adults' Health and Care have taken a systematic approach to developing learning from the SARs that have been published since 2020. This is managed through a comprehensive SAR action plan that ensures all learning for the Directorate is progressed and tracked. Notification of SARs publications are circulated to teams across the Directorate and published SARs are available to practitioners via the Social Care Practice Manual. In addition, over the past 12 months, a framework to take learning from serious incidents and apply it to practice improvement in a timely way has been launched with the development of regular Practice Improvement Panels.

Enhanced Support Work project

24. Adults' Health and Care initially commissioned a six-month pilot with two providers to test a new service using Enhanced Support Workers to engage with individuals where there are safeguarding concerns primarily in relation to self-neglect (which may include hoarding), or the person is at risk of experiencing home loss. These individuals may present with recurring multiple co-morbidities, including Mental Health issues, Autism, other disabilities, undiagnosed health needs, substance misuse, or chaotic social circumstances and limited social support networks. People referred to the service are often classified as 'hard to reach'. The pilot was undertaken in response to learning from the thematic self-neglect SAR and escalating numbers of people supported by AHC due to self-neglect.
25. Due to the success of the Enhanced Support Work project in achieving positive outcomes for individuals, continuation of the project was secured until March 2024. Referrals to Enhanced Support Workers were originally via the MASH hub from external partners. The service now accepts referrals from community teams too. The complexity of this work presents a challenge for community teams due to the time-intensive nature of interventions required to successfully address the issues present. The availability of the Enhanced

Support Work project provides practical support to help ensure these complex needs continue to be addressed. Referrals to the project are received through a range of channels:



Transformation of the Multi-Agency Safeguarding Hub

26. The Directorate continue to develop and implement a new and improved way of working within MASH with the aim of becoming a centre of excellence for safeguarding practice, retaining a particular focus in supporting residents with the most complex risks, such as hoarding and self-neglect. Previously, all safeguarding contacts were handled by the social care contact centre. Now contacts are channelled through a new Safeguarding Contact Team made up of experienced caseworkers. Their responsibility is to manage all safeguarding contacts and ensure detailed and relevant information is gathered. This new process focuses on “think safeguarding first” and Making Safeguarding Personal as well as effective risk assessment and use of advocacy.
27. Alongside this, a new **Safeguarding Enquiry Team** consisting of the current MASH team with additional social workers and senior case workers, manage all complex cases, complete enquiries, and visit and work with community partners to manage safeguarding risks. The new model will deliver high quality and timely safeguarding interventions at the front door, a consistent approach to managing safeguarding concerns, increased and consistent feedback to referrers and vulnerable adults from MASH and an upskilled workforce to manage safeguarding concerns through training.
28. In the context of increasing safeguarding referrals being made to Adults’ Health and Care, work is being undertaken to help ensure referrals received are appropriate. This includes focused work with key stakeholders to build on mutual understanding of referral criteria. Furthermore, HSAB and MASH are working in partnership to further develop Hampshire’s online safeguarding referral form.

29. The impact of the Directorate's continuous practice improvement is monitored via a monthly safeguarding dashboard that generates insights into safeguarding activity, trends and potential areas for development. This is used by both operational and strategic staff to influence practice and improvement activity. The development of a new client records system (CareDirector) for the Directorate has provided opportunities to improve on the existing safeguarding recording format and the measures it generates for governance and assurance. Benefits this will offer include more refined reporting on safeguarding concerns received and rationale for decision-making on actions to be taken in response. This will inform improved reporting of safeguarding activity both internally and for national reporting requirements. The new system is due for rollout in November 2023.

Large Scale Section 42 Safeguarding Enquiries

30. Large Scale Section 42 Safeguarding Enquiries (LSSE) are a co-ordinated multi-agency response to protect adults with care and support needs from organisational abuse. LSSE is part of the continuum of potential responses to safeguarding concerns in a provider setting. An LSSE may be triggered where there are safeguarding concerns about more than one adult, there is a place or network that facilitates abuse, or there is a provider who fails to protect adults from abuse. LSSEs are often complex, requiring significant resource from multiple partners. Over the course of the last year, six LSSEs were opened by the Directorate. At time of writing, there were two open LSSEs, with work continuing to safeguard the individuals and make improvements.

Deprivation of Liberty Safeguards (DoLS)/Liberty Protection Safeguards (LPS)

31. The Local Authority acts as the 'supervisory body' under the Mental Capacity Act 2005 for Deprivation of Liberty Safeguards (DoLS). DoLS is the legal framework applied when someone has care and support needs and for their own safety and welfare their liberty is deprived. Care homes and hospitals ('managing authority') must make an application to the local authority if they believe someone in their care, who lacks mental capacity, is deprived of their liberty because of care arrangements in place. These arrangements are necessary to ensure that no-one is deprived of their liberty without independent scrutiny and outside of the appropriate legal framework.

32. The Government had planned to replace DoLS with the Liberty Protection Safeguards, which were introduced through the Mental Capacity (Amendment) Act 2019¹ and originally due to come into force in October 2020. This was delayed to April 2022 due to the Covid-19 pandemic. In April

¹ [Mental Capacity \(Amendment\) Act 2019 \(legislation.gov.uk\)](https://www.legislation.gov.uk/ukpga/2019/21/contents/enacted); [Mental Capacity \(Amendment\) Act 2019 \(legislation.gov.uk\)](https://www.legislation.gov.uk/ukpga/2019/21/contents/enacted)

2023 the Government announce the safeguards would not be implemented within the lifetime of this parliament. This has left some doubt as to whether they will be implemented at all.

33. The prevailing view from the National Mental Capacity Forum (NMCF) and the Association of Directors of Adult Social Services (ADASS) is that local authorities should refocus their efforts from preparation for the new safeguards. Resources will be more effectively deployed strengthening and streamlining assessments under the current scheme. It is however common ground that without the offered solution of the new framework, statutory obligations will continue to outweigh the available resource. This is reflected in all Local Authorities and results in large waiting lists that require constant re-triage and risk management. In light of the above decision, the multi-agency implementation Steering Group co-chaired by AHC and the Hampshire and Isle of Wight Integrated Care Board will be stood down until further announcements upon implementation are made.

Client Affairs Service (CAS)

34. The Client Affairs Service (CAS) operates to manage the property and financial affairs of people who lack the mental capacity to do this for themselves. People supported by the service have no family willing or deemed suitable to do this on their behalf.
35. The CAS continued to operate an effective service to its 1,000 clients during the pandemic and deliver services on behalf of Southampton City Council (SCC). 'Sold service' activities were further developed through previous agreements with Guernsey and with the Integrated Commissioning Board (ICB).
36. The service is currently undertaking a systematic review of its processes and practices. This is to ensure that it remains a high performing team that is fit for the future and can manage the increase in demand that is being seen. The review is focused on ensuring that full advantage is made of online and digital solutions.

Modern Slavery

37. Adults' Health and Care continue to progress actions to deliver on the County Council's commitment to preventing slavery and human trafficking across its business activities and supply chains. A key focus over the last year has been to raise awareness across Adults' Health and Care and the wider organisation. Key developments include:
 - The Directorate remains involved with the Hampshire Modern Slavery Partnership and has inputted into the development of the Office of Police and Crime Commissioner's three-year strategy.
 - The Directorate continues to promote the Hampshire Modern Slavery Partnership eLearning training to key cohorts of Adults' Health and Care staff.

- Regular review and updates of Social Care Practice Manual modern slavery guidance and the Directorate's internal Equality and Inclusion web pages.
- Attendance at national sessions provided by the Shiva Foundation on modern slavery to improve and embed understanding of modern slavery and its impact.

Domestic Abuse

38. The Hampshire Domestic Abuse Partnership is formed by a variety of statutory and voluntary sector agencies working together to tackle the issues of domestic abuse. The Partnership includes the Hampshire Domestic Abuse Partnership Board which operates through several sub-groups that AHC participate in.
39. Operational guidance relating to Domestic Abuse has been developed for Adults' Health and Care staff, including resources on the Social Care Practice Manual pages.
40. As a result of a staff survey, Domestic Abuse training has been commissioned regarding identifying and supporting adults at risk of or experiencing domestic abuse in our service user groups. Domestic Abuse has been a priority feature of Social Work conferences held over the last year. It is also a subject that has been and will continue to be covered in the safeguarding lead Senior Social Work forums as a means of ensuring current and detailed learning is disseminated to teams. Training offered by the Hampshire Safeguarding Children's Partnership is also promoted to practitioners and managers in Adults' Health and Care.

Hampshire Safeguarding Adults Board (HSAB)

41. The HSAB continues to be a well-established, strategic board whose membership includes all key multi-agency partners. The Board is chaired by the Director of Adults' Health and Care, and an Independent Scrutineer provides critical challenge and support to ensure the Board fulfils its core statutory responsibilities. Additionally, a new post of SAR co-ordinator has been recruited to the Board team, supporting the increased number of SAR referrals received.
42. In line with its statutory duty under The Care Act, the HSAB published its [2022- 23 Annual Report](#) setting out key areas of progress and achievements against its 2022-25 Strategic Plan. Highlights of year one include:
 - Safeguarding Adult Reviews and sustained growth in the volume of SAR referrals.
 - Holding four round the table discussions on key issues identified from SARs and partner engagement on safeguarding concerns, ethnic diversity, advocacy, and self-neglect.
 - Hampshire, IoW, Portsmouth and Southampton Local Safeguarding Adults Boards (4LSAB) System Improvement and Learning Framework

working group has been established to support evidence-based decision making.

- Collaborating with Safeguarding Adults Board for Portsmouth, Southampton, and the Isle of Wight to produce joined-up guidance on Multi-Agency Risk Management Framework (MARM), Multi-Agency Escalation protocol, 4LSAB Safer Recruitment Guidance and a refresh of the 4LSAB Multi Agency Safeguarding Policy and Guidance. The Board continues to work through several sub-groups across the 4LSAB areas to reduce duplication and maximise its effectiveness.
- Delivering multi-agency training events, engaging over 70 people at each event.
- Contributing to three Family Approach training events run by the Hampshire Safeguarding Children's Partnership.
- Raised awareness during National Safeguarding Week, reaching 15,417 people via social media.

43. The Board continued to deliver on its [2022-25 Strategic Priorities](#) , which form the basis of the HSAB forward operational work programme. These priorities are to:

- Foster a shared understanding of what a 'safeguarding concern' is, who to take concerns to and what will happen next.
- Empower people and those who help them to draw on their knowledge and expertise to make safeguarding personal, listening and acting on people's insights and lived experiences.
- Support the effective identification, assessment and coordinated management of risk in a way that balances different perceptions of risk whilst preventing or reducing the impact of harm.

Safeguarding Adult Reviews

44. A key statutory duty of the HSAB is to conduct Safeguarding Adult Reviews (SARs) as appropriate under Section 44 of the Care Act. The purpose of a SAR is to learn from events to drive whole system improvement, leading to better outcomes for adults at risk of abuse and /or neglect.

45. Referrals are considered by the HSAB Learning and Review sub-group which determines whether the circumstances of the case fit the requirements for a SAR and if so, what type of review process would promote the most effective learning and improvement action to reduce the likelihood of future deaths or serious harm occurring. The SAR collates and analyses findings from multi-agency records and frontline practitioners and managers involved with the case. It provides a detailed overview of the interfaces involved and, where necessary, makes recommendations for practice improvement.

46. In 2022/23, the HSAB received 29 SAR referrals, which is an increase from the 17 received in 2021/22. Data received over the first two quarters of 2023

indicates significantly increased volumes, with 19 referrals received so far and two new SAR commissions. Two SARS were commissioned during 2022/23: 'Gillian' SAR and a thematic Self-Neglect Gap Analysis. Gillian SAR was published in September 2023 and the thematic Self-Neglect Gap Analysis is scheduled to be published during Q3 2023.

Key areas of risk and system oversight

47. Pressure is caused by increasing numbers of safeguarding referrals and section 42 safeguarding enquiries within both the MASH and community teams. This pressure is due to the increased demand of safeguarding concerns raised, and increased numbers of safeguarding enquiries required in response. This presents a risk to managing that increased demand while ensuring safeguarding concerns are addressed in an effective, person-centred and timely way.
48. As part of its assurance and oversight of adult safeguarding activity the HSAB continues to review and update its Risk Register. The Board continues to scrutinise and seek assurance regarding the performance of the South Central Ambulance Service following CQC inspection of the service's Emergency Operations Centre. A previous risk in relation to The Gosport War Memorial Hospital has been removed following Board approval.
49. An increasing number of SAR referrals and the complex nature of the work involved is putting pressure on agencies' ability to commission and complete reviews within statutory timescales. In mitigation, the SAR co-ordinator works closely with Adults' Health and Care and partner agencies to monitor referrals and progress of reviews, and to ensure completion of reviews.

Looking ahead

50. Over the next twelve months, the Directorate will prioritise the following to strengthen further its approach to safeguarding adults:
 - Practitioner and manager training, guidance and support to embed new safeguarding recording formats in CareDirector.
 - Further develop monitoring and reporting of safeguarding activity, maximising the benefits of the new CareDirector system, to help inform strategic priorities.
 - Develop further its work to mitigate safeguarding risks associated with cuckooing, incorporating learning to come from cuckooing thematic SAR review, through practice guidance development and multi-agency work.
 - Develop improved safeguarding online referral form to support the quality and consistency of incoming safeguarding referrals and efficiency of work in the MASH.
 - Contribute to the development of service user and carer feedback form to ensure the experiences of people subject to safeguarding enquiries are understood and used to inform further practice improvements.

- Further development of Practice Improvement Approach to ensure learning from serious incidents is used to inform practice change in a streamlined and timely way.
- Introduction of mandatory policy and guidance updates to ensure staff are briefed on essential local and national developments within safeguarding and wider social care.
- Continued development of safeguarding practice guidance to include new topics on:
 - Supporting people at risk of choking
 - Self-neglect
 - Mate Crime and Hate Crime
 - Cuckooing
 - Self-harm
- Continue to respond effectively to the sustained, high levels of SAR referrals and commissions, and seek to evidence the impact of improvement actions.
- Collaborate with its HSAB partners to implement the operational plan and deliver on the HSAB Strategic Priorities.

Climate change impact assessment

51. This annual report references a wide range of services and activities which serve to fulfil the County Council's statutory duty with respect to safeguarding adults from abuse and/or neglect. Specific projects and initiatives, and the climate impacts of these, are overseen by internal governance arrangements and are not covered in this overarching report.
52. In the main, strategic safeguarding roles require limited travel and are predominantly home based. However, the Directorate also recognises the importance of in-person, physical meetings to safeguarding vulnerable adults and believes the benefit of these outweighs the climate change impact of car travel. To contribute to balancing this, the Directorate is exploring an expansion of its use of electric vehicles.

Conclusion

53. This report demonstrates that the Directorate continues to fulfil its safeguarding remit and continues to seek to improve safeguarding practice, working effectively with partner agencies. The HSAB also delivered on its statutory duties to oversee the local safeguarding system.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	No
People in Hampshire live safe, healthy and independent lives:	Yes
People in Hampshire enjoy a rich and diverse environment:	No
People in Hampshire enjoy being part of strong, inclusive communities:	Yes

Other Significant Links

Links to previous Member decisions:	
<u>Title</u>	<u>Date</u>
Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>
Care Act	2014

Section 100 D - Local Government Act 1972 - background documents	
<p>The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)</p>	
<u>Document</u>	<u>Location</u>
None	

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic that are different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

2. Equalities Impact Assessment:

The Multi-Agency Policy, Guidance and Toolkit referenced in the main body of the report has its own Equality Impact Assessment. The local authority approach to safeguarding is applicable across all communities. As this is an annual overview report, no individual Equalities Impact Assessment has been undertaken.

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HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Cabinet
Date:	12 December 2023
Title:	Hampshire Community Safety Strategy Group
Report From:	Director of Adults' Health and Care

Contact name: Robert Ormerod

Email: Robert.ormerod@hants.gov.uk

Purpose of this Report

1. The purpose of this report is to provide an update on the work of the Hampshire Community Safety Strategy Group during 2023.

Recommendation

2. That Cabinet notes the progress on the work of the Hampshire Community Safety Strategy Group (HCSSG), including the role in providing oversight and assurance of collaborative arrangements at the Hampshire county-level to address community safety priorities.

Executive Summary

3. This report provides an update on progress of the work of the Hampshire Community Safety Strategy Group in ensuring effective collaborative arrangements at the county level to address strategic community safety priorities.

Contextual information

4. The role of the Hampshire Community Safety Strategy Group (HCSSG) is to prepare a Community Safety Agreement based on a strategic assessment for the area which gathers evidence to inform strategic priorities relating to current and emerging risks and vulnerabilities. The HCSSG oversees county-level collaborative arrangements for addressing these priorities and how the responsible authorities under community safety legislation might otherwise work together to reduce crime and disorder or combat substance misuse.
5. The HCSSG is chaired by the Director of Adults' Health and Care and meets quarterly. It is well attended by wide range of senior representatives from community safety partner agencies.

Hampshire Strategic Assessment for Community Safety and Hampshire Community Safety Agreement.

6. The HCSSG continues to focus on the four strategic priorities agreed in December 2021:
 - Exploitation, serious violence and drug related harm through organised crime.
 - Intimidation, violence and abuse of women and girls.
 - Hate related offences and violent extremism
 - Promoting community wellbeing and cohesion
7. Throughout 2023, the Group has continued to receive assurance reports from sponsors on the partnership arrangements supporting these priorities and has looked collectively at the emerging and common risks and opportunities for enhanced collaboration.

Priority 1: Exploitation, serious violence and drug related harm through organised crime

8. There are three main areas of strategic partnership activity which work in combination to address this priority:
 - The Violence reduction unit
 - The Combatting Drugs Partnership
 - The Serious and Organised Crime Partnership

There are wider partnerships across Hampshire which support this priority including the Local Safeguarding Boards for Adults and Children (see separate reports).

Violence Reduction Unit (VRU)

9. The Serious Violence Duty commenced on 31st January 2023, encompassed in the Police, Crime, Sentencing and Courts Act 2022. One of its main objectives is to address high levels of knife crime across the country. The duty applies to the County Council and other local authorities, the Police, Youth Offending Teams, the Integrated Care Board, Probation Service and the Fire and Rescue Service. The Police and Crime Commissioner receives funding to work with responsible partners to conduct a strategic assessment and response plan for all the partners to support. There is strong partnership governance around this element. A VRU Director for Hampshire, Portsmouth Southampton and the Isle of Wight has been appointed and is co-ordinated a partnership-led “public health” approach to tackling serious violence.
10. In 2023 this work has included the co-production of a needs assessment” and the development of a tactical response arrangements for addressing local areas of concern and for working with priority offenders. The more challenging aspect is to understanding vulnerability to becoming involved in or a victim of serious violence, and to developing effective preventative strategies. This involves continued close co-ordination with the work of the Willow Team and Youth Offending Team in Children’s Services and is supported by a trauma informed practice concordat between all partners. The

common definition of serious violence established across Hampshire and the isle of Wight includes possession of weapons, violence with injury, robbery of personal property, robbery of business property, violent disorder and riot and homicide. Police data identifies possession as the single biggest offence despite its under reporting and under-recording.

Hampshire Combating Drugs Partnership

11. The Hampshire Combating Drugs Partnership, chaired by the Director of Public Health works closely with pan Hampshire arrangements chaired by the Police and Crime Commissioner. It has prepared a needs assessment and response plan covering the three pillars of the national drug strategy below. It also recognises the drivers and harm of alcohol abuse in the development of its strategy:

Achieving a generational shift in demand for drugs:

- commissioning preventative work in schools
- early intervention and signposting for children, young people and families most at risk of substance misuse (identifying hidden harm)
- targeted interventions preventing the escalation of use and harm
- maximise opportunities for early intervention into treatment eg the expansion of drug testing on arrest

Breaking drug supply chains

- disruption of county lines
- protecting vulnerable adults from cuckooing
- increase the sharing of community intelligence (CPI)
- safeguarding those vulnerable (both adults and young people) to drug related harm.
- early warning system for drug related overdoses: using opportunities to neutralise unstable supply
- coordinated communications / linking over social media

World class treatment services

- increase access especially to alcohol treatment
- work across the system to refer at the earliest opportunity
- ensure robust pathways of care - criminal justice (including prison), mental health, domestic abuse services, social care, acute hospital settings and homelessness services.
- Address co-occurring conditions
- integrate physical and mental health care with substance misuse services
- education, training and employment opportunities
- build partnerships with local housing services

Serious and Organised Crime Partnership

12. The Serious and Organised Crime Partnership led by Hampshire Constabulary complements the work of these partnerships and connects with regional and national efforts to disrupt the business model of organised crime and to seize the proceeds. Criminal groups and networks have become increasingly agile and sophisticated in their range and connection of activities and in the use of exploitative tactics, including digital. The local collaboration involves partner intelligence gathering, analysis and sharing, and the recent establishment of dedicated county lines police teams working closely with Children's Services and other partners.

Priority 2: Intimidation and violence against women and girls

13. The **Violence Against Women and Girls (VAWG) Task Group**, established by the Police and Crime Commissioner established in 2022, has been co-ordinating work to complete the problem profile based on calls for evidence and data analysis, and to address priorities of building confidence in reporting, expediting the legal process, managing offenders and increasing safety in the night-time economy and at event venues. The priorities also extend into established areas of partnership working including domestic abuse (see 14 and 15 below). The objectives also include addressing underlying attitudes and societal norms, which require longer term approaches and challenges to policies and practices in a range of settings including education, workplaces.
14. During 2023, progress through these partnership arrangements, supported by additional funding and successful partnership funding bids to the Home Office and Ministry of Justice, has overseen a number of key activities:
 - the launch of a new Stalking Advocacy and Support Service in July and the securing of additional funding for the development of psychologist-led stalking interventions delivered as part of Stalking Protection Orders, Community Orders, licence conditions on release from custody and voluntary Police referrals in the event of "no further action" cases.
 - the launch of a new Stalking Advocacy and Support Service in July and the securing of additional funding secured for the development of psychologist-led stalking interventions delivered as part of Stalking Protection Orders, Community Orders, licence conditions on release from custody and voluntary Police referrals in the event of "no further action" cases.
 - the expansion of "Project Foundation" to all Police District Priority Crime Teams to support the identification and risk management of repeat and serial perpetrators of physical and sexual violence in the community. The project's focus is on perpetrators whose abuse has occurred in a family setting where children are present and where police have not been able to bring a charge. It also seeks to identify any new relationships where someone could be at risk and put a plan in place to protect them.
 - Project funding for training in managing the night-time economy and addressing antisocial behaviour creating intimidation to women and girls and increasing confidence to report.

- Securing MoJ funding for Rape Support Testing for the period 2023-25, and for the commissioning of an additional Frankie Worker and sexual crime therapeutic services across Hampshire and the Isle of Wight. The Frankie Worker Service provides one-to-one therapeutic counselling and play therapy support to children and young people aged 0–18 years who are victims of sexual abuse, sexual exploitation or female genital mutilation with a high level of unmet and complex need or in need of protection. The all-age Sexual Crime Therapeutic Provision offers a telephone helpline, therapeutic support and activities to help adults, children and young people who have experienced sexual abuse, assault, rape or violence at any time in their lives.
 - The commissioning of an all-age Victim Care Hub to provide emotional and practical support to victims of crime and those impacted by crime, regardless of whether they have reported to the police or how long ago it occurred. This is expected to become operational in 4 locations within Hampshire and Isle of Wight from 1 February 2024.
15. Hampshire has a strong **Domestic Abuse Partnership** led by the Director of Public Health. The strategic needs assessment and accommodation assessment has been completed and the strategy for 2023-25 has been published with the following priorities:
- Prevention: providing resources and education to prevent domestic abuse through early intervention.
 - Professional care: supporting victims and survivors.
 - Pursuing those who cause harm: actively identifying and engaging perpetrators.
 - Partnership: working together as one community.
16. An additional 10-25s Needs Assessment includes further recommendations for service enhancements and collaboration. There is collaboration across the wider Hampshire and Isle of Wight area and with the Office of the Police and Crime Commissioner (OPCC) on the Victim/Survivor Voice programme and on learning from domestic homicide reviews (DHRs). The Integrated Care Board will also be considering how VAWG can be reflected in the design of new Women’s Health Hubs.
17. Given the VAWG priority impacts on the work of many agencies and relates to several existing partnership arrangements, the County Strategy Group has been bringing focus to leadership and co-ordination around the more cross-cutting elements with a particular focus on some of the preventative elements:
- a) empowering more women and girls to voice their experiences of VAWG
 - b) capturing more evidence and building a comprehensive picture of the range of life experiences, including what is typical
 - c) supporting schools and reducing the delivery burden on teachers to handle expectations and requests around the various safety agendas including serious violence/ VAWG/ domestic abuse and PREVENT and enabling

these to be built into established frameworks for social and behavioural learning and development.

- d) Developing and extending resources for colleges, universities and workplaces to address prejudicial cultures
- e) promoting the safe and responsible use of digital channels

Priority 3: Hate related offences and violent extremism.

- 18. The HCSSG has received reports from the Hampshire Prevent Partnership Board and assurance around the multi-agency arrangements. This work is detailed in a separate report to Cabinet.
- 19. PREVENT is concerned with pre-criminal justice interventions to prevent radicalisation and the risk of undertaking or supporting acts of violent extremism. A new Hampshire Constabulary Hate Crime lead is joining the HCSSG and PREVENT Board to ensure a consistent approach to identifying risk, awareness and reporting.

Priority 4: Promoting community wellbeing and cohesion.

- 20. Whilst the first 3 priorities focus on aspects of harm, this priority is concerned with opportunities to support safer communities through cohesion and mutual support across Hampshire's communities. It provides a helpful opportunity to hear more perspectives from across the voluntary, community and faith sector members of the HCSSG and to consider how community and voluntary organisations can work together better with public sector partners to identify risks and work together on solutions. A local sector review conducted in Autumn 2022 identified continued increases in demand for voluntary sector services across Hampshire with increased competition for volunteers and funds with particular pressures in mental health services.
- 21. The HCSSG has also focused on a specific aspect of this priority led by the Probation Service to support the use of unpaid work by offenders in the community. The Police, Crime, Sentencing and Courts Act 2022 requires the service to consult with local partners on arrangements for unpaid work as an alternative to a custodial sentence, providing visible punitive and rehabilitative reparation to the community. The Court can sentence an individual to an Unpaid Work (UPW) requirement of between 40 and 300 hours. It is also intended to provide opportunities for practical and social skills development, pride in achievement (sometimes leading to continued volunteering) and engagement in education training and employment. The Probation Service has engaged Hampshire partners and surveyed over 2000 voluntary and community organisations to align this resource with suitable, added-value projects in the community.
- 22. The Probation Service is also working with the Police and Crime Commissioner (PCC) to consider the approach to the Government's Immediate Justice concept in the Cross Government Action Plan on Anti-Social Behaviour published in March 2023. *“Under the new Immediate Justice scheme, those found committing anti-social behaviour will be made to repair the damage they inflicted on victims and communities, with an ambition*

for them to start work as soon as 48 hours after their offence so victims know anti-social behaviour is treated seriously and with urgency.” Currently 10 Pilots are taking places across England with a view to roll out in April 2024.

Climate Change Impact Assessment

23. Hampshire County Council utilises two decision-making tools to assess the carbon emissions and resilience impacts of its projects and decisions. These tools provide a clear, robust, and transparent way of assessing how projects, policies and initiatives contribute towards the County Council’s climate change targets of being carbon neutral and resilient to the impacts of a 2°C temperature rise by 2050. This process ensures that climate change considerations are built into everything the Authority does.
24. This is an annual report providing an update on the work of the Hampshire Community Safety Strategy Group, so therefore no Climate Change assessment has been undertaken.

Conclusion

25. This report demonstrates continued progress in the work of the Hampshire Community Safety Strategy Group in providing assurance around effective collaborative arrangements to address the strategic priorities, and in supporting effective links between the respective partnerships to promote whole systems working and efficient use of resources.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	yes
People in Hampshire live safe, healthy and independent lives:	yes
People in Hampshire enjoy a rich and diverse environment:	yes
People in Hampshire enjoy being part of strong, inclusive communities:	yes

Section 100 D - Local Government Act 1972 - background documents	
<p>The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)</p>	
<u>Document</u>	<u>Location</u>
Document Location	
Hampshire Community Safety Strategic Assessment and Hampshire Community Safety Agreement	

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic that are different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

2. Equalities Impact Assessment:

The assurance process around effective collaboration to address strategic community safety priorities supports compliance with the Public Sector Equality duty. Specific equalities impacts are considered in relation to the individual programmes of activity within the strategic priorities.

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HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Cabinet
Date:	12 December 2023
Title:	Annual PREVENT Report
Report From:	Director of Adults' Health and Care

Contact name: Graham Allen

Email: Graham.allen@hants.gov.uk

Purpose of this Report

1. The purpose of this annual report is to provide information and assurance on:
 - the County Council's delivery of the Prevent duty and responsibilities hosted within Adults' Health and Care;
 - delivery of the County Council's Channel Panel responsibilities; and
 - notable local events and national highlights over the last 12 months since the last Prevent Annual Report was presented to Cabinet.

Recommendations

2. That Cabinet notes this update on Prevent activity in Hampshire, including the work being undertaken by the County Council and its partners in the management and mitigation of issues related to duties under the Counter Terrorism and Security Act 2015, and the Counter Terrorism and Border Security Act 2019.
3. That Cabinet receive a further update in 12 months' time.

Executive Summary

4. The UK's security services continue to counter terrorist risks and threats at home and to UK interests overseas, with global events impacting the domestic terrorism landscape and leading to growth in hate crime incidences in some communities, resulting in increased demand for Prevent services.
5. The move to radicalisation in the online space has continued, likely exacerbated by the increase in online activity as a result of the Covid-19 pandemic. Whilst this has potentially increased the risk of people being drawn into terrorism it has also presented opportunities for community-led initiatives in Hampshire to build strong support networks and develop resilience in preventing and responding to terrorist threats.
6. The County Council has robust internal and external arrangements to ensure compliance with its Prevent duties. These have been evaluated by the Home

Office's Office for Homeland Security and have been judged to be meeting or exceeding expectations. The County Council continues to mainstream Prevent across its business through strengthened governance and senior leadership. Leadership and governance is, also provided externally through the Hampshire Prevent Partnership Board, which has progressed the Prevent agenda in Hampshire through the Board's sub-groups in close partnership with stakeholders, Portsmouth City Council, Southampton City Council and the Isle of Wight Council.

7. The County Council has applied the Counter Terrorism Local Profile (CTLP) created by Counter Terrorism Police South-East to the development of a multi-agency Situational Risk Assessment and incorporated it in the Hampshire Prevent Partnership Board's multi-agency action plan and subgroup workplans.
8. The County Council and its partners have responded effectively to the complexity of Hampshire Channel Panel referrals and there is good multi-agency engagement in Hampshire Channel Panels.
9. The Home Office's Office for Homeland Security's Annual Assurance Statement for Channel has been completed and submitted, the outcome of the County Council's level of compliance is awaited.
10. Nationally, the County Council has continued to follow and contribute to inquiries. There have been further publications from the Manchester Arena Enquiry, the publication of the Government's consultation on the Protect Duty, and the publication of the Independent Review of Prevent.
11. Chief Officers and the Leader and Deputy Leader have received confidential briefings in advance of this report being brought to Cabinet.

Contextual information

12. The Counter Terrorism and Security Act 2015 created a statutory duty to have due regard to the need to prevent people being drawn into terrorism. This duty applies to all public bodies (local authorities, police, NHS, schools, further and higher education providers, probation, prisons and youth offending services). The duty also applies to private providers supplying public functions, for example in the education sector. Prevent interventions are focused in the 'pre criminal space'. The lead responsibility for Prevent sits with local authorities.
13. The ongoing importance of this agenda has been highlighted by ongoing protests across the country by Extinction Rebellion and Just Stop Oil, with eight individuals from Hampshire being arrested in London in October 2022. Three men from Hampshire were convicted, in September 2023 of conspiring to plant two smoke devices at Gray's Inn in London, the heart of the English legal district. Stickers and graffiti (stickers are placed in usually prominent public spaces in support of a particular ideology/belief/group) continues to be reported across the communities in Hampshire, and the correlation between hate crime and extremism remains under close investigation. Within the pan-Hampshire area in July 2022 a 15-year-old boy from the Isle of Wight appeared in court charged with a terrorism offence.

14. Across Hampshire we have seen those seeking refuge, escaping war or seeking asylum accommodated within the county. Hampshire citizens have positively welcomed the opportunities afforded by the various UK resettlement schemes and through them HCC services alongside our partners have provided support and care to those in need.
15. Prevent services across Hampshire continue to be called upon to respond to the impact of global and national events on local communities. It is recognised that global events impact the domestic terrorism landscape and lead to a growth in hate crime incidences in some communities, leaving some individuals and groups feeling exposed and unsafe. Consequently, there is also an increased demand for support to those who are identified as being vulnerable to radicalisation. The correlation between hate crime and extremism remains under close investigation.
16. It is anticipated that this will continue to require a response from the wider strategic Prevent partnership led by Hampshire County Council to support the work already started to build strong and resilient communities. The Council's ability to engage with communities and the wider safeguarding partnerships is crucial in the delivery of the Prevent duty to prevent those vulnerable to being drawn into terrorism from being radicalised.
17. At the time of writing, the threat level of International Terrorism to the UK is 'Substantial'¹, meaning that a terrorist attack is 'likely'. For Northern Ireland the threat is 'Severe', meaning that 'an attack is highly likely'.

Current situational update

18. The consequences of the COVID-19 pandemic continue to be felt in Hampshire, as it does throughout the whole of the UK. Those consequences previously identified remain relevant, with others emerging as circumstances allow:
 - The increase in time spent online has likely increased the risk of some people being drawn into terrorism through exposure to extremist narratives. For example, extremists have used apocalyptic narratives in referring to the pandemic encouraging supporters to take extremist action;
 - Conspiracy theories initially related to COVID-19 have further developed in focus with some now including seemingly non-related COVID-19 themes such as anti-establishment and right wing ideology;
 - Misinformation and disinformation about COVID-19 and the vaccines are increasingly present in populist narratives to further the idea that the 'elite' are controlling and abusing citizens in an attempt to undermine societal and community cohesion.
 - Gaming platforms continue to be increasingly used as social media platforms with encrypted chat rooms where terrorists can recruit, radicalise and raise funds through the use of crypto currency. Video games are sometimes altered to promote terrorism.

¹ <https://www.gov.uk/terrorism-national-emergency>

- Increase use of Deep Fakes and AI technology, could present a variety of security challenges, as seen by May 2023 when the Kremlin critic Bill Browder disclosed he was targeted by a deepfake hoax when he participated in a video call with somebody impersonating the former Ukrainian president. In June 2023, the release of a deepfake of Vladimir Putin declared martial law and stating that Ukraine's army had invaded Russia in footage aired on the country's television channels and radio stations
- The emerging threat of 3D firearms continues to evolve with the Police continuing to make large seizures of 3D printed firearms components and a large amount of homemade gun-making guides from the internet. Members of far-right groups have the most interest in this technology with discussions taking place on far-right extremist forums and communities sometimes including instructions on how to produce 3D printed weapons.
- Recent events in the Middle East following the attack upon Israel are currently difficult to predict in terms of the potential consequences on our communities.

19. Hampshire's community focus is supported by the county's Community Safety Network, and close joint working with District Council partners and Hampshire Constabulary has enabled proactive messaging to be shared with communities in Hampshire.

PREVENT arrangements within Hampshire County Council

20. The **Prevent team** is hosted the Adults' Health and Care Department and comprises 2 FTE and 1 FTE business support resource. Additionally, there is a 0.6 FTE 12-month temporary post to support the work of the **Hampshire Prevent Partnership Board**. The team facilitates compliance with the statutory duties and responsibilities placed upon the County Council and supports the Prevent Delivery Group, Partnership Board and **Channel** arrangements, outlined below.
21. The County Council's **Prevent Delivery Group** meets quarterly and includes senior representation from each County Council directorate. It focuses on strengthening the organisational approach with respect to leadership, workforce capability, awareness, partnerships and information sharing. It is chaired by the Director of Adults' Health and Care and since its formation last year, has served to mainstream Prevent across the County Council's business. Key achievements over the last 12 months include:
- Completion of the County Council's Prevent e-learning by over 95% of the total workforce.
 - Further development of staff guidance on the Prevent duty and how to respond to Prevent concerns following a trauma-informed safeguarding approach.
 - Promotion of the National Referral Form referral pathway for all Prevent referrals, including how to recognise signs of radicalisation.
 - Delivery of additional briefings and training to staff, including senior leaders at the Hampshire Leadership Network, across all directorates at each

Departmental Management Team detailing the Prevent duty and how it impacts on each service area.

- Development and publication of a bespoke training package for frontline staff in Adults Health and Care and Children's Services.
- Review and update of the HCC communications strategy to support consistent and sensitive communications between the council and communities/partners.
- Publication of several awareness-raising factsheets on terrorism-related specific risks and themes.
- Development and delivery of input and briefings library services.
- Development of Prevent input to countryside services.
- Development of a Prevent and Autism Strategic plan.
- Collaboration on web-based, Prevent Toolkits with the HSCP and HSCP.
- Continued development of Prevent community engagement areas of work.

Hampshire Prevent Partnership Board

22. The **Board** is a multi-agency forum with close links to the Hampshire Community Safety Strategy Group, the Hampshire Safeguarding Adults Board and the Hampshire Safeguarding Children's Partnership. Further work is underway through these groups to build stronger community safety partnership links. An example of this would be District Council community safety input into the planning of the counter-terrorism local profile.
23. The Board meets virtually on a quarterly basis and sets the overarching strategy and multi-agency action plan. The plan focuses on the following three strategic areas:
 - Engagement and Awareness
 - Information Sharing
 - Disrupting radicalising Influences
24. These areas reflect those used by Counter Terrorism Policing South East (CTPSE) and specific actions are informed by the CTLP, as well as national developments from the Home Office's Office of Homeland Security. The CTLP provides local and national data on Prevent and highlights emerging risks and themes. The Hampshire Prevent Partnership works closely with CTPSE, which produces the CTLP, to improve the relevance and accuracy of local data within it.
25. A Core Group meets bi-monthly in addition to the Board to provide oversight of the action plan's implementation. Specific actions are delivered through thematic sub-groups. The sub groups are:
 - **Communication and Community Engagement**
 - **Education**
 - **CTLP**

The priorities for each subgroup are agreed by the Hampshire Prevent Partnership and seek to mitigate those risks and themes identified in the CTLP and the Hampshire Prevent Partnership Board's action plan.

26. Key achievements of the Hampshire Prevent Partnership Board over the last 12 months year include
- Monitoring of the embedded Prevent referral pathway across the Hampshire area.
 - Implementation of the Training Strategy and Communication Strategy.
 - Development of an assurance framework for partners.
 - Development of a Prevent and Autism Strategic plan.
 - Publication of a Situational Risk Assessment.
 - Completion of the Office of Homeland Security's Benchmarking Exercise.
 - Development of an Engagement strategy
27. In March 2023 Hampshire County Council submitted the Prevent Duty Benchmark 2022-2023 to the Office of Homeland Security at the Home Office using their given template. The official briefing of the outcome of the Prevent Duty Benchmark for Hampshire is due to take place on 18 October 2023. However, early indication from the Office of Homeland Security have noted the high standards in Hampshire considering it is an unfunded area.

Channel

28. The Counter Terrorism and Security Act 2015 introduced the **Channel** process to provide multi-agency, tailored support to people identified as at risk of being drawn into terrorism. The level of risk and nature of support is considered by the multi-agency Channel Panel. Risks related to terrorism are owned by counter terrorism police, with support provided by the wider Prevent partnership in the Channel Panel and delivered to the individual assessed to be at risk of radicalisation.
29. Statutory guidance requires a Channel Panel to be held monthly. There is an increase in the complexity of referrals in relation to vulnerability/susceptibility, threat, risk and harm. The complexity of the changing threat picture has significantly increased the workload of the Prevent team and impacted on the workload of the social work teams across the county.
30. Panel meetings are held virtually and are well attended by multi-agency partners. Support is provided to a range of adults and children with varying ideologies and backgrounds. Due to the security and sensitivity of Counter Terrorism intelligence, this annual report does not include details on referrals into Hampshire over the last 12 months.
31. The Hampshire Channel Panel adopts a trauma-informed safeguarding approach and supports a holistic model of support. In order to address concerns relating to radicalisation, the Panel also assesses other needs – for example housing, education, support for parents, domestic abuse. In many instances families/individuals are in crisis, and Hampshire Channel supports the engagement of the wider Prevent network to mitigate and minimise vulnerability to radicalisation through its individual support planning.
32. It is through the support of the Prevent partnership in Hampshire that the Panel is able to achieve successful outcomes together with those referred to

the Hampshire Channel Panel. At an operational level the Panel members not only support organisations in Hampshire to deliver interventions to individuals, but also identifies strategic need which is then addressed by the Hampshire Prevent Partnership Board.

33. In April 2023, the County Council submitted its Annual Assurance Statement for Channel to the Home Office demonstrating full compliance.

Notable Events for Hampshire County Council in the last 12 months

34. Drag Queen Story telling events - protests took place across the country during 2022 and 2023, impacting locally on Hampshire library services.
35. Continued protests by Extinction Rebellion and Just Stop Oil across the county which impact on Hampshire.
36. The arrest and conviction of three men from Hampshire for conspiring to plant two smoke devices at Gray's Inn in London.
37. Stickers and graffiti continues to be reported across the communities in Hampshire and appear to be motivated by various ideologies - for example anti-state.

Key National Highlights

38. The Independent Review of Prevent was published in February 2023. The purpose of the Review was to look at how efficient Prevent is in delivering at the national and local level and how effectively the Statutory Prevent Duty is being implemented. There were 34 recommendations from the review, all of which have been accepted by the Home Secretary.
39. Inquiry hearings for the Manchester Arena Independent Public Inquiry began in September 2020. Volume Three of its report was published in March 2023. This focuses on the Radicalisation and Preventability elements of Salman Abedi's pathway to committing a terrorist offence.
40. Project Starlight published its findings on the prevalence of domestic abuse related incidences within Prevent referrals. The report concluded that there is a 'striking prevalence' of domestic abuse in the lives of those referred to Prevent as being vulnerable to radicalisation. Further research is underway to widen the initial dataset and examine more closely the link between domestic abuse and the pathway to radicalisation.
41. The UK Government's counter terrorism strategy, Contest 2023, which was under review, was released in July 2023. The revised Contest Strategy acknowledges that the threat from terrorism is enduring and evolving. Despite a prevalence of lower sophistication attacks in the UK, the threat is now more diverse, dynamic, and complex:
42. In September 2023, the Home Office released a refreshed version of the Prevent Duty 2023. The duty will come into force on 31 December 2023.
43. Hampshire County Council is awaiting the publication of the reviewed Channel Duty Guidance, which is due to be released between October and November 2023.

Climate Change Impact Assessment

44. Hampshire County Council utilises two decision-making tools to assess the carbon emissions and resilience impacts of its projects and decisions. These tools provide a clear, robust, and transparent way of assessing how projects, policies and initiatives contribute towards the County Council's climate change targets of being carbon neutral and resilient to the impacts of a 2°C temperature rise by 2050. This process ensures that climate change considerations are built into everything the Authority does.
45. This report does not detail specific projects or initiatives that can be assessed using the County Council's climate impact assessment tools but rather provides an annual assurance update on delivery of the Prevent duty. Consequently, no Climate Change assessment has been undertaken.

Conclusion

46. The County Council continues to deliver the requirements of the Prevent duty and is compliant with the Channel Duty guidance. The County Council, with its partners, will continue to adapt its approach to respond to the impact of global events and manage the increase in demand for Prevent support, including the increase in volume and complexity Channel referrals. Hampshire County Council will keep under review the resources and, in particular, specialist resources deployed in maintaining our duties in respect of Prevent and Channel, given the increased activity seen in this area.
47. Hampshire County Council will continue to fully support the work of the Hampshire Prevent Partnership Board, providing leadership and governance alongside its partners. The key strategic priorities of the Board will be delivered through the Board sub groups, the aims of which are to engage our communities and to raise awareness about the impact of radicalisation of individuals who are subject to the growing threat of extremist ideologies in Hampshire.
48. The County Council has taken note of the publication of key national documents and together with partners will implement any relevant recommendations or requirements in a timely manner and with a focus on keeping Hampshire communities safe.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	yes
People in Hampshire live safe, healthy and independent lives:	yes
People in Hampshire enjoy a rich and diverse environment:	yes
People in Hampshire enjoy being part of strong, inclusive communities:	yes

Other Significant Links

Links to previous Member decisions:	
<u>Title</u>	<u>Date</u>
Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>
Counter Terrorism and Security Act 2015	2015
Counter Terrorism and Border Security Act 2019	2019
Channel Duty Guidance 2020	2020

Section 100 D - Local Government Act 1972 - background documents	
<p>The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)</p>	
<u>Document</u>	<u>Location</u>
None	

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic that are different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

2. Equalities Impact Assessment:

As this is annual update there is not a requirement for an Equality Impact Assessment.

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Cabinet
Date:	12 December 2023
Title:	M27 Junction 10 Update Report
Report From:	Director of Universal Services

Contact name: Chris Peake

Email: chris.peake@hants.gov.uk

Purpose of this Report

1. This report updates Cabinet on the progress made since the decision of 13 July 2021, and sets out the current position and emerging financial position for the project and highlights the associated risks which will need to be mitigated if the County Council is to continue in the role of delivery body. It also seeks to delegate authority to the Director of Corporate Operations to undertake the end of stage cost review and to assess whether the County Council is able to continue into the construction phase as delivery body, or whether it should withdraw.

Recommendations

2. That Cabinet notes the progress made since the previous Cabinet decision of 13 July 2021, the Project Appraisal of 23 September 2021 and also the emerging financial picture. The provisional target price for the construction phase is expected to be available in January 2024 and will be subject to formal acceptance by both the County Council and VolkerFitzpatrick.
3. That Cabinet delegates authority to the Director of Corporate Operations, in consultation with the Leader and Chief Executive, to review the forecast total project cost once the target price is known and, if necessary, to write to key stakeholders including Homes England, Welborne Land Limited, Fareham Borough Council, Department for Levelling Up Homes and Communities, National Highways and Department for Transport stating the value of the additional funding that will be required to enable the County Council to continue as delivery body into the construction phase, together with a date by which it must be secured in order to avoid the construction programme becoming undeliverable.
4. Once final technical approval of the design has been received from National Highways along with a letter giving the County Council authority to execute the

works on the Strategic Road Network, that Cabinet delegates authority to the Director of Corporate Operations, in consultation with the Leader and Chief Executive, to undertake the end of stage cost review, and agree that the County Council should proceed into the construction phase as delivery body.

5. Should sufficient funds not be secured in the required timescale, meaning that the County Council is unable to continue as delivery body for the Junction 10 project, that a further report is presented to Cabinet, recommending that the County Council formally withdraw from the project.
6. That Cabinet notes the addition of a new Emergency Area on the M27 to the scope of the project at the request of National Highways, and that National Highways has agreed to meet all costs associated with this addition. That Cabinet approves the consequent increase in the overall project budget and the value of the project in the capital programme.

Executive Summary

7. Welborne Garden Village is a key part of Fareham Borough Council's local plan, the Council's vision being a new community that is set apart from, but still connected to Fareham. Up to 6,000 dwellings will be built along with a new district and village centre, retail and community facilities, a public house, a hotel, over 100,000m² of employment space, health and veterinary facilities, pre-schools, a secondary school, three primary schools, new amenity spaces, woodland areas, allotments, and wildlife corridors. The project represents substantial investment in the local area and will yield significant economic growth and local regeneration.
8. To support the development new transport infrastructure will be provided including a completely re-modelled M27 Junction 10, improvements to the existing A32 and also new cycleways and pedestrian networks. The existing M27 Junction 10 has restricted access allowing only east-bound on and west-bound off movements. To facilitate full access to the significant Welborne site and ensure that traffic capacity at adjacent junctions is not adversely impacted, an improved all-moves junction is to be constructed which will include a new underpass beneath the M27 motorway. This will be a very significant and complex civil engineering project that is being funded by third parties.
9. The County Council has been working with stakeholders to bring this proposal to fruition and since 2021 has been acting in the role of delivery body for the M27 Junction 10 improvement. The design and approvals stage for this project is nearing completion and the forecast construction costs are expected to become known early in 2024. Before proceeding into the construction phase, the County Council needs to be assured that the funding available is sufficient to cover the forecast costs and risks before committing to continue in the role of delivery body. This report sets out the necessary evaluation and decision-making process in order to provide that assurance, and to enable a decision to be made.

10. A procurement process was undertaken in 2022 and this resulted in a two-stage design and build contract being awarded to VolkerFitzpatrick. They have now completed the detailed design and the approval of this by National Highways is expected to be finalised by mid-January 2024. Following this, the County Council can commence the end of stage cost review and, if necessary, look to secure additional funding from stakeholders or Government before formally deciding whether to proceed into the construction phase, and subsequently award Stage 2 of the construction contract, or to withdraw from the project.
11. The Contract is using an established target price mechanism for the construction works, and this is combined with a pain/gain mechanism to incentivise good cost management, value engineering and innovation. The target price is expected to be available in January 2024 and this will be subject to formal ratification by both parties. VolkerFitzpatrick will require approval from their main board, which is based in the Netherlands. If the target price is not agreed at that time, further negotiation may be necessary.
12. It is anticipated that the forecast costs, plus appropriate contingencies will be above the current funding envelope which already assumes use of a capped developer contingency of £10m. Using this contingency will further reduce affordable housing provision on the development from a minimum of 10% to 7.3% (subject to viability reviews). This report also seeks delegated authority for key stakeholders to be approached, once the target price is known, to secure sufficient funding to cover the scheme plus appropriate contingencies, and also to reinstate the previously agreed 10% minimum level of affordable housing levels for the development.
13. An appendix to this report provides detailed financial and legal information as context for these recommendations. The appendix has been made exempt on the grounds that it contains exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972, being information relating to the financial or business affairs of any particular person (including the Authority holding that information). Further, it is considered that, in all the circumstances, the public interest in maintaining this exemption outweighs the public interest in disclosing this information.

Progress since Cabinet 13 July 2021

14. Since the Cabinet decision of 13 July 2021, the stated conditions that were required to be met prior to proceeding toward delivery have been met as follows:
 - a) Recommendation 2.2 required confirmation of the full funding package of £97.550 million. This has been secured.
 - b) Recommendation 2.3 required a Memorandum of Understanding and a Section 6 Agreement with National Highways (formerly Highways England). Both have been secured.

- c) Recommendation 2.7 required a Project Appraisal to be approved before entering into a Contract for the works. This was approved on 23 September 2021.

Forecast Total Project Costs – December 2023

15. The forecast total project costs will comprise:
- the target price for Stage 2 of the construction Contract with Volker Fitzpatrick;
 - costs payable to National Highways;
 - the forecast cost of utility diversions required for the project;
 - the forecast costs that will be directly incurred by the County Council; and
 - an appropriate contingency sum to cover risks held by the County Council.

The Target Price

16. The target price comprises the total of all the sub-contract package prices, the price of the services delivered directly by the contractor and a risk sum to cover risks held by VolkerFitzpatrick. The sub-contract package prices are effectively a fixed-price and there is no mechanism for inflationary increases to these prices.

Costs Payable to National Highways

17. The County Council is obliged to pay the costs incurred by National Highways associated with the delivery of this project, as stated in the Section 6 and 8 Agreement, with the exception of the costs associated with the additional Emergency Area which are to be met in full by National Highways.

Utility Costs

18. Utility costs for the delivery of the project will be paid directly by the County Council to ensure the project will benefit from the discount to which it is entitled as a Highway Authority, and to avoid the addition of fees by the Contractor

Hampshire County Council Costs

19. These are the costs directly incurred by the County Council in managing and supervising the works, including the formal handover and adoption processes by both Hampshire County Council and National Highways.

Contingency Sum

20. The contingency sum is to be based on the risks to which the County Council could be exposed during the construction phase, which are summarised in the Risks section below.
21. The value of the contingency sum required cannot be finalised until the formal approval of the design has been secured and the target price has been agreed by both organisations.

Forecast Total Project Costs

22. Robust figures for all elements will be required before the end of stage cost review can be commenced

Finance

23. Confidential Financial and Legal information is included in the exempt appendix.

Risk

24. The contract model being used for this project is a design-and-build approach using a target price contract with a pain/gain mechanism, and places much of the risk with the contractor, and a price for holding these risks is incorporated within the target price. As a result, the County Council will be exposed to fewer risks than it would be on many other major projects in the Capital Programme. Nevertheless, it is important to understand these risks and the potential exposure to which they could lead.
25. Risks that rest with the contractor include:
 - Design changes or correction of design errors.
 - Performance of all sub-contractors.
 - Unforeseen ground conditions that are not man-made.
 - Uncharted services.
 - Dealing with accidents, incidents and claims within the site on both M27 and HCC roads during the works.
26. Risks that rest with the County Council and are to be covered by the contingency sum include:
 - cost increases caused by changes in the law.
 - weather events that are less frequent than one in ten years.

- failure of HCC to adhere to the timescales required by the contract or the programme.
 - dealing with the actions of protestors.
 - man-made obstructions or contamination that could not have reasonably been foreseen.
 - voids (sinkholes) greater than 100m³ in volume.
27. Application of the pain/gain mechanism within the contract could lead to an additional cost, to be borne by the County Council, or a saving. This is a common mechanism used with target price contracts and it is designed to incentivise the parties to work together to effectively manage costs as any benefits (savings) are shared. The disadvantage of this contract model is that in cases where costs over-run the additional cost is also shared.

Next Steps

28. The next important stage before moving to the end of stage cost review is receiving the detailed design cost estimate that is currently being prepared by VolkerFitzpatrick. Given the inflationary increases that have been experienced in the project over the last couple of years, this has already eroded the layers of contingency that were built in when the project was approved in July 2021.
29. Once the detailed design cost estimate has been received from VolkerFitzpatrick, and forecast total project costs are determined, the County Council will need to consider what further contingencies are required to ensure that it has mitigated against future cost overruns as it did with the original cost estimates in July 2021. Furthermore, it should be noted that the current funding package includes the assumed use of a developer capped contingency of £10m which will negatively impact on the level of affordable housing. In considering the total funds required to proceed with the scheme, requests to stakeholders will include reinstatement of this sum to maintain the previously agreed 10% minimum level of affordable housing for the development.
30. It is extremely unlikely that the project funding currently in place will be sufficient to create the necessary level of headroom within the project to allow the County Council to proceed as delivery body and, as with the original approval, will be seeking further funding from the different stakeholders to achieve this. The recommendations in this report therefore delegate authority to the Director of Corporate Operations in consultation with the Leader and Chief Executive to write to stakeholders including Homes England, Welborne Land Limited, Fareham Borough Council, Department for Levelling Up Homes and Communities, National Highways and Department for Transport stating the value of the additional funding that is required to allow the County Council to continue as delivery body into the construction phase.

31. In addition, following a visit by Rt Hon Michael Gove MP, Secretary of State for Levelling Up, Housing and Communities to the Welborne development, he indicated the importance he placed on the scheme. Further representations will also be made directly to him to help secure the necessary funding.
32. If the County Council is unable to secure the necessary headroom to enable it to mitigate the impact of a cost overrun then it will not proceed beyond the end of stage cost review which is planned for early 2024.

Communications

33. Communications to date have been largely led by Fareham Borough Council, as part of the planning process for Welborne, and by Buckland Development Ltd, the planning applicant, for Welborne and M27 Junction 10. Should the M27 Junction 10 scheme progress into the construction stage any communications on this element of the Welborne project will be led by the County Council.
34. In June 2023 the Secretary of State for Levelling Up, Housing & Communities, the Rt Hon Michael Gove MP and the Rt Hon Suella Braverman, MP for Fareham, visited the site as part of the commencement of the delivery stage for the wider Welborne project and both provided very strong and positive support for the development and its broader aims and objectives. They also met privately with Councillors Humby and Woodward. On 24 July 2023 Mr Gove delivered a speech, as Secretary of State, on his 'Long-term plan for Housing' and he specifically cited Welborne as an "outstanding" project.

Consultation and Equalities

35. Plans to improve M27 Junction 10 have evolved over the last 15 years as an integral part of the development of Welborne Garden Village, proposed by Fareham Borough Council in their Welborne Plan and promoted by Buckland Development Limited as planning applicant. The majority of the comprehensive and extensive, statutory and non-statutory consultations related to Welborne to date have been led by Fareham Borough Council and Buckland Development Ltd, and these have included iterative adjustments to the design including the nature and layout of a revised Junction 10. The wide range of consultees included equality and disability groups.
36. The approved planning application has informed the final design for the project which includes provision for pedestrians and cyclists as well as a section of bridleway. There is no community severance created by the junction and new links are created to connect south via the new underpass to Fareham town centre, bus and rail stations.
37. The recommendations of this report relate to procedural matters and their impact has been assessed as neutral. When the Scheme is delivered, it will benefit all transport users, catering for cars, Bus Rapid Transit links, and

including new and improved existing pedestrian and cycle provision. It will provide the key access to Welborne Garden Village and associated 6000 new homes and 5000 new jobs with enhanced connectivity to the local and strategic transport networks alongside improved connectivity for all across the M27, which will benefit the whole local community in Fareham. A full raft of statutory and non-statutory public consultation has taken place on the scheme and a full EQIA has been produced as part of this in a format consistent with National Highways projects.

Climate Change Impact Assessments

38. Hampshire County Council utilises two decision-making tools to assess the carbon emissions and resilience of its projects and decisions. These tools provide a clear, robust, and transparent way of assessing how projects, policies and initiatives contribute towards the County Council's climate change targets of being carbon neutral and resilient to the impacts of a 2°C temperature rise by 2050. This process ensures that climate change considerations are built into everything the Authority does.

Climate Change Adaptation

39. Following assessment using the Adaptation Tool, the project is not considered to be vulnerable to climate change. The design has been executed in line with the requirements of Hampshire County Council as Statutory Lead Local Flood Authority and the latest guidance from the Environment Agency. Appropriate storm return periods, with designs allowing for a one in a 100 year storm where appropriate, have been applied, with the latest climate change allowance included in accordance with Environment Agency requirements. The drainage system ensures there is no increase in the rate of runoff discharged from the site, and on-site flooding is contained within the specially designated areas, removing the risk to people and property. There are no identified risks from extreme heat and storms.
40. The scheme will ensure that Hampshire maintains strong and sustainable economic growth and prosperity and supports priorities for improving wellbeing and health through inclusion of new footways and cycle tracks to encourage active travel.

Carbon Mitigation

41. Comprehensive Carbon Assessment Reports have been prepared for the scheme at the design stage in accordance with National Highways templates. These focus on the need to reduce Green-House Gas (GHG) emissions in line with PAS 2080:2023 guidance to minimise emissions associated with the construction of the scheme.

42. The construction stages of the scheme will involve heavy vehicles moving significant earth works to create embankments and an underpass. Mitigation will seek to ensure that cut and fill movements are limited with as much re-use and disposal on adjacent land as possible to reduce emissions. Emissions will be further mitigated by additional tree and scrub planting, over and above that which will need to be removed during the works phase of the scheme.
43. During the operational stage of the scheme, emissions associated with existing trips and journeys will be reduced, with shorter journeys facilitated by improved access to the M27 from Fareham. The scheme will cater for more sustainable modes of transport, providing enhanced accessibility across the M27 for walking and cycling towards Fareham town centre and bus and rail stations, and the scheme also allows for dedicated Bus Rapid Transit links into the garden village development.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	yes
People in Hampshire live safe, healthy and independent lives:	yes
People in Hampshire enjoy a rich and diverse environment:	yes
People in Hampshire enjoy being part of strong, inclusive communities:	yes

Other Significant Links

Links to previous Member decisions:	
<u>Title</u>	<u>Date</u>
EMET – M27 Junction 10	15 Jan 2019
EMETE – M27 Junction 10 Update	14 Jan 2020
Cabinet – M27 Junction 10 Scheme Update	29 Sept 2020
Cabinet – M27 Junction 10 Project Review	9 Feb 2021
Cabinet – M27 Junction 10 Welborne	13 July 2021
ELMETE – M27 Junction 10 Project Appraisal	23 Sept 2021
Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
Fareham Borough Council Planning Decision on Welborne Garden Village	Planning Portal / Fareham Borough Council website

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);

Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;

Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;

Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;

Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

2. Equalities Impact Assessment:

The recommendations of this report relate to procedural matters and their impact has been assessed as neutral. When the Scheme is delivered, it will benefit all transport users, catering for cars, Bus Rapid Transit links, and including new and improved existing pedestrian and cycle provision. It will provide the key access to Welborne Garden Village and associated 6000 new homes and 5000 new jobs with enhanced connectivity to the local and strategic transport networks alongside improved connectivity for all across the M27, which will benefit the whole local community in Fareham. A full raft of statutory and non-statutory public consultation has taken place on the scheme and a full EQIA has been produced as part of this in a format consistent with National Highways projects.

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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