

Public Document Pack

Cabinet

Tuesday, 20th March, 2018
at 4.30 pm

PLEASE NOTE TIME OF MEETING

Council Chamber - Civic Centre

This meeting is open to the public

Members

Leader - Councillor Simon Letts
Children's Social Care - Councillor John Jordan
Communities, Culture and Leisure- Councillor Satvir Kaur
Education and Skills - Councillor Darren Paffey
Environment and Transport - Councillor Jacqui Rayment
Finance - Councillor Mark Chaloner
Health and Community Safety - Councillor Dave Shields
Housing and Adult Care - Councillor Warwick Payne
Sustainable Living - Councillor Chris Hammond

(QUORUM – 3)

Contacts

Cabinet Administrator

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BACKGROUND AND RELEVANT INFORMATION

The Role of the Executive

The Cabinet and individual Cabinet Members make executive decisions relating to services provided by the Council, except for those matters which are reserved for decision by the full Council and planning and licensing matters which are dealt with by specialist regulatory panels.

The Forward Plan

The Forward Plan is published on a monthly basis and provides details of all the key executive decisions to be made in the four month period following its publication. The Forward Plan is available on request or on the Southampton City Council website, www.southampton.gov.uk

Implementation of Decisions

Any Executive Decision may be “called-in” as part of the Council’s Overview and Scrutiny function for review and scrutiny. The relevant Overview and Scrutiny Panel may ask the Executive to reconsider a decision, but does not have the power to change the decision themselves.

Mobile Telephones – Please switch your mobile telephones to silent whilst in the meeting.

Use of Social Media

The Council supports the video or audio recording of meetings open to the public, for either live or subsequent broadcast. However, if, in the Chair’s opinion, a person filming or recording a meeting or taking photographs is interrupting proceedings or causing a disturbance, under the Council’s Standing Orders the person can be ordered to stop their activity, or to leave the meeting.

By entering the meeting room you are consenting to being recorded and to the use of those images and recordings for broadcasting and or/training purposes. The meeting may be recorded by the press or members of the public. Any person or organisation filming, recording or broadcasting any meeting of the Council is responsible for any claims or other liability resulting from them doing so. Details of the Council’s Guidance on the recording of meetings is available on the Council’s website.

The Southampton City Council Strategy (2016-2020) is a key document and sets out the four key outcomes that make up our vision.

- Southampton has strong and sustainable economic growth
- Children and young people get a good start in life

Executive Functions

The specific functions for which the Cabinet and individual Cabinet Members are responsible are contained in Part 3 of the Council’s Constitution. Copies of the Constitution are available on request or from the City Council website, www.southampton.gov.uk

Key Decisions

A Key Decision is an Executive Decision that is likely to have a significant:

- financial impact (£500,000 or more)
- impact on two or more wards
- impact on an identifiable community

Procedure / Public Representations

At the discretion of the Chair, members of the public may address the meeting on any report included on the agenda in which they have a relevant interest. Any member of the public wishing to address the meeting should advise the Democratic Support Officer (DSO) whose contact details are on the front sheet of the agenda.

Fire Procedure – In the event of a fire or other emergency, a continuous alarm will sound and you will be advised, by officers of the Council, of what action to take.

Smoking policy – The Council operates a no-smoking policy in all civic buildings.

Access – Access is available for disabled people. Please contact the Cabinet Administrator who will help to make any necessary arrangements.

Municipal Year Dates (Tuesdays)

2017	2018
20 June	16 January
18 July	13 February (Budget)
15 August	20 February
19 September	20 March
17 October	17 April
14 November	
19 December	

- People in Southampton live safe, healthy, independent lives
- Southampton is an attractive modern City, where people are proud to live and work

CONDUCT OF MEETING

TERMS OF REFERENCE

The terms of reference of the Cabinet, and its Executive Members, are set out in Part 3 of the Council's Constitution.

RULES OF PROCEDURE

The meeting is governed by the Executive Procedure Rules as set out in Part 4 of the Council's Constitution.

DISCLOSURE OF INTERESTS

Members are required to disclose, in accordance with the Members' Code of Conduct, **both** the existence **and** nature of any "Disclosable Pecuniary Interest" or "Other Interest" they may have in relation to matters for consideration on this Agenda.

DISCLOSABLE PECUNIARY INTERESTS

A Member must regard himself or herself as having a Disclosable Pecuniary Interest in any matter that they or their spouse, partner, a person they are living with as husband or wife, or a person with whom they are living as if they were a civil partner in relation to:

(i) Any employment, office, trade, profession or vocation carried on for profit or gain.

(ii) Sponsorship:

Any payment or provision of any other financial benefit (other than from Southampton City Council) made or provided within the relevant period in respect of any expense incurred by you in carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.

(iii) Any contract which is made between you / your spouse etc (or a body in which the you / your spouse etc has a beneficial interest) and Southampton City Council under which goods or services are to be provided or works are to be executed, and which has not been fully discharged.

(iv) Any beneficial interest in land which is within the area of Southampton.

(v) Any license (held alone or jointly with others) to occupy land in the area of Southampton for a month or longer.

(vi) Any tenancy where (to your knowledge) the landlord is Southampton City Council and the tenant is a body in which you / your spouse etc has a beneficial interests.

(vii) Any beneficial interest in securities of a body where that body (to your knowledge) has a place of business or land in the area of Southampton, and either:

- a) the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body, or
- b) if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you / your spouse etc has a beneficial interest that exceeds one hundredth of the total issued share capital of that class.

Other Interests

A Member must regard himself or herself as having an, 'Other Interest' in any membership of, or occupation of a position of general control or management in:

Any body to which they have been appointed or nominated by Southampton City Council

Any public authority or body exercising functions of a public nature

Any body directed to charitable purposes

Any body whose principal purpose includes the influence of public opinion or policy

Principles of Decision Making

All decisions of the Council will be made in accordance with the following principles:-

- proportionality (i.e. the action must be proportionate to the desired outcome);
- due consultation and the taking of professional advice from officers;
- respect for human rights;
- a presumption in favour of openness, accountability and transparency;
- setting out what options have been considered;
- setting out reasons for the decision; and
- clarity of aims and desired outcomes.

BUSINESS TO BE DISCUSSED

Only those items listed on the attached agenda may be considered at this meeting.

QUORUM

The minimum number of appointed Members required to be in attendance to hold the meeting is 3.

In exercising discretion, the decision maker must:

- understand the law that regulates the decision making power and gives effect to it. The decision-maker must direct itself properly in law;
- take into account all relevant matters (those matters which the law requires the authority as a matter of legal obligation to take into account);
- leave out of account irrelevant considerations;
- act for a proper purpose, exercising its powers for the public good;
- not reach a decision which no authority acting reasonably could reach, (also known as the “rationality” or “taking leave of your senses” principle);
- comply with the rule that local government finance is to be conducted on an annual basis. Save to the extent authorised by Parliament, ‘live now, pay later’ and forward funding are unlawful; and
- act with procedural propriety in accordance with the rules of fairness.

AGENDA

1 APOLOGIES

To receive any apologies.

2 DISCLOSURE OF PERSONAL AND PECUNIARY INTERESTS

In accordance with the Localism Act 2011, and the Council's Code of Conduct, Members to disclose any personal or pecuniary interests in any matter included on the agenda for this meeting.

EXECUTIVE BUSINESS

3 STATEMENT FROM THE LEADER

4 RECORD OF THE PREVIOUS DECISION MAKING (Pages 1 - 8)

Record of the decision making held on 13 February 2018 and 20 February 2018.

5 MATTERS REFERRED BY THE COUNCIL OR BY THE OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE FOR RECONSIDERATION (IF ANY)

There are no matters referred for reconsideration.

6 REPORTS FROM OVERVIEW AND SCRUTINY COMMITTEES (IF ANY)

There are no items for consideration

7 EXECUTIVE APPOINTMENTS

To deal with any executive appointments, as required.

ITEMS FOR DECISION BY CABINET

8 SOLENT RECREATION MITIGATION STRATEGY ((Pages 9 - 44)

Report of the Leader of the Council seeking approval for the adoption of the final Definitive Strategy in line with partners in the Partnership for Urban South Hampshire.

9 DEVELOPMENT OF AN OFFER FOR CHILDREN WITH DISABILITIES ((Pages 45 - 94)

Report of the Cabinet Member for Children's Social Care, proposing the implementation of a new eligibility criteria and short break offer for children with disabilities.

10 CONCESSIONARY FARES SCHEME 2018/19 ((Pages 95 - 106)

Report of the Cabinet Member for Environment and Transport detailing the final arrangements for the Concessionary Fare Scheme for 2018/19 including the rate at which bus operators will be reimbursed for concessionary pass travel.

11 YOUTH JUSTICE STRATEGY 2017-20 UPDATE ((Pages 107 - 160)

Report of the Cabinet Member for Health and Community Safety seeking approval for an updated Youth Justice Strategy 2017-2020.

12 SAFE CITY STRATEGY 2017-2020 UPDATE ((Pages 161 - 168)

Report of the Cabinet Member for Health and Community Safety seeking approval for an updated and amended Safe City Strategy 2017-2020.

13 APPROVAL TO PROCURE A WATER CONTRACT FOR CITY COUNCIL BUILDINGS AND SERVICES ((Pages 169 - 174)

Report of the Cabinet Member for Sustainable Living seeking authorisation to procure a contract for the supply of water and disposal of waste water for City Council Buildings and Services.

14 CHANGES TO EXISTING REVENUE AND CAPITAL BUDGETS (Pages 175 - 178)

Report of the Cabinet Member for Finance detailing proposed changes to existing Revenue and Capital Budgets to incorporate changes to this and future years' budget.

15 THE PROPOSED DISPOSAL OF FOUR SITES TO ACCELERATE THE PROVISION OF AFFORDABLE HOMES IN THE CITY ((Pages 179 - 192)

Report of the Leader of the Council seeking authorisation for the disposal of four sites to accelerate the provision of affordable homes in the city.

Monday, 12 March 2018

Service Director, Legal and Governance

Agenda Item 4

Minutes of Cabinet Meetings:

- 13 February 2018
- 20 February 2018

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SOUTHAMPTON CITY COUNCIL
EXECUTIVE DECISION MAKING

RECORD OF THE DECISION MAKING HELD ON 13 FEBRUARY 2018

Present:

Councillor Letts	-	Leader of the Council
Councillor Jordan	-	Cabinet Member for Children's Social Care
Councillor Kaur	-	Cabinet Member for Communities, Culture and Leisure
Councillor Rayment	-	Cabinet Member for Environment and Transport
Councillor Shields	-	Cabinet Member for Health and Community Safety
Councillor Payne	-	Cabinet Member for Housing and Adult Care
Councillor Hammond	-	Cabinet Member for Sustainable Living
Councillor Dr Paffey	-	Cabinet Member for Education and Skills

Apologies: Councillor Chaloner

43. EXECUTIVE APPOINTMENTS

Cabinet approved the following appointments:

- Solent Transport Board – to appoint Councillor Letts as Deputy
- Business Improvement Board – to appoint Councillor Rayment as Deputy

44. CORPORATE REVENUE FINANCIAL MONITORING FOR THE PERIOD TO THE END OF DECEMBER 2017

On consideration of the report of the Cabinet Member for Finance, Cabinet agreed the following:

General Fund

- Note the current General Fund revenue position for 2017/18 as at December 2017, which is a forecast overspend at year end of £2.02M against the working budget, as outlined in paragraph 3.
- Note that the forecast overspend for portfolios is £4.33M as outlined in paragraph 4 and further in Appendix 1.
- Note the actions and assumptions being put in place to address the overspend position as described in paragraphs 5 to 12.
- Note the performance to date with regard to the delivery of the agreed savings proposals approved for 2017/18 as detailed in paragraphs 13 to 20.
- Note the Key Financial Risk Register as detailed in Appendix 2.
- Note the performance against the financial health indicators detailed in Appendix 3.

- vii) Note the performance outlined in the Treasury Management update on benchmarking, prudential indicators and financial outlook in paragraphs 37 to 45 and attached as Appendix 4.
- viii) Note the performance outlined in the Quarterly Collection Fund Statement attached as Appendix 5 and detailed in paragraphs 49 to 52.

Housing Revenue Account

- ix) Note the current HRA budget monitoring position for 2017/18, as at December 2017. There is a forecast overspend at year end of £0.86M against the working budget as outlined in paragraphs 46 to 48.

45. THE REVISED MEDIUM TERM FINANCIAL STRATEGY AND BUDGET 2018/19 TO 2021/22

DECISION MADE: (CAB 17/18 20159)

On consideration of the report of the Cabinet Member for Finance, and an amended Appendix 1 and amended Annex 1 in Appendix 2, Cabinet agreed the following:

General Fund

- i) Note the position on the forecast adverse outturn position for 2017/18 as set out in paragraphs 32 to 38.
- ii) Note the revised Medium Term Financial Strategy 2018/19 to 2021/22 as detailed in Appendix 2.
- iii) Note the aims and objectives of the Medium Term Financial Strategy which will be presented to council for approval on 21 February 2018.
- iv) Note that the Executive's budget proposals are based on the assumptions detailed within the MTFs and that this includes a council tax increase of 5.99 %, 2.99% under general powers to increase council tax without a referendum and 3.00% Social Care Precept in 2018/19.
- v) To note that the report identifies additional general fund pressures totalling £10.07M in 2018/19 as detailed in paragraphs 42 to 46 and 58 to 59 along with the proposed funding mitigations.
- vi) To note that the report identifies direct investment in services totalling £2.46M, with a further sum of £1.18M invested in an Enterprise Resource Planning Programme in 2018/19 as detailed in paragraph 60 along with the proposed funding mitigations.
- vii) To note that further proposals will need to be considered to address the 2019/20 and future years budget gap.
- viii) Notes and recommends to council where appropriate, the MTFs and General Fund Revenue Budget changes as set out in council recommendations i) to xiv).

Housing Revenue Account

- xi) To note that, from 1st April 2018, a standard decrease be applied to all dwelling rents of 1.0%, as set out in paragraph 107 of this report, equivalent to an average decrease of £0.85 per week in the current average weekly dwelling rent figure of £84.57.

- x) To note an increase in weekly service charges of 3% from 1st April 2018 (including supported accommodation) based on a full cost recovery approach – as detailed in paragraph 108.
- xi) To note an increase in the charges to council tenants for garages by 15% and parking spaces by 10% from 1st April 2018 as detailed in paragraph 106.
- xii) To note savings totalling of £3.94M in 2018/19 as laid out in Appendix 9.
- xiii) To note and recommend the Housing Revenue Account Revenue Estimates as set out in the report.
- xiv) To note the 30 year Business Plans for revenue and capital expenditure set out in Appendices 7 and 8 respectively, that based on current assumptions are sustainable and maintain a minimum HRA balance of £2M in every financial year.
- xv) To note that rental income and service charge payments will continue to be paid by tenants in 48 instalments across a 52 week period.

46. CAPITAL FINANCIAL MONITORING FOR THE PERIOD TO THE END OF DECEMBER 2017

On consideration of the report of the Cabinet Member for Finance, Cabinet agreed the following:

- (i) Notes the revised proposed General Fund Capital Programme, which totals £194.43M (as detailed in paragraph 36) and the associated use of resources.
- (ii) Notes the revised proposed HRA Capital Programme, which totals £216.89M (as detailed in paragraph 36) and the associated use of resources.
- (iii) Notes that the forecast position at Quarter 3 is £94.08M, resulting in a potential overspend of £0.72M, as detailed in paragraph 11 and Appendix 1.
- (iv) Notes that the capital programme remains fully funded up to 2021/22 based on the latest forecast of available resources although the forecast can be subject to change; most notably with regard to the value and timing of anticipated capital receipts and the use of prudent assumptions of future Government Grants to be received.

47. THE GENERAL FUND & HOUSING REVENUE ACCOUNT CAPITAL STRATEGY & PROGRAMME 2017/18 TO 2021/22

DECISION MADE: (CAB 17/18 20157)

On consideration of the report of the Cabinet Member for Finance, Cabinet agreed the following:

- (i) Notes the revised General Fund Capital Programme, which totals £194.43M (as detailed in paragraph 77) and the associated use of resources.
- (ii) Notes the revised Housing Revenue Account (HRA) Capital Programme, which totals £216.89M (as detailed in paragraph 77) and the associated use of resources.
- (iii) Notes that £1.21M has been added to the programme, with approval to spend, either under delegated powers or by Cabinet subject to the relevant financial limits. These additions are detailed in paragraph 7 and Appendix 1.

- (iv) Notes the addition of £0.25M to the Communities, Culture & Leisure programme and the request for approval to spend £0.25M as detailed in paragraphs 9 - 10 and Appendix 1.
- (v) Notes the addition of £67.45M to the Education & Children's Social Care programme and the request for approval to spend £67.45M as detailed in paragraph 11 and Appendix 1.
- (vi) Notes the virement of £1.53M within the Education & Childrens Social Care programme as detailed in paragraph 11 and Appendix 1.
- (vii) Notes the addition of £0.16M to the E&T – City Services programme and the request for approval to spend £0.16M as detailed in paragraph 12 and Appendix 1.
- (viii) Notes the addition of £1.20M to the Finance programme and the request for approval to spend £1.20M as detailed in paragraph 13 and Appendix 1.
- (ix) Notes the reduction of £1.50M to the Housing & Adult Social Care programme as detailed in paragraph 14 and Appendix 1.
- (x) Notes the addition of £0.09M to the Leaders programme and the request for approval to spend £0.09M as detailed in paragraph 15 and Appendix 1.
- (xi) Notes the virement of £7.13M within the Leaders programme as detailed in paragraph 16 and Appendix 1.
- (xii) Notes the reduction of £20.10M to the Leaders programme as detailed in paragraphs 17 – 18 and Appendix 1.
- (xiii) Notes the addition of £11.97M to the Transport – E&T programme and the request for approval to spend £11.97M as detailed in paragraphs 19 - 21 and Appendix 1.
- (xiv) Notes the addition of £34.01M to the HRA programme and the request for approval to spend £34.01M as detailed in paragraphs 22 - 26 and Appendix 1.
- (xv) Notes the slippage and re-phasing as set out in paragraph 27 – 70 and as detailed in Appendix 2.
- (xvi) Notes that the capital programme remains fully funded up to 2021/22 based on the latest forecast of available resources although the forecast can be subject to change; most notably with regard to the value and timing of anticipated capital receipts and the use of prudent assumptions of future Government Grants to be received.
- (xvii) Note that a review of the Council's capital strategy has been undertaken as detailed in Appendix 4.

SOUTHAMPTON CITY COUNCIL
EXECUTIVE DECISION MAKING

RECORD OF THE DECISION MAKING HELD ON 20 FEBRUARY 2018

Present:

Councillor Letts	-	Leader of the Council
Councillor Chaloner	-	Cabinet Member for Finance
Councillor Jordan	-	Cabinet Member for Children's Social Care
Councillor Kaur	-	Cabinet Member for Communities, Culture and Leisure
Councillor Shields	-	Cabinet Member for Health and Community Safety
Councillor Payne	-	Cabinet Member for Housing and Adult Care
Councillor Hammond	-	Cabinet Member for Sustainable Living
Councillor Dr Paffey	-	Cabinet Member for Education and Skills

Apologies: Councillor Rayment

48. LICENSING SCHEME FOR HOUSES IN MULTIPLE OCCUPATION (HMOS)

DECISION MADE: (CAB 17/18 20180)

On consideration of the report of the Cabinet Member for Sustainable Living, Cabinet agreed the following:

- (i) That Cabinet approves the proposals for a public consultation for an additional HMO licensing scheme in Bevois, Bargate, Portswood and Swaythling wards. The proposed start of the consultation is from 26th February 2018 for twelve weeks.
- (ii) That Cabinet considers the outcome of the consultation at its meeting on 19th June 2018 and, if appropriate, designates the proposed area as being subject to additional licensing, which would come into effect on 1st July 2018.

49. PROPOSED SHARED PROVISION OF EMERGENCY PREPAREDNESS, RESILIENCE AND RESPONSE SERVICES WITH PORTSMOUTH CITY COUNCIL

DECISION MADE: (CAB 17/18 20232)

On consideration of the report of the Cabinet Member for Environment and Transport, Cabinet agreed the following:

- (i) That the Service Director: Transactions and Universal Services be delegated authority to enter into a Service Level Agreement (SLA) with Portsmouth City Council for the provision of a joint emergency preparedness, resilience and response function with effect from 1st April 2018 at the latest for an initial period of 5 years upon such terms and conditions as the Service Director: Transactions and Universal Services considers appropriate.
- (ii) That the Service Director: Transactions and Universal Services be delegated authority to employ such staff as are reasonably required to undertake the services under the SLA.

- (iii) That following the signing of the SLA and on commencement of the arrangements that the affected Portsmouth City Council staff be transferred under TUPE Regulations to Southampton City Council.

50. SOUTHAMPTON ENERGY SERVICES COMPANY

DECISION MADE: 17/18 (CAB 17/18 20041)

On consideration of the report of the Cabinet Member for Sustainable Living, Cabinet agreed the following:

- (i) Following an evaluation process undertaken in accordance with the contract procedure rules (CPR), Cabinet are recommended to endorse the evaluation outcome and to approve the award of the contract to the winning bidder identified in appendix 1 for a period of 5 years from the contract start date (planned 9th March 2018) subject to continued satisfactory performance and meeting the council's contractual requirements.
- (ii) To delegate authority to the Associate Director Capital Assets, to approve decisions relating to the development, operation and financing of the Energy Supply Service from contract signing onwards.
- (iii) To delegate authority to the Associate Director Capital Assets, to develop and secure contracts with committed local authorities and social landlords to enable regional endorsement and partnership working with the Energy Supply Service.
- (iv) To delegate responsibility to the Associate Director Capital Assets following consultation with the Energy Supply Service Project Management Board and the Tariff Setting Board to manage the requirements of the contract and to agree the setting of tariffs, rebates and marketing resources for the Energy Supply Service.

DECISION-MAKER:	CABINET		
SUBJECT:	SOLENT RECREATION MITIGATION STRATEGY		
DATE OF DECISION:	20 MARCH 2018		
REPORT OF:	LEADER OF THE COUNCIL		
<u>CONTACT DETAILS</u>			
AUTHOR:	Name:	Dawn Heppell	Tel: 023 8083 3828
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Director	Name:	Mike Harris	Tel: 023 8083 2882
	E-mail:	Mike.harris@southampton.gov.uk	

STATEMENT OF CONFIDENTIALITY	
Not applicable	
BRIEF SUMMARY	
<p>Since 2014, the Council has been applying the interim Solent Disturbance and Mitigation strategy to new residential development, along with all the other Partnership for Urban South Hampshire (PUSH) authorities. This sought either a site specific scheme of work or a financial contribution to mitigate the impacts of recreational disturbance on overwintering birds in the Solent Special Protection Areas (SPAs) arising from new housebuilding. Following further research to develop a mitigation package, a definitive strategy is now put forward for approval. This includes a sliding scale for contributions, based on the number of bedrooms in a property. It was approved by the PUSH Joint Committee in December 2017.</p>	
RECOMMENDATIONS:	
	<p>(i) To approve the adoption of the definitive Solent Recreation Mitigation Strategy, as shown in Appendix 1 to the report, so that new residential development is required to mitigate against the harm caused, by either the submission of their own site specific schemes of work or a payment of £337-880 depending on the number of bedrooms in a property.</p>
	<p>(ii) To use the Solent Recreation Mitigation Strategy in determining planning applications from 1 April 2018.</p>
REASONS FOR REPORT RECOMMENDATIONS	
1.	To continue to meet the Council's requirements as a competent authority to ensure that new development does not cause an unacceptable cumulative impact to protected species.
2.	To ensure that an appropriate mechanism is in place to mitigate against the potential harm on Solent Special Protection Areas, that otherwise would be caused by the increased recreational disturbance from new residential development within the surrounding Solent area.
ALTERNATIVE OPTIONS CONSIDERED AND REJECTED	

3.	One option would be to not implement the strategy. This would lead to possible legal challenge by third parties, including Natural England (who is a signatory to the definitive strategy) on new residential planning permissions issued. In addition developers would be required to submit and implement site specific schemes, acceptable to Natural England, alongside each application for residential development, at a potentially higher cost and without the benefits of a strategic approach to this issue.
DETAIL (Including consultation carried out)	
4.	The Solent is internationally important for its wildlife interest and there are various protective designations including three Special Protection Areas (SPAs). These have been designated predominantly for the protection of the large numbers of wading birds and wildfowl which spend the winter on the Solent. Following research it was identified that additional residential development close to the coast is likely to result in significant effects on a group of SPA designations around The Solent. This is due to recreational disturbance of the bird species for which the sites are designated.
5.	The Conservation of Habitat and Species Regulations (2017) (the Habitat Regulations) include provisions to assess whether planning proposals could result in likely significant effects on certain nature conservation designations, including Special Protection Areas (SPAs). It sets out the steps to follow should such effects be identified. The Solent Recreation Mitigation Strategy provides a strategic solution to ensure these requirements are met with regard to the in-combination effects of increased recreational pressure on the Solent SPAs.
6.	Southampton City Council is one of fifteen Solent local authorities comprising the Solent Recreation Mitigation Partnership (SRMP), along with Natural England, the Royal Society for the Protection of Birds, Hampshire & Isle of Wight Wildlife Trust, and Chichester Harbour Conservancy. The Partnership has been working to develop a strategic mitigation package to enable residential development to come forward, avoiding the likely significant effects identified, to satisfy the requirements of the Habitats Regulations.
7.	In 2014 the Partnership introduced an interim strategy as a temporary measure while further research was undertaken on a full mitigation package. In August 2014, Cabinet approved this interim strategy with a 'flat rate' developer contribution of £181 per dwelling, or the opportunity for developers to submit their own site specific mitigation proposals.
8.	The Partnership has considered the specific measures required to address the potential impacts on the SPAs and the balance between rangers and other staff; initiatives; and site-specific projects. This has been informed by further research including the experience of rangers funded by contributions from the interim strategy. The Partnership has also considered whether this package of measures should continue to be funded as a flat rate across all residential development or alternatively as a sliding scale.
9.	The Partnership has now published a full strategy and mitigation package which has been approved by the PUSH Joint Committee. It covers the period to 2034 and includes an in perpetuity funding element continuing over the lifetime of the development. The strategy aims to prevent disturbance through a series of measures which encourage all coastal visitors to enjoy

	their visits in a responsible manner.
10.	Mitigation measures include a team of rangers operating along the coast; initiatives to encourage responsible dog walking; communications, marketing and education initiatives; and small scale site specific projects. A program of long term monitoring is in place to evaluate the impact of these measures and the strategy will be reviewed regularly. New and enhanced strategic greenspaces are part of the strategy, but would be funded from Solent LEP funding rather than contributions.
11.	The contributions in the strategy would rise from £181 per dwelling in the interim scheme to an average cost of £564 per dwelling (subject to indexing). Instead of a flat rate, the full strategy includes a sliding scale contribution based on the number of bedrooms in a property. This is considered a fair approach to mitigating impact as larger properties can accommodate more people and therefore the potential is for more visitors to the coast and a higher level of disturbance. This reduces the impact of the increase in Southampton where a large proportion of new properties are one or two bedroom properties.
12.	From 1 st April 2018, the contributions required will be: £337 for 1 bedroom dwelling £487 for 2 bedroom dwelling £637 for 3 bedroom dwelling £749 for 4 bedroom dwelling £880 for 5 bedrooms or more
13.	Appendix 2 provides transition guidance covering outline permissions, reserved matters and lapsed permissions. Where mitigation was secured at the outline stage prior to the introduction of the strategy on 1 April, a further payment will not be required.
14.	The strategy applies to all development within 5.6km of the Solent SPA. This includes all residential development in Southampton.
15.	The Partnership held seminars with the development industry prior to publishing the strategy for consultation in July 2017. Positive responses were received from developers who felt it was a simple effective mechanism and accepted the rise in developer contributions. Minor changes were made to the draft strategy to take into account responses received during the consultation.
16.	The updated Strategy was endorsed by the Partnership for Urban South Hampshire (PUSH) Joint Committee on 5 December 2017. In order to apply revised contributions, each local planning authority who are members of the partnership are approving the strategy individually.

<u>Capital/Revenue</u>	
17.	There are no direct revenue implications. The adoption of this definitive policy on recreation migration can be managed within existing budgets and resources following the processes put in place under the interim policy.
18.	Developers will pay the increased contributions to the Council as the local planning authority but the contributions will then be transferred to the Solent Recreation Mitigation Partnership to be pooled with contributions from the other partners and utilised in line with the Partnership's strategy. Therefore there is no impact on revenue income at the Council despite the higher charge.
<u>Property/Other</u>	
19.	There are no property implications arising from the adoption of the Solent Recreation Mitigation Strategy.
LEGAL IMPLICATIONS	
<u>Statutory power to undertake proposals in the report:</u>	
20.	The council has the necessary powers to approve this draft Strategy in accordance with s.111 Local Government Act 1972 (the power to do anything calculated to facilitate the delivery of primary functions).
<u>Other Legal Implications:</u>	
21.	The Strategy provides a strategic solution to ensure the requirements of the Conservation of Habitats and Species Regulations 2017 (the Habitats Regulations) are met with regard to the in-combination effects of increased recreational pressure on the Solent Special Protection Areas. This applies to planning applications for residential development and with regard to the Local Plan.
RISK MANAGEMENT IMPLICATIONS	
22.	None identified
POLICY FRAMEWORK IMPLICATIONS	
23.	The adoption of the SRMS will help deliver development identified in the Local Plan.

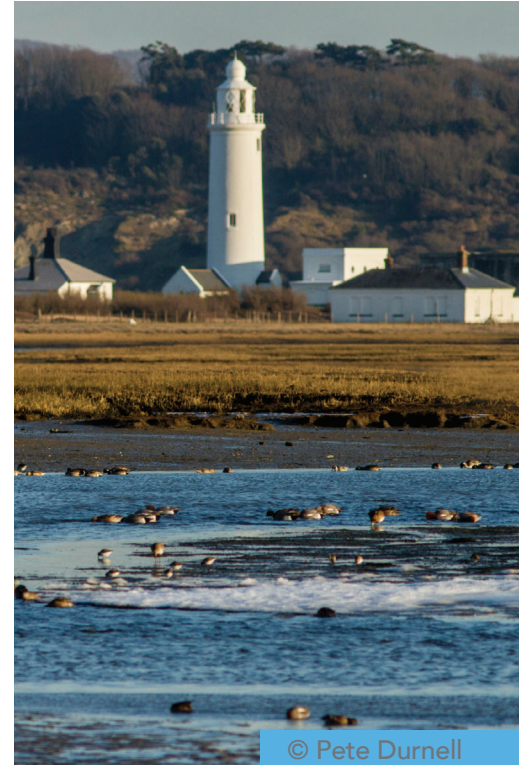
KEY DECISION?	Yes
WARDS/COMMUNITIES AFFECTED:	All
<u>SUPPORTING DOCUMENTATION</u>	
Appendices	
1.	Solent Recreation Mitigation Strategy
2.	Transition Guidance SRMP

Documents In Members' Rooms

1.	Equality and Safety Impact Assessment
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2.		
Equality Impact Assessment		
Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.		Yes
Privacy Impact Assessment		
Do the implications/subject of the report require a Privacy Impact Assessment (PIA) to be carried out.		No
Other Background Documents		
Other Background documents available for inspection at:		
Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)	
1.		
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Solent Recreation Mitigation Strategy

Foreword by Cllr Seán Woodward - Chairman, PUSH



The value of good partnerships cannot be overstated. Clear thinking, practical application and professional commitment really can change the world.

The Partnership for Urban South Hampshire (PUSH) has been proud of its involvement with the Solent Recreation Mitigation Partnership (SRMP) from its very inception. True concern about protecting the coastline of the wider Solent region, backed up by valid research and a pragmatic approach to dealing with developers and the public alike has led to some ground-breaking progress, with the work of the SRMP being regarded nationally as best practice.

The existence of the SRMP means that our coastline can remain evolving and vibrant, benefitting from considered and relevant development whilst also ensuring ecological needs are duly met. With a public-facing brand - Bird Aware – the SRMP has achieved unprecedented success in engaging with the wider public and is developing into a major and positive force for behaviour change.

I am proud to present to you the Solent Recreation Mitigation Strategy – a document that embodies a progressive way of thinking and an opportunity to ensure our landscape is developed to meet the needs of society and our unique ecological assets. I look forward to seeing the many benefits that will arise as a result of this strategy and I invite you all to take steps to become more bird aware when visiting our beautiful coastline.

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The Solent Recreation Mitigation Partnership was established to formulate, implement and monitor the strategy using developer contributions transferred from the local planning authorities. The Partnership comprises the fifteen Solent local authorities, Natural England, the Royal Society for the Protection of Birds, Hampshire & Isle of Wight Wildlife Trust, and Chichester Harbour Conservancy. The authorities are: Chichester District Council, East Hampshire District Council, Eastleigh Borough Council, Fareham Borough Council, Gosport Borough Council, Hampshire County Council, Havant Borough Council, Isle of Wight Council, New Forest District Council, New Forest National Park Authority, Portsmouth City Council, Southampton City Council, South Downs National Park Authority, Test Valley Borough Council, Winchester City Council.

Further information about the Partnership and its work including answers to frequently-asked questions is available at: www.birdaware.org

Summary

Tens of thousands of coastal birds fly from as far as Arctic Siberia to spend the winter on the Solent. They need to be able to feed and rest undisturbed, if they are to survive the winter and fly back to their summer habitats. Three Special Protection Areas (SPAs) have been designated to safeguard the birds.

Over 60,000 new homes are planned around the Solent up to 2034. Research has shown that these will lead to more people visiting the coast for recreation, potentially causing additional disturbance to these birds.

The strategy set out in this document, aims to prevent bird disturbance from recreational activities. It seeks to do this through a series of management measures which actively encourage all coastal visitors to enjoy their visits in a responsible manner rather than restricting access to the coast or preventing activities that take place there. Prepared by the Solent Recreation Mitigation Partnership of local authorities and conservation bodies, the strategy was published for consultation in July 2017 and changes incorporated as a result.

The Strategy proposes:-

- a team of 5-7 coastal rangers to advise people on how to avoid bird disturbance, liaise with landowners, host school visits, etc;
- communications, marketing and education initiatives and an officer to implement them;
- initiatives to encourage responsible dog walking and an officer to implement them;
- preparation of codes of conduct for a variety of coastal activities;
- site-specific projects to better manage visitors and provide secure habitats for the birds;
- providing new/enhanced greenspaces as an alternative to visiting the coast;
- a partnership manager to coordinate and manage all the above.

Implementation of these measures and monitoring of their effectiveness, will be funded by 'developer contributions' calculated according to the bedroom numbers of the property, equivalent to an average of £564 per dwelling (increased annually to take into account inflation). This applies to new homes built within 5.6 kilometres of the SPAs. (This 5.6 kilometre zone is where the majority of coastal visitors live.) Some developments may require additional mitigation due to their size or proximity to a SPA.

The developer contributions will be collected by the local authorities and transferred to the Partnership which will implement the measures. Some of the money received will be set aside to fund the measures 'in-perpetuity' (calculated on an 80 years basis) after 2034.

Council leaders will steer and oversee the Partnership's activities and expenditure. Progress on implementation and financial accounts will be published in an annual report.

Further information about the Partnership is at: www.birdaware.org

Introduction

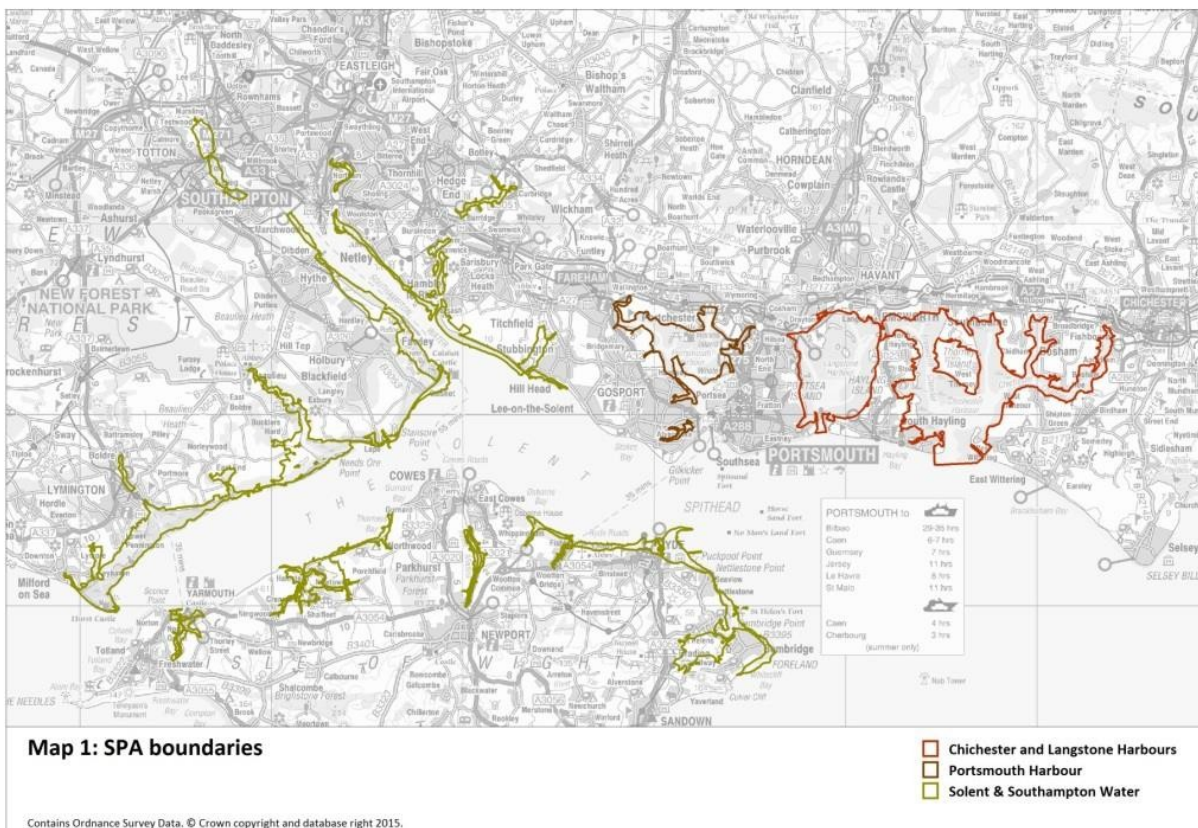
- 1.1. The Solent is internationally important for its wildlife. Each winter, the Solent hosts over 90,000 waders and wildfowl including 10 per cent of the global population of brent geese. These birds come from as far as Siberia to feed and roost before returning to their summer habitats to breed. Three Special Protection Areas (SPAs) were designated by the Government predominantly to protect these over-wintering birds (see map on page 6).
- 1.2. Legislation requires mitigation for any impact which a proposed development, in combination with other plans or project, is likely to have on a SPA. It requires local planning authorities before they grant planning permission for the project, to ensure the necessary mitigation will be provided. In practice this means that that development proposals cannot be consented or proceed unless there are no impacts on the integrity of European sites. If significant effects are predicted to occur, suitable measures for mitigation are required to reduce impacts to acceptable levels.
- 1.3. The Strategy provides a strategic solution to ensure the requirements of the Conservation of Habitats and Species Regulations 2017 (the Habitats Regulations) are met with regard to the in-combination effects of increased recreational pressure on the Solent SPAs arising from new residential development.
- 1.4. The Conservation of Habitats and Species Regulations 2017 consolidate all the various amendments made to the Conservation of Habitats and Species Regulations 2010 and the [Conservation \(Natural Habitats, &c.\) Regulations 1994](#) in respect of England and Wales. The 1994 Regulations transposed Council Directive 92/43/EEC on the conservation of natural habitats and of wild fauna and flora (EC Habitats Directive) into national law. Further details are available [here](#).
- 1.5. The Strategy seeks to provide mitigation for the duration of the impact (in-perpetuity) in line with the Habitats Regulations. Throughout this period, regular strategic reviews will take place every 5 years or more frequently if changes in the legislation or evidence necessitate.
- 1.6. A development can have various impacts, but one which is likely to arise from all new housing around the Solent SPAs is the impact of additional recreational visits, and therefore potential bird disturbance to the SPAs. Although the developer has the legal duty to provide the mitigation, the local authorities and conservation groups have devised a strategic approach to the provision of the mitigation for recreational impacts in order to facilitate delivery and ensure a consistent approach.
- 1.7. This document sets out that strategic approach, the mitigation measures to be implemented, and the arrangements for governance, reporting, and monitoring. It provides mitigation for the impact of in-combination recreational visits arising from housing which is planned around the Solent up to 2034. It does not address the impact of existing activities, which is the role of the separate Solent European Marine Sites (SEMS) initiative. It should also be noted that the Strategy does not deal with any other impacts on the SPAs such as loss of habitat, increased noise, effect on water quality etc - which may arise from new housing, or the potential impact of other types of development such as new employment sites. Separate mitigation may be required to address these additional impacts on the SPAs that arise from new development. These will be assessed by the local planning authorities, with advice from Natural England, at the planning application stage.

1.8. The strategy enables a housebuilder to make a monetary 'developer contribution' for the strategic mitigation of recreational pressures that would otherwise occur over a wide area, instead of needing to provide bespoke mitigation themselves. A developer can still provide their own mitigation, if they have the ability to do so, but for the vast majority it will be simpler, quicker and less costly to make a contribution towards the Strategy. This approach provides clarity and certainty for both developers and local authorities. It helps to deliver coordinated and effective mitigation, whilst simultaneously speeding up the development approval process and reducing the costs for all parties. It also provides a means for mitigating the impact of small developments for which it would not be practical to provide bespoke mitigation for.

2 The need for mitigation

- 2.1. The Solent coast, particularly its mudflats, shingle and saltmarshes, provide essential winter feeding and roosting grounds for birds that spend the winter here. The wide range of recreational activities which take place on this coast can result in disturbance to the birds, albeit often unintentional.
- 2.2. Human disturbance of the birds can have several impacts. Birds may be more alert, resulting in a reduction in the amount of food eaten, or they may move away from the disturbance. A bird which moves away forgoes valuable feeding time whilst in the air and also uses energy in flying - a double impact on the bird's energy reserves. If the disturbance is substantial, then food-rich areas may be little used by the birds or avoided altogether, leading to other areas hosting a higher density of birds and intensifying the competition for the available food.
- 2.3. Ultimately, the consequence of human disturbance can be increased bird mortality or a reduction in the amount of energy which the individual bird has available at the end of the winter period to fly back to its breeding grounds. If as a consequence the birds are unable to complete their migratory journey or are not in sufficiently good condition to breed when they arrive, then this would lead to a reduction in the bird population.

The Solent Special Protection Areas



- 2.4. Extensive research was undertaken during 2009-2013 to assess the impact of recreational activity on wintering birds on the Solent coast. This work was known as the Solent Disturbance Mitigation Project and formed part of the Solent European Marine Sites (SEMS) Scheme of Management. The research was coordinated by the Solent Forum, who coordinated it. This work included recording the response of birds to disturbance, face-to-face surveys of visitors at the coast, and a postal survey of households living around the Solent. Computer modelling using that information predicted the number of additional recreational visits which would be generated by planned housebuilding.
- 2.5. By far the most popular activity taking place at the coast is walking, with jogging and cycling also proving popular. The research shows that these account for 91% of all recreational activity¹. The same research also highlighted that dogs off lead were a cause of 47% of all 'major flights' i.e. bird(s) flying more than 50 metres to escape disturbance². This is why understanding the needs of dog walkers and proactively working with them is a priority for the Partnership.
- 2.6. Although other types of recreational use such as surfing, horse riding and rowing only amount to a total of 9% of activities carried out, each occurrence can create substantial disturbance³. Therefore the Partnership has longer term goals to work with each of these groups too.
- 2.7. The research predicted a 13% increase in visitor numbers at the Solent coast as a result of planned new housing, with the change on individual sections varying from 4% to 84%⁴. This highlights that the planned new housing will mean a large increase in coastal visits with a likely impact on the birds unless mitigation measures are put in place.
- 2.8. The research showed that how people behave, and how access is managed at each location determines the extent of disturbance⁵.
- 2.9. On the basis of this research, Natural England - the Government's advisor on the natural environment - issued formal advice to the Solent local planning authorities in March 2013. Their letter⁶ stated: "*This follows the completion of Phase II of the Solent Disturbance and Mitigation Project (SDMP), which reported that there is a Likely Significant Effect associated with the new housing planned around the Solent. Natural England's advice is that the SDMP work represents the best available evidence, and therefore avoidance measures are required in order to ensure a significant effect, in combination, arising from new housing development around the Solent, is avoided.*"
- 2.10. Ecological consultants Footprint Ecology were then commissioned to recommend a package of appropriate mitigation measures. Drawing on an evaluation of measures used elsewhere in the UK and the expert opinion of leading academics and practitioners, they recommended⁷:-
- A delivery officer
 - A team of wardens/rangers
 - A coastal dog walkers project
 - A review of parking
 - A review of watersport zones/watersport access
 - Codes of conduct pack
 - Series of site specific projects
 - Watersport permits & enforcement
 - Suitable Alternative Natural Greenspaces/additional green Infrastructure/alternative roost sites.

- 2.11. Of these, the main recommendation (in terms of resource allocation) would be the team of wardens/rangers. Footprint Ecology recommended that around 5-7 rangers would form a core team, supplemented with casual staff if necessary⁸. The main ranger presence would be required from September through to the end of March, they advised, but that summer tasks - such as delivering projects, liaison with local landowners and stakeholders - might make it appropriate for some staff to be employed all year.
- 2.12. Suitable Alternative Natural Greenspaces (SANGs) are a key mitigation measure at some other Special Protection Areas, but Footprint Ecology recommended caution in using them for the Solent SPAs⁹. In large part this was because a survey showed that many people visit the Solent coast for the sea views and the feeling of 'being beside the sea': 34% of those surveyed stated that nothing could be done to make an alternative site more attractive to them¹⁰. A subsequent study¹¹ concluded that SANGs may have a role to play in providing mitigation if they are closely linked to management at the coast, are targeted in the right locations, and are accompanied by active promotion of their existence.
- 2.13. The evidence¹² showed that mitigation should be required from all dwellings built within 5.6 kilometres of the boundaries of the SPAs. This is the zone from which 75% of coastal visitors live. The zone boundary is defined by using straight line distances from the SPA boundary. This approach is the same as that adopted for Thames Basin Heaths and Dorset Heathlands SPAs.
- 2.14. Two research studies were commissioned to help identify which measures would be the most effective in encouraging responsible dog walking. The first was market research with dog walkers¹³ involving interviews at the coast and an on-line survey.
- 2.15. The second study¹⁴ reviewed measures which have been successfully used elsewhere in the UK and would be relevant to the circumstances of the Solent. It recommended the use of a website, social media and other initiatives to raise dog walkers' awareness of bird disturbance and to promote alternative inland greenspaces. The study emphasised that these initiatives would require adequate resourcing and this has been taken into account with the staffing numbers to carry out this Strategy. They allow for a full time dedicated resource to work with dog walkers and dog interest groups to achieve a way forward that fully considers their needs.

NB: References for the documents mentioned above are in Appendix E.

3 Overall approach and benefits

- 3.1. The aim of this strategy is to prevent any net increase in bird disturbance as a result of additional recreational pressures arising from the approximately 64,000 new dwellings which are planned around the Solent SPAs up to 2034 (see Appendix A for the derivation of this figure). This will be achieved by:-
- raising awareness and encouraging behavioural change of coastal visitors;
 - implementing projects to better manage visitors and provide secure habitats for the birds;
 - providing and promoting new/enhanced greenspaces in less sensitive areas as an alternative to visiting the coast.
- 3.2. This overall approach of better managing visitors at the coast, rather than attempting to restrict access through bylaws, permits, etc, reflects the research (paragraph 2.4 above) which found that the level of disturbance is determined more by peoples' behaviour than purely by the number of visitors.
- 3.3. Public access to the coast provides benefits including health, education, inspiration, spiritual and general well-being. Visitor access is also important in the management of the sites for nature conservation, because people are more likely to want to be involved with and protect local sites if they have close links with them. So by maintaining public access but with measures to ensure that recreational activity and nature conservation interests are not in conflict, the coast can be managed for the benefit of both wildlife and the public.
- 3.4. Based on the findings on the level of disturbance caused by various recreational activities (paragraphs 2.5 and 2.6 above), this strategy places a particular focus on walkers, cyclists, and dog walkers, but with proportionate mitigation measures for other recreational activities. So the package of mitigation measures comprises:-
- A team of rangers
 - Communications, marketing and education initiatives
 - Initiatives to facilitate and encourage responsible dog walking
 - Codes of conduct
 - Site-specific visitor management and bird refuge projects
 - New/enhanced strategic greenspaces
 - A delivery officer (called 'Partnership Manager' from here on)
 - Monitoring to help adjust the mitigation measures as necessary.
- 3.5. These measures are described in more detail in the next section. The package echoes the recommendations of consultants Footprint Ecology (paragraph 2.10 above) except for their proposal for watersport permits and enforcement. The latter would be contrary to the Partnership's overall approach which is aimed at managing rather than preventing activity at the coast. The consultants' recommendations for a review of watersports zones and parking may be considered again if monitoring of the Strategy's effectiveness suggests additional steps are required and these actions are judged likely to assist with providing further mitigation.
- 3.6. Implementation of these measures will help avoid disturbance to the birds which fly thousands of miles to spend the winter here. There will be benefits for people too, with a wider range of greenspaces and better facilities at many of them. It will be a win-win outcome: an enhanced range of quality recreational opportunities **and** safeguarding of the birds which are such an important feature of our shores.

4 The mitigation measures

4.1. This section sets out the mitigation measures required. How they will be resourced is dealt with in section 5.

Rangers

4.2. The rangers are the key mitigation measure. A small interim team was established in late 2015. They have begun to establish themselves and their presence has generally been well received. However, a larger team is needed in order to a satisfactory minimum Ranger presence along the 250 kilometer Solent coastline and build the necessary profile amongst people who regularly visit the coast, local communities, land owners and partner organisations.

4.3. During the winter period (1 October - 31 March), a team of seven rangers will focus their time on engaging with visitors at the coast, explaining the vulnerability of the birds, and advising people how they can avoid bird disturbance.

4.4. Five of the seven will be employed all-year. During the summer period (1 April - 30 September), the five will undertake tasks for which there is insufficient time during the winter period or which are best done during better weather. Those tasks will include meeting with landowners and stakeholders, installing/maintaining signs and interpretation panels, assisting with dog walking initiatives, staffing a stand at outdoor shows/events; hosting school visits, and preparing codes of conduct in consultation with local clubs (see paragraph 4.9 below). Once the enlarged ranger team is in place, they will prepare the Access Management Assessments described in paragraph 4.18 below.

4.5. The Ranger programme seeks to bring positive changes in behavior through promoting a better understanding and appreciation of the Solent's birds and the threats they face. If the monitoring or new research suggests that this approach is not working or needs to be adjusted, the Ranger programme will be adapted to improve its effectiveness.

Communications, marketing and education initiatives

4.6. The overall approach of this strategy is to secure behavioural change through awareness raising. Communications, marketing and education are central to that mission. The 'Bird Aware Solent' brand name, a presence on Twitter and Facebook, and a high quality website provide sound foundations for further communications and education initiatives. Those further initiatives are likely to include further development of the website, regular press releases, longer articles for magazines, educational materials for schools, and a range of leaflets targeted at different coastal visitor groups. A gazebo or a mobile display vehicle would enable key messages to be disseminated at local events/shows events.

Initiatives to encourage responsible dog walking

4.7. Key messages for dog walkers will be part of the general communications, marketing and education initiatives described above, but online and printed materials specifically targeted at dog walkers will also be produced.

4.8. A dedicated member of staff for dog walker engagement will roll out a series of positive measures to actively work with this group and will draw from measures that have been successful in other areas.

Codes of conduct

- 4.9. Codes of conduct will be developed, in conjunction with user groups, as the mitigation measure for activities such as horse-riding and water-based recreation (sailing, rowing, kite surfing etc). This measure is proportionate to the impact of these activities which is small compared to walking, jogging and cycling.
- 4.10. Codes of conduct are particularly effective for club-based activities, but their availability - via smartphone access to the Partnership's website for example - can also be promoted to casual visitors through signs at locations where the activities take place. Preparing the codes in conjunction with local clubs/user groups will ensure that appropriate language is used and will help secure buy-in as a result of the clubs being signatories to the codes.

New/enhanced strategic greenspaces

- 4.11. The research showed that some coastal visitors would be prepared to visit alternative greenspaces for at least some of their recreational trips. That would help moderate the predicted increase in visitors at the coast and thus the potential for bird disturbance. It will be done through a combination of an enhanced portfolio of alternative greenspaces plus increased promotion of them by the rangers and through on-line/printed media.
- 4.12. The creation of two completely new strategic greenspaces and enhancements to other existing greenspaces is already underway^a. In the medium-longer term, there may be a need for additional strategic greenspaces - known as Suitable Alternative Natural Greenspaces (SANGs). These could be created by a developer as part of a very large housing scheme or alternatively will be implemented through the Solent Recreation Mitigation Partnership. (NB: funding for these will not be from developer contributions – see paragraph 5.12 below.) Whether delivered by developers or the Partnership, new SANGs should be sited and be laid out in accordance with the guidelines in Appendix B.

Site-specific visitor management and bird refuge projects

- 4.13. These projects could include small scale minor works which are designed to help manage the impact of recreational visits on the coast: signs and interpretation boards, provision of a low wall/fence/planting to discourage coastal users from accessing particularly sensitive spots, screening to reduce visual and noise disturbance to birds (but low enough to enable people to still see the birds and the sea), bird roosts to make them more secure, improving an inland footpath to encourage walkers to skirt around a vulnerable site. Such measures may reduce the need for the rangers to visit the stretches of coast so frequently where they have been implemented.
- 4.14. Any party wishing to suggest a project within an identified site should make the local authority within which it is sited aware of the project and ask that they assess it and consider putting it forward for potential funding.
- 4.15. The projects put forward by local authorities are then assessed on their proposal in relation to the mitigation objectives of the Strategy and the evidence base that supports their ability to alleviate pressure on sensitive parts of the coast. Assessment factors relate

^a At Alver Valley Country Park; Manor Farm Country Park; Horsea Island Country Park; Shoreburs Greenways.

to the project scale, deliverability, effectiveness, monitoring and cost. Projects are assessed by a team that includes representatives from Natural England, the RSPB, Hampshire and Isle of Wight Wildlife Trust, the New Forest National Parks Authority and the Partnership Manager.

- 4.16. Once assessed, the projects are then prioritised based on their overall score for the factors listed above and where possible funding will be recommended for those with the highest scores, in the annual budget report to PUSH.
- 4.17. The Partnership has evaluated an initial tranche of potential projects for implementation. These projects were identified by Partnership members as having the potential to contribute to the mitigation aims of the Strategy. This work will be refreshed/reviewed closer to the funding being available (anticipated to be 2020) and repeated annually thereafter. Once funding is available, the site specific projects and their scores will be published annually on the Bird Aware website.
- 4.18. Further projects will emerge from a detailed assessment of each section of coast, of the recreational uses, bird numbers, and what might be done to resolve any current and future potential bird disturbance. This work will form an Access Management Assessment. The first of those Access Management Assessments will be undertaken during 2017/18: the rest will follow once the enlarged ranger team is in place.
- 4.19. The Access Management Assessments will seek to review the activities of all coastal users and make recommendations about how their needs can be accommodated without causing recreational pressures and disturbance on the overwintering birds. These will include the identification of site specific projects (such a screening and creating all weather surfaces, re-routing of small stretches of footpath) as well as further establishing links with stakeholders.

Monitoring

- 4.20. Monitoring will help confirm that mitigation measures are working as anticipated, and whether refinements or adjustments are necessary. Monitoring is therefore integral to the mitigation 'package'. In the longer term, it will establish whether the mitigation strategy is being effective. The monitoring is explained further on the Partnership's website at <http://www.birdaware.org/article/28103/Monitoring>

5 Resource costs and funding

5.1. Implementation of the mitigation measures set out in the preceding section will require resources - a mix of staff and funds for projects, communications, monitoring etc.

Rangers

5.2. The cost of the ranger team (five all-year and two winter-only rangers - see section 4) is based on the rangers who are currently employed on the Partnership's behalf. It also includes the higher salary which will be paid to the lead ranger who will manage the team and reflects the cost of vehicles. Further details are in Appendix C.

Other staff and operating budget

5.3. The volume of communications, marketing and education initiatives and the specialist skills required justify a dedicated part-time communications post.

5.4. Drawing on the experience of the other established projects (see paragraph 2.13 and 2.14 above), a dedicated full-time officer will liaise with dog walkers to devise initiatives to encourage responsible dog walking.

5.5. A dedicated Partnership Manager post is crucial to successful delivery of this mitigation strategy. The post will coordinate implementation of the mitigation measures, procure and manage the required staff and other resources, and provide the necessary reporting.

5.6. An operating budget will fund the procuring of graphic design skills, IT staff time to maintain/expand the website, leaflet printing etc. and any consultancy support which may be needed from time to time. A small contingency is provided for the possibility of some unforeseen essential but incidental expenditure.

Site-specific visitor management projects

5.7. The site-specific visitor management projects will be implemented through a rolling five-year programme with a budget of £400,000 per year. The completed projects will need routine maintenance: a 5% per annum figure for ongoing maintenance is included in the £420,000 figure in the table below.

5.8. It should be noted that a number of local planning authorities in the zone of influence of the New Forest Special Protection Area (SPA) / Special Area of Conservation (SAC) have adopted habitat mitigation strategies in place; and are liaising to explore opportunities to develop a co-ordinated strategic approach in the future to ensure significant adverse effects on these New Forest designated sites are avoided. In the vicinity of the New Forest, Bird Aware site-specific projects will provide mitigation for the Solent designated sites, but some may be able to also give some additional benefit to the New Forest SPA/SAC.

In-perpetuity

5.9. This strategy mitigates the recreational impact of new housing up to 2034, but the mitigation measures need to be in place for the duration of the impact. The Partnership has decided that this 'in-perpetuity' payment should be calculated on an 80 year basis and this has been accepted by Natural England. This is the same time period as that adopted for South East Devon European Site Mitigation Strategy for example.

- 5.10. So this strategy includes a mechanism for funding the mitigation measures after 2034 when the developer contributions from those planned new homes will come to an end. That mechanism is described in more detail in Appendix D, but in summary, a proportion of the money received each year from developer contributions will be transferred into an investment fund. That 'in-perpetuity fund' will grow each year through those annual cash transfers and the interest earned. By 2034, the fund will be sufficiently large to fund the mitigation measures in-perpetuity.
- 5.11. Some of the mitigation measures will not continue after 2034 or will be resourced at a reduced level. The programme of site specific visitor management projects will end, the dog walking initiatives post and the communications & education post will be combined, the operating budget will reduce, monitoring will continue at a reduced scale, and the Partnership Manager post will cease. The work of the latter will be much diminished after 2034; the local authorities have agreed to take on the remaining tasks in-perpetuity.

Funding

- 5.12. The current strategic greenspace projects (paragraph 4.12 above) are funded through the Solent Local Growth Deal with complementary local funding from the local authority which is implementing it. Funding for the further strategic greenspaces will be sought from future local growth deals or other similar sources, unless the greenspace is provided as part of a large housing scheme in which case the developer will fund it. PUSH has produced a Green Infrastructure Strategy which may be able to help secure funding for further greenspace enhancements.
- 5.13. The other resource costs need to be funded from developer contributions. Those costs are summarised in the table below and are set out in greater detail in Appendices C and D.

Summary of annual costs up to the year 2034

	£thousands per annum
Rangers	272
Other staff	93
Operating budget and monitoring	90
Site specific visitor management projects	420
Contingency	10
In-perpetuity funding	1111
Total annual cost	1996

All figures are at 2016 prices because the developer contribution is index linked and will automatically rise with inflation.

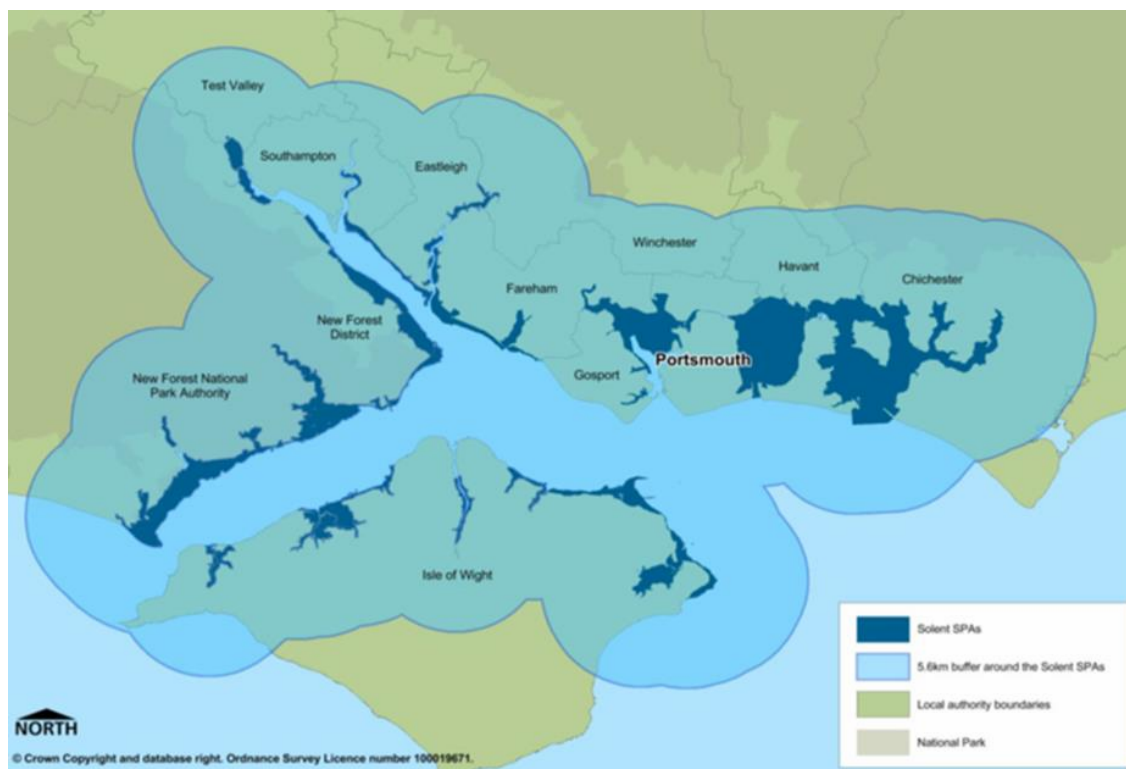
- 5.14. This total cost when divided amongst the number of new dwellings to be mitigated each year (estimated as 3,538 - see Appendix A), means that an average developer contribution of £564 per dwelling is required (These figures will be increased on 1 April each year in line with the Retail Price Index (RPI) rounded to the nearest whole pound.)
- 5.15. Although that figure is the best estimate of the number of planned new homes, the number actually constructed could be different to the estimate. However, the package of mitigation measures in this strategy is 'scalable', which means that the amount of mitigation can be increased or decreased in line with actual housebuilding.

6 Developer contributions

- 6.1. As explained in the previous section, the baseline developer contribution is the equivalent of £564 per dwelling (though in practice this will be charged on a sliding scale based upon bedroom numbers per dwelling). These figures will be increased on 1 April each year in line with the Retail Price Index (RPI) rounded to the nearest whole pound.
- 6.2. Immediately following the adoption of the Strategy by a given local authority, the new developer contribution rate will apply to all relevant applications within the 5.6km zone, determined after that date within the authority's area. It is anticipated that all Solent local authorities will have adopted the Strategy by the end of March 2018.
- 6.3. That developer contribution will be required for every net additional dwelling within 5.6 kilometres of the boundaries of the Solent Special Protection Areas (see map below) unless the developer can demonstrate to the satisfaction of the local planning authority and Natural England that it will provide alternative 'bespoke mitigation' which will fully mitigate the recreational impact of the development.
- 6.4. In this context, 'dwelling' includes net new dwellings created through the sub-division of existing dwellings, second homes, dwellings to be used as holiday accommodation, self-contained student accommodation, and new dwellings created as a result of approval granted under the General Permitted Development Order e.g. change of use from office to residential (including houses and flats). It includes permanent accommodation for gypsies and travellers; temporary/transit pitches will be assessed on a case-by-case basis by the local planning authority in consultation with Natural England.
- 6.5. In the case of self-contained student accommodation, a case by case approach is taken because it is recognised that due to the characteristics of this kind of residential development, specifically the absence of car parking and the inability of those living in purpose built student accommodation to have pets, the level of disturbance created, and thus the increase in bird disturbance and associated bird mortality, will be less than dwelling houses (use class C3 of the Use Classes Order^b). The SDMP research showed that 47% of activity which resulted in major flight events was specifically caused by dogs off of a lead. As such, it is considered that level of impact from purpose built student accommodation would be half that of C3 housing and thus the scale of the mitigation package should also be half that of traditional housing.
- 6.6. Whilst these units of accommodation are assessed on a case by case basis, not purely on their numbers of bedrooms, a general model for calculation follows: As the average number of study bedrooms in a unit of purpose built student accommodation is five, for the purposes of providing SPA mitigation, every five study bedrooms will be considered a unit of residential accommodation and charged accordingly (i.e. 50% of the rate of the 5 bedroom property charge). However, the final figure will be derived in consultation with Natural England and the local planning authority and developers are urged to hold early discussions with them on this matter.

^b https://www.planningportal.co.uk/info/200130/common_projects/9/change_of_use

The 5.6 kilometre zone around the Solent Special Protection Areas



6.7. Some housing schemes, when accounting for their scale or relationship with the SPAs, may need to provide bespoke mitigation measures in addition to making the financial contribution in order to ensure effective avoidance/mitigation of impacts on the SPA. A very large scheme could have a disproportionate impact on particular sections of coast compared to the dispersed impact of smaller schemes providing the same overall number of new homes. Similarly, mitigation in addition to the standard developer contribution may be needed for new dwellings which are close to the SPAs because the occupants are much more likely to visit the coast with the potential for a greater impact.

6.8. Other influencing factors that might be considered in the need for additional mitigation could include (but are not be limited to), existing access to inter-tidal areas, type of frontage - beach, sea wall, adjacent habitats - deep mud or shingle/sand, the height of the site in relation to the inter-tidal level and proposed design of the new scheme. Therefore even very modest housing schemes could have a greater impact, whilst some larger schemes may have less of an impact due to their specific location. The assessment as to whether a particular scheme will require additional mitigation is complex and will depend on a range of factors so it is not possible to say, as part of Strategy, when development will need to provide further measures. The local planning authority, with advice from Natural England, will consider the mitigation requirements for such housing proposals on a case-by-case basis. Developers are encouraged to hold early discussions with Natural England and the local planning authority on the mitigation which will be needed for such schemes.

6.9. The need for mitigation for the recreational impact of other types of residential accommodation will be assessed on a case-by-case basis by the local planning authority. The key 'test' is bases around the likelihood of the proposed development generating additional recreational visits to the SPA(s). For example, in respect of residential

accommodation designed specifically for elderly people, a developer contribution (or bespoke mitigation) will be required for apartments for the active elderly, but not for secure accommodation such as a residential nursing home for people who are unable to independently leave that accommodation and which does not provide residents parking or allow pets (this would also apply to people living with conditions that limit their mobility). However, mitigation may be required for any staff living on-site. Retirement properties designed for independent living with parking provision and which allow pets will be treated the same as C3 residential properties.

- 6.10. New hotels and other holiday/tourist accommodation - defined as both wholly new establishments and extensions of existing ones - is a residential-related use with the potential to generate additional recreational visits to the SPA(s). The need for mitigation for new hotel accommodation will be assessed on a case-by-case basis by the local planning authority in relation to the 'tests' set out in the paragraph above. Mitigation is unlikely to be required for new hotel accommodation in a city centre for example, if the guests will predominantly be business people or those visiting the built heritage rather than the coast. On the other hand, mitigation is more likely to be required for new hotel accommodation close to a SPA where guests will probably spend some time walking or pursuing other recreational activities at the coast.
- 6.11. Where mitigation is deemed to be necessary for new hotel and other holiday/tourist accommodation, the mitigation may take the form of a developer contribution calculated on the basis of the number of new bedrooms and the monetary contributions (or a proportion thereof) in paragraph 6.1 above. Such contributions will be pooled and spent on mitigation measures in the same way as developer contributions from new dwellings.
- 6.12. This scope of this strategy is mitigating the recreational impact of new residential-related accommodation on the Solent Special Protection Area(s). Separate mitigation may be required for other impacts which may arise from new housing, e.g. impacts on water quality, noise disturbance, high buildings obstructing bird flight lines, loss or damage to supporting habitats. Those will be assessed by the local planning authorities, with advice from Natural England, at the planning application stage to identify whether, and if so what, mitigation is required. However, developers are encouraged to hold early discussions with Natural England and the Local Planning Authority

A sliding scale of developer contributions?

- 6.13. Currently, the same developer contribution is paid irrespective of property size - a 'flat rate' contribution. However, larger properties can accommodate more people, with the potential for a larger number of visitors to the coast, creating a higher level of impact so a sliding scale of contributions has been developed to reflect this. There are practical difficulties with trying to vary it by floorspace or sale price, but for some SPA mitigation strategies elsewhere in the UK, it has been determined fairest that the developer contribution varies according to the number of bedrooms in the new property.
- 6.14. So instead of a £564 flat rate, the Partnership will use a sliding scale of contributions. This will be:-
- £337 for 1 bedroom dwelling
 - £487 for 2 bedroom dwelling
 - £637 for 3 bedroom dwelling
 - £749 for 4 bedroom dwelling
 - £880 for 5 bedrooms or more

6.15. The figures above are based on an estimate of the mix of housing that will be proposed and the need to secure a total income level that is equivalent to that which would be raised through charging a flat fee. The methodology used to calculate the figures is based on that developed by LPA's within the Thames Basin Heaths mitigation scheme. It accounts for the existing occupancy of properties and the projected mix going forward based on a sample of authorities within this area. These will be reviewed every two years throughout the duration of the Strategy.

7 Implementation, governance and reporting

Implementation

- 7.1. The developer contributions are paid to local planning authorities. Each authority decides which legal mechanisms to use to secure the developer contributions from schemes in its area and the potential for phased / staged payments in relation to specific proposals.
- 7.2. The authorities pool the developer contributions received and implement the mitigation measures through the Solent Recreation Mitigation Partnership. The contributions received by the authorities are transferred quarterly to the Partnership.
- 7.3. The Partnership sets a budget for each year, including the amount to be transferred that year into the in-perpetuity fund (see paragraph 5.13). Some money will be held in reserve at all times to cushion against variations in the amount of developer contributions received each quarter: such variations are inevitable due to market-driven fluctuations in the number of sites/development phases on which construction begins. The value of the contributions received by the Partnership each year and details of all expenditure, are set out in an annual statement of accounts.
- 7.4. The higher developer contribution will mean increased funding for mitigation. However, many developer contributions are only paid on the commencement of development, so there is a time delay between a planning permission being granted and the money being paid to the authority. For some schemes this can be a matter of weeks; for others it can be several years. So that time delay will mean that the amount of money received by the Partnership will increase only gradually over the next 2-3 years. This will constrain the implementation of mitigation measures in the short term: so, for example, it will probably not be possible to have the full ranger team in place until 2019 or 2020.

Governance

- 7.5. The Partnership's management structure comprises a small Project Board of senior officers and a Steering Group which includes an officer from each of the nineteen partner organisations. The Project Board sets the Partnership's overall direction and budget. Working within those, the Steering Group manages the operational tasks. The Partnership Manager has delegated responsibility for managing day-to-day activities.
- 7.6. Further details of the composition and roles of the Project Board and Steering Group are in the Partnership's Terms of Reference, which can be seen at: <http://www.birdaware.org/CHttpHandler.ashx?id=27311&p=0>
- 7.7. The governance, political steer and oversight of the Solent Recreation Mitigation Partnership (SRMP) is provided by the Partnership for Urban South Hampshire (PUSH) with the involvement of representatives of the three local planning authorities which are not members of PUSH - Chichester District Council, New Forest National Park Authority, and South Downs National Park Authority. This is done through reports to the PUSH Joint Committee, which comprises the Leader of each PUSH authority supported by their Chief Executive. A representative from each of the three non-PUSH authorities is invited to participate in the Joint Committee meeting whenever there is discussion of a SRMP-related matter.

Reporting

- 7.8. Normally, the SRMP presents two reports each year to the PUSH Joint Committee: one to seek approval for the proposed SRMP budget and Project Board membership for the ensuing year, and the other to seek approval of the SRMP's Annual Report. Those reports to the PUSH Joint Committee can be seen at: http://www.push.gov.uk/work/latest_joint-committee.htm
- 7.9. The Annual Report records the progress made in implementing the mitigation measures and summarises the conclusions of completed monitoring. It also contains the statement of accounts for the preceding year and the budget for the coming year. It is published immediately after approval by the PUSH Joint Committee.
- 7.10. Partnership reports on research and monitoring are published as soon as they have been completed.
- 7.11. All those reports, this strategy, and a range of other documents/information can be seen on the SRMP's website at: www.birdaware.org

Review

- 7.12. The Strategy seeks to provide mitigation for development planned until 2034. In order to keep the Strategy relevant throughout this period, regular strategic reviews will take place every 5 years from implementation (or more frequently if changes in legislation or evidence necessitate). This will allow for lessons learnt, new best practices and variations over time to be incorporated into the Strategy, making it more relevant for longer. Following each review, an update report will be made available on the website.

Appendix A: Calculation of number of new dwellings mitigated

- A1. This strategy has been prepared to mitigate the 63,684 new dwellings which are planned between 2016 and 2034 - an average of 3,538 per annum. This estimate is derived from the PUSH Spatial Position Statement which looks to 2034^c and an assumed continuation to 2034 of the currently planned building rate in the three non-PUSH authority areas.
- A2. The PUSH Spatial Position Statement envisages an average of 4,537 new dwellings each year in the whole PUSH area. It is estimated that around 3,195 of these could be located within 5.6km of the Special Protection Areas. This estimate is based on information provided by the local planning authorities for a sub-regional transport model which uses localised zones and thus provides a reasonably good basis for calculating development within 5.6km. Working from these figures has provided the best available estimate.
- A3. In the three non-PUSH authority areas - Chichester District, New Forest National Park, South Downs National Park - the currently planned building rate is a combined 343 dwellings per annum. The adopted Local Plans for those three areas only look ahead to varying dates between 2026 and 2031, so for the purpose of this strategy it is assumed that the currently planned rate of 343 dwellings per annum will continue to 2034.
- A4. Therefore, the figure for the whole Partnership area is 3,538 per annum - a total of 63,684 between 2016 and 2034.

^c View at: www.push.gov.uk/work/planning-and-infrastructure/push_spatial_position_statement_to_2034-2.htm

Appendix B: Criteria for Suitable Alternative Natural Greenspaces (SANGs)

The following guidelines have been created to reflect responses to Solent specific research and may further evolve over time as more research is undertaken.

These guidelines are focused towards strategic SANGs, rather than bespoke mitigation packages for individual developments and include locational criteria for siting wholly new sites, and criteria for their design and facilities. The latter criteria are also relevant to projects to enhance existing strategic sites: they set out the priorities for new facilities to be provided, and the improvements to be made to the layout and design. The guidelines take account of the research findings¹³ on the features/facilities which would make an alternative site attractive to people seeking places for recreation. Monitoring is being undertaken at the strategic SANGs which will further inform future SANG design.

Locational criteria

Essential

- a wholly new site or an enhancement of existing public open space if the site is currently underused and has substantial capacity to accommodate additional recreational activity or could be expanded, taking into account the availability of land and its potential for improvement;
- be in a location where it will divert visitors especially dog walkers away from sections of SPA coast which are sensitive to additional human disturbance and where a significant increase in visitors is predicted;
- be located where it will attract visitors who would otherwise have gone to those sections of coast ^d;
- be large enough to include a variety of paths which enable at least one circular walk of at least 5 km (approx. a 60 min walk);
- be in a location where a SANG would be acceptable in terms of planning policy and traffic generation, and would not have an unacceptable impact on biodiversity e.g. a nature conservation site protected under a local or national designation;
- be sufficiently large to be perceived as a cohesive semi-natural space, offering tranquility, with little intrusion of artificial structures (except in the immediate vicinity of car parks) and with no unpleasant intrusions of other kinds e.g. wastewater treatment odours;

Desirable

- has views of the sea which are not too distant or includes a sizeable water feature;
- has a varied topography with some gentle slopes, a mix of open and wooded areas, and a focal point such as a viewpoint, monument etc.

Criteria for design and facilities

Essential

- includes a variety of paths which enable at least one circular walk of at least 5km (approx. a 60 min walk);

^d Generally, proposals will be within the Partnership area but sites located just outside might be considered.

- includes adequate car parking for visitors with that car parking being well located in relation to the road network;
- be clearly signed at access points and at key junctions on the surrounding road network, with an information panel at each access point which explains the layout of the SANG and the routes available to visitors.
- access points for visitors arriving on foot must be well located in relation to nearby residential areas;
- designed so that the SANG is perceived by users as a cohesive semi-natural space which is safe and easily navigable;
- paths must be clearly discernible, well signposted/waymarked, and have firm, level, well drained surfaces (albeit unsealed to avoid any 'urban feel') in order to be useable throughout the winter;
- movement within the SANG must be largely unrestricted, with plenty of space away from road traffic;
- Dogs are welcome and the majority of the sites is suitable for safe off-lead dog exercise.
- Dog swimming area.
- Dog waste bins.

Desirable

- car parking would be free of charge in the winter and preferably all year round;
- has multiple access points and with car parking at each rather than in a single location;
- incorporates innovative and attractive dog walking facilities such as dog activity trails, agility courses, enclosed off-lead training/exercise areas, dog washing facilities.

Appendix C: Resource costs

The table below sets out the estimated annual costs of each expenditure item, for the period up to 2034 and during the in-perpetuity period thereafter.

Expenditure item	Up to 2034	After 2034	Notes
All-year rangers	200,000	200,000	5 posts @ £40k pa ^e
Extra salary payment for Lead Ranger	5,000	5,000	
Branded vehicles for all-year rangers	25,000	25,000	£5k pa each (all-year rangers only)
Winter-only rangers	42,000	42,000	2 posts @ £21k pa
Sub-total	272,000	272,000	
Communications & education post and Dog Walking Initiatives Post	63,000	-	Total of 7.5 days per week
Combined communications, education and dog walking initiatives post	-	21,000	2.5 days per week
Partnership Manager	30,000	-	3 days per week
Operating budget	60,000	30,000	
Monitoring	30,000	15,000	
Site specific visitor management projects	400,000	-	
Maintenance of capital projects	20,000	20,000	5% of the £400k projects funding
Contingency	10,000	5,000	
Total expenditure	885,000	363,000	
In-perpetuity funding for expenditure beyond 2034	1,111,000		See Appendix D
Grand total	1,996,000		
Divided by number of new dwellings	3,538		See Appendix A
Developer contribution - £ per dwelling	564		

Notes

All the figures are at 2016 prices: the developer contribution is index linked, so that annual increase will cover inflation-related rises in the above figures.

The winter-only rangers costs provide for their employment for seven months from 1 September, in order to allow one month for training and familiarisation ahead of winter patrols between 1 October and 31 March.

Each all-year ranger will have a small van to transport equipment for displays to local events etc. The seasonal rangers will use their own vehicles to get to sites.

All the staff cost figures include the employer's national insurance and pensions contributions, office accommodation, IT costs, as well as the individual's salary.

The operating budget will cover website development and maintenance, graphic design and printing costs, display/exhibition materials, consultancy support. for all communications/education, dog walking initiatives and generic Partnership activities.

^e This cost does not represent the Rangers salary level as it also includes other employment costs such as uniform, office space, national insurance and pension contributions.

Appendix D: In-perpetuity funding

D1. Paragraphs 5.9 - 5.10 explained the need to fund the key mitigation 'in- perpetuity' - defined in agreement with Natural England as 80 years beyond 2034 i.e. to the year 2114. In summary, a proportion of the money received each year from developer contributions will be transferred into an investment fund. That 'in- perpetuity fund' will grow each year through those annual cash transfers and the interest earned, such that by 2034 it will be sufficiently large to fund the mitigation measures every year thereafter. This Appendix provides more details of methodology and assumptions used in the in-perpetuity funding calculations.

Creating the in-perpetuity fund

D2. The amount of money which needs to be transferred into the in-perpetuity fund each year to 2034 is determined by the annual cost of the mitigation measures during the ensuing in-perpetuity period (£363,000 - see Appendix C) and predicted interest rates during that same period. Capita - a leading expert body which provides financial advice to many of the Solent local authorities - predicts that interest rates will rise from 0.25% in 2018/19 to 2.50% in 2024/25, and thereafter remain at 2.50%.

D3. As explained in paragraph 7.4, the amount of money received by the Partnership will only increase gradually over the next 2-3 years. Taking that into account, the £122,000 which was transferred into the in-perpetuity fund in 2016/17 needs to rise to £1,110,000 in 2020/21 and each year thereafter, in order that the value of the fund in 2034 is sufficiently large to fund the planned expenditure during the ensuing in-perpetuity period.

D4. The table below shows the situation in 2016/17 and 2017/18, and the predicted situation in the final year 2033/34. All the figures are at 2016 prices because the developer contribution is index linked and will rise with inflation. There is only space here to show three years, but full calculation for all 18 years is in an Excel spreadsheet which can be seen at: www.birdaware.org/faqs

		2016/17	2017/18							2033/34
a	Fund value at year start	£0	£122,000							£18,790,302
b	Interest rate	0.25%	0.25%							2.50%
c	Interest generated	£0	£305							£469,758
d	Money transferred in	£122,000	£267,000							£1,111,000
e	Fund value at year end	£122,000	£389,305							£20,370,060

row (a) = (e) of previous year row

(b) = forecast interest rate row (c) =

row (a) x row (b)

row (d) = amount transferred into the fund in that year rom

(e) = (a)+(c)+(d)

Funding the mitigation measures during the in-perpetuity period

D5. At the start of the in-perpetuity period in 2034/35, the fund is predicted to have a capital value of around £20million. Spending on mitigation measures during the 80 year in-perpetuity period will be funded partly by drawing on that capital and partly from the interest earned on the remaining balance. So at the end of the in-perpetuity period in 2113/14, the capital will have reduced to around zero.

D6. This calculation incorporates an assumed inflation rate of 2% per annum during the in-perpetuity period. (That 2% rate is based on the latest OECD forecast which looks to 2060.) Factoring in that 2% assumption over an 80 year period has a big impact on the calculations. The planned spending during the in-perpetuity period is £363,000 at 2034 prices. Increasing that figure by 2% per annum means it becomes £1.74million by 2113/14.

E7. The table below shows the first and last years of the 2034-2114 in-perpetuity period. The full calculation for all 80 years is in an Excel spreadsheet which can be seen at: www.birdaware.org/strategy

		2034/5						2113/4
a	Fund value at year start	£20,370,060						£1,888,146
b	Spent during year	£363,000						£1,735,083
c	Amount left in fund	£20,007,060						£153,064
d	Interest earned	£500,176						£4,592
e	Fund value at year end	£20,507,236						£157,656

row (a) = (e) of previous year

row (b) is the cost of the in-perpetuity mitigation measures, increased by 2% each year to allow for inflation

row (c) = (a) - (b)

row (d) = (c) x 2.5%

row (e) = (c) + (d)

Appendix E: References

1. Liley D, Stillman R & Fearnley H (2011) Solent Disturbance & Mitigation Project Phase II Results of bird disturbance fieldwork 2009/10. Paragraph 3.7
2. Ibid. Paragraph 3.15
3. Ibid. Figure 8
4. Liley D & Tyldesley D (2013) Solent Disturbance & Mitigation Project Phase III Towards an Avoidance and Mitigation Strategy. Paragraph 2.9
5. Liley D, Stillman R & Fearnley H (2011) Solent Disturbance & Mitigation Project Phase II Results of bird disturbance fieldwork 2009/10. Paragraph 3.18
6. Natural England (31 May 2013). Letter from to all local authorities
7. Liley D & Tyldesley D (2013) Solent Disturbance & Mitigation Project Phase III Towards an Avoidance and Mitigation Strategy. Paragraphs 5.1 - 5.66
8. Ibid. Paragraph 5.6
9. Liley D & Tyldesley D (2013) Solent Disturbance & Mitigation Project Phase III Towards an Avoidance and Mitigation Strategy. Paragraphs 5.61 - 5.63
10. Fearnley H, Clarke R T & Liley D (2010) Solent Disturbance & Mitigation Project Phase II On-site visitor survey results. Paragraph 2.26
11. Panter C & Liley D (2015) Alver Valley SANG Study
12. Liley D & Tyldesley D (2013) Solent Disturbance & Mitigation Project Phase III Towards an Avoidance and Mitigation Strategy. Paragraphs 7.28 – 7.30
13. Clarke C (2016) Market research relating to initiatives to encourage responsible dog walking
14. Jenkinson S (2016) Mitigation options for influencing the behaviour of walkers with dog in the Solent area
15. Ibid. Paragraph 9.4.2.1

All these documents can be accessed via:

<http://www.birdaware.org/article/28102/Research>



BIRD AWARE **Moving to the Strategy** **Guidance note on charges**

Context

1. The move from the Interim Solent Recreation Mitigation Strategy to the Definitive Strategy will bring about a step change in the level of developer contribution charged.
2. For the vast majority of planning applications, it will be evident what level of developer contribution should be charged, but it is foreseen that there may be a transition period during which a number of scenarios could arise which make it less clear. These guidelines have been prepared to assist councils dealing with applications during this transition period so a consistent approach is followed by all members of the Partnership.
3. As is the case with all planning applications the council making a decision will need to be satisfied that a development will meet the requirements of the Habitat Regulations before permission is granted seeking legal and other advice as required. In most cases a development where a mechanism is agreed for payments to be made in accordance with the strategy will be sufficient to satisfy these requirements. However, occasionally, it is possible that development schemes will come forward where other/additional measures will need to be secured before planning permission is given.

Point at which higher charge becomes applicable

4. It is expected that the Definitive Strategy will be reported to PUSH on 5th December 2017.
5. Assuming PUSH endorse the new Strategy, it will need to be ratified and formally adopted by the individual local authorities, using whatever approval procedure is appropriate within each authority.
6. Immediately following the adoption of the Definitive Strategy by a given local authority, the higher developer contribution rate will apply to all applications within the 5.6km zone determined from 1st April 2018 onwards.

Dealing with reserved matters for applications charged the lower rate.

7. Mitigation should have been dealt with at the outline stage when permission for the principle of the development was agreed. However Local Planning Authorities must conduct Habitat Regulations Assessment screening at the reserved matters stage, or where a condition requires that later permission is required in relation to a phased delivery, to ensure that the mitigation secured remains sufficient to offset impacts.
8. If no mitigation was secured at the outline stage, then it would be anticipated that a contribution would need to be secured at the reserved matters stage at the rates set out in the definitive strategy. If mitigation was covered at the outline stage during the Interim Strategy, then the payment would still be at the lower contribution level as it relates to the mitigation level in operation when the scheme was approved. Where, under conditions which require separate permissions on a phased scheme, at the point each successive consent is

issued, the rate should apply as at the date of the decision takes place unless mitigation was secured because it was assessed at the point the permission in principle was issued.

9. The move from the Interim to the Definitive Strategy would not trigger the need for an additional payment.

(Re)Permitting a previously lapsed outline planning permission

10. If a planning permission has lapsed, then any new application (identical to or modified from the original) would be subject to the higher rate, as it should effectively be considered to be starting from scratch.
11. If renewal is being sought before a planning permission has lapsed, then the higher contribution rate should be applied.

DECISION-MAKER:	CABINET		
	COUNCIL		
SUBJECT:	DEVELOPMENT OF AN OFFER FOR CHILDREN WITH DISABILITIES		
DATE OF DECISION:	20 MARCH 2018 21 MARCH 2018		
REPORT OF:	CABINET MEMBER FOR CHILDREN'S SOCIAL CARE		
<u>CONTACT DETAILS</u>			
AUTHOR:	Name:	Sandra Jerrim	Tel: 023 8029 6039
	E-mail:	Sandra.Jerrim@southampton.gov.uk	
Directors	Name:	Stephanie Ramsey and Hilary Brooks	Tel: 023 8029 6941 023 8083 4899
	E-mail:	Stephanie.Ramsey@Southampton.gov.uk Hilary.Brooks@southampton.gov.uk	

STATEMENT OF CONFIDENTIALITY
None
BRIEF SUMMARY
<p>Short Breaks provide children and young people with disabilities or additional needs an opportunity to spend time away from their parents, engage in fun activities and enjoy time with their friends. They also offer parents and carers a break from their caring responsibilities, time to spend with other family members and to catch up on other daily tasks. One of the council's priority outcomes is for all children and young people to have a good start in life and the council recognises the importance of Short Breaks for children and young people with disabilities or additional needs in improving their outcomes. Therefore the council is committed to maintaining the current level of funding of £1,455,000 per year for the next 5 years to achieve better outcomes, based on needs.</p> <p>This report recommends a different approach to the eligibility criteria and the Short Breaks offer as the current approach does not provide effective support based on need, has eligibility criteria that are unfair and inequitable and does not meet the legal requirements of delivering social care assessments and access to services based on need.</p> <p>The proposals are to introduce new eligibility criteria based on 4 levels, applying a needs based approach, introduce a new Short Breaks offer linked to the 4 levels and procure services for a 5 year period so that services can be delivered over the medium term with a degree of security.</p> <p>Extensive consultation has been conducted over a 12 week period and the responses show that there is considerable support for the council's approach:</p> <ul style="list-style-type: none"> • 76% agreed the need to make changes to the Short Breaks service offer and 69% agreed with the proposed short break service offer • 72% agreed there is a need to make a change to the eligibility criteria and 74% agreed to the proposed eligibility criteria

- 73% felt there would be a significant (34%) or moderate (39%) impact as a result of the changes.

The aim is for the overall impact to be neutral or positive for the majority of children and young people with disabilities. Of the 6,785 children and young people with disabilities, around 5,000 will receive greater advice and sign posting to disability friendly services at the low levels of need. A further 1,030 children and young people are estimated to receive an enhanced service. However, it is estimated that around 10% (approximately 650 children and young people) could receive a reduced service. Specific actions will be taken to mitigate the situation for them and to address concerns expressed about the proposals. These will include interim arrangements, a phased implementation plan to co-design some services with children, young people and parents and to allow time for those affected to prepare for the loss of personal budgets. The aim of the transition period is to minimise the impact for individual children, young people and their families.

RECOMMENDATIONS:

CABINET

	(i)	To consider the responses to the consultation exercise on revisions to eligibility criteria and service offer for the short breaks service.
	(ii)	To authorise the procurement of services and activities to support the proposed new Short Break offer.
	(iii)	To approve the use of the grant process and criteria to award funding for services and activities to support the new Short Break offer.
	(iv)	To delegate authority to the Director of Quality & Integration to carry out a procurement process for the provision of services as set out in this report to support the short break offer and, following consultation with the Service Director: Legal & Governance to enter into contracts in accordance with the Contract Procedure Rules.
	(v)	To delegate authority to the Director of Quality & Integration following consultation with the Cabinet Member for Children's Social Care to decide on the final model of commissioned services to support the short breaks offer and all decision making in relation to this recommissioning.
	(vi)	To authorise the Director of Quality and Integration to take all necessary actions to implement the proposals contained in this report.
	(vii)	To note the response from the formal consultation to retain the names of the Jigsaw service and the Buzz Network.

COUNCIL

	(i)	To approve a financial envelope of up to £7,275,000 for a maximum period of 5 years (3 + 2 year extension when applied to contracts), maintaining the current level of annual investment in Short Breaks.
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REASONS FOR REPORT RECOMMENDATIONS

1.	To improve outcomes for children and young people with disabilities by offering services based on need as the current eligibility criteria and short break offer are unfair, inequitable and not financially sustainable.
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2.	To use the best available approaches (procurement and grants) to secure sustainable yet flexible services against clear and simple eligibility criteria.
ALTERNATIVE OPTION S CONSIDERED AND REJECTED	
3.	'Do nothing' is not a viable option. To do nothing would maintain an inequitable and unfair system while also placing unacceptable financial pressures on the current budgets.
4.	There are approximately 6,785 children and young people with disabilities in the city. Maintaining the current unfair and inequitable eligibility criteria for the Buzz Network could see the existing demand continue to increase and rise significantly above the existing 1,250 service users already accessing services (including personal budgets). This was considered but rejected as it does not ensure resources are allocated to ensure an appropriate level of support is provided according to the impact of the child or young person's disability on their own and their family's lives and it is financially untenable.
5.	In addition, if the current eligibility criteria were maintained it would not enable Children's Social Care to fulfil its functions under Part 3 of the Children and Families Act 2014, the Care Act 2014 and the Children Act 1989 (S17) by providing children and young people with disabilities with a social care assessment and access to services according to need.
6.	<p>The option to recommission services consistent with the current arrangements (One to one, residential and playschemes) was considered and rejected as a number of concerns and challenges were raised by parents, commissioners and providers. These would not be addressed if this option was pursued. Their concerns and challenges included:</p> <ul style="list-style-type: none"> • One to one services struggling to meet demand and not always being able to provide the same staff member on a consistent basis to support the child or young person, • The benefits of using a 'framework' approach were not realised as only one provider joined the 'framework' to provide overnight residential placements and • Playschemes were limited to specialist playschemes which some parents felt were unsuitable for their children.
DETAIL (Including consultation carried out)	
	Background
7.	Short Breaks provide children and young people with disabilities or additional needs an opportunity to spend time away from their parents and carers, engage in fun activities and enjoy time with their friends. They offer parents and carers a break from their caring responsibilities, time to spend with other family members and to catch up on other daily tasks.
8.	<p>Short Breaks are currently provided at two different levels:</p> <ul style="list-style-type: none"> • for children who have been assessed by social care and determined to have a need for Short Breaks – this level of short breaks is commonly referred to as "assessed Short Breaks" or "Jigsaw (Children with Disabilities Team) Short Breaks" • for children who have not been assessed but have access to a "universal" offer of Short Breaks for disabled children - this level of Short Breaks is commonly referred to as "Non-assessed Short

	Breaks" or "The Buzz Network Short Breaks".
9.	<p>A review of the current Short Break offer resulted in a proposal to make changes to the Short Break offer and the eligibility criteria to address the following issues:</p> <ul style="list-style-type: none"> • The current approach is providing a high level of support to some families, but restricted or no support for many other children, young people and their families with similar levels of need. • The number of families choosing a personal budget has increased significantly in the last couple of years which means that more and more of the Short Breaks budget is being used with no additional funding for any new members to the network. • Those families who receive an assessed specialist short break package through the Jigsaw team also have access to Buzz Network short breaks, thereby accessing services through two routes. • The current eligibility criteria would not support changes in the areas identified. • The eligibility criteria for access to Children's Social Care services for children and young people with disabilities in Southampton is unclear. Some children and young people with disabilities who are supported by Early Help or Safeguarding teams do not have the same access to assessed Short Break services as those with moderate to severe learning disabilities who meet the criteria for the Jigsaw team. • Recognition that the names of the Jigsaw service and the Buzz Network may make it confusing for parents.
	Consultation and engagement
10	<p>A formal 12 week consultation was carried out between 21st November 2017 and 12th February 2018. The consultation included two 'You Said, We Heard' sessions, enabling early feedback and discussion around the responses from the first 8 weeks of the consultation. The consultation covered four areas:</p> <ul style="list-style-type: none"> • New eligibility criteria • A new Short Break service offer • The name of the Jigsaw (integrated health and social care team for children with disabilities) service • The name of the service for non-assessed short breaks (The Buzz Network).
11	<p>People were able to engage with the consultation using online forms, hard copies which were available at a number of outlets and 8 events held across a range of venues including provider venues, two schools and centrally at the civic centre. Times were varied and included 2 evening events.</p>
12	<p>The Parent/Carer Forum, as the council's formal mechanism for engaging with parents and carers, was used as one of the main routes of promoting the consultation. Information about the consultation was also sent to all SENCOs (Special Educational Needs Coordinating Officers), to all 75 schools in Southampton, to the voluntary sector through local SEND charities e.g. Mencap and Rose Road, and to all special schools who have featured in newsletters or printed and shared with families. Details of the consultation were also sent to all current members of the Buzz Network (which included all JIGSAW families). Social media has also been used to promote the</p>

	consultation and events including a Facebook Live with the Parent/Carer Forum coordinator and the SEND Service manager.
	Summary of proposal and criteria
13	The proposals put forward new eligibility criteria with four levels: low, medium, substantial and critical.
14	<p><u>Low level</u></p> <p>Children who have low levels of additional needs will not be in receipt of DLA (Disability Living Allowance). They will be able to access universal services and adaptations. The suite of mainstream clubs and activities in and around Southampton is available on the Southampton Information Directory - http://sid.southampton.gov.uk/kb5/southampton/directory/home.page Information about services will be developed and improved following a Local offer event on 10 March 2018.</p>
15	<p><u>Medium level</u></p> <p>Families in receipt of Disability Living Allowance for a disabled child or young person or young people in receipt of a Personal Independence Payment and not receiving an individual package of support via services at the substantial and critical level will have access to a 'Short Breaks PLUS' card which offers easy access to a range of concessions or discounts negotiated across the city. This recognises that these children can access most services available to all children. Additionally, the Short Breaks PLUS card will offer booking rights into subsidised activities, in and around Southampton.</p> <p>The Short Breaks programme will fund these activities through either a grant making process or flexible Dynamic Purchasing System (DPS) contract arrangement. Both approaches will invite applications from providers for additional staffing, specially adapted equipment or other ideas that will enable increased access for children with disabilities. The process will take account of, and prioritise the feedback from children, both in terms of range of activities and times (e.g. weekends, Friday evenings).</p>
16	<p><u>Substantial and Critical levels</u></p> <p>Families whose needs are assessed to be substantial or critical will be supported through the relevant Social Care or Jigsaw team. These teams will carry out an assessment of need for the child and their family. If eligible the family will receive an individual package of support through a Personal Budget. The package of support will take into account any requirements for a Short Break as well.</p>
	Consultation feedback
17	<p>There were 99 responses to the consultation, either online or in hard copy. A report covering all the response is attached as Appendix 1.</p> <ul style="list-style-type: none"> • 76% of respondents agreed there is a need to make changes to the Short Breaks service offer. • 72% agreed there is a need to make a change to the eligibility criteria • 74% agreed to the proposed eligibility criteria and • 69% agreed with the proposed Short Break service offer • 73% felt there would be a significant (34%) or moderate (39%) impact as a result of the changes. 16% felt there would not be much of an impact and 2% felt there would be no impact at all.

18	In regards to changing the names, 65% did not want to change the name of the Jigsaw service and 68% did not want to change the Buzz Network name.
19	<p>A total of eight consultation sessions were also held, seven for parent/carers and one for Short Break providers. They were held on different days of the week and times of the day at five venues across the city.</p> <p>The sessions consisted of a presentation giving the background, information about the engagement work with the Parent/Carer Forum and details of the proposals. Case studies were provided to help attendees understand more clearly what the potential impact of the proposals might be on different families. The sessions were then opened up for comments and questions from attendees. A list of Frequently Asked Questions was also made available.</p> <p>A total of 52 parents/carers attended the sessions as well as 10 representatives from short break providers or schools. A Facebook Live session was held on 9th February 2018 and has been viewed nearly 700 times.</p>
20	<p>The main areas of feedback from the sessions was:</p> <ul style="list-style-type: none"> - Negative views on the use of the term 'critical' within the 4 eligibility levels. 'Complex' was suggested as an alternative. - Suggestions relating to closer working with other local authorities to have the same/similar Short Break offer - Concerns about the personal budget no longer being available at the medium eligibility level and the impact this would have on families - Questions around how the proposals (if agreed) would be implemented and whether new assessments or re-assessments would be required - Suggestion that schools could be used to provide more Short Breaks at the weekend and during school holidays - Lack of Short break provision for children aged under 5 years - Concerns about whether mainstream community activities would be sufficiently skilled to support children with disabilities or additional needs, particularly those with autism. - Questions around how the quality of community activities will be monitored.
21	Three written responses were received separately from the online survey or consultation sessions. Two were from short break providers - Royal National Institute of Blind People (RNIB) & Southampton Mencap - and one was a transcript of a Facebook conversation and poll of families on the proposals.
22	<p>RNIB</p> <p>The response from RNIB focussed on the proposed eligibility criteria. They expressed strong disagreement with the proposal and were concerned that the eligibility banding (low, medium, substantial & critical) would introduce unfair barriers to accessing short breaks and make a decision about the person before an assessment is put in place. To mitigate against this, families will be made aware of their right to request an assessment or reassessment of their needs at any time. RNIB did not comment on the proposed service offer or whether the service names should be changed.</p>
23	Southampton Mencap

	<p>The response from Southampton Mencap was broadly supportive of the proposals. However, they expressed concerns about some aspects of the new eligibility and service offer, in particular:</p> <ul style="list-style-type: none"> - The effect on families of the removal of personal budget option for those at the medium level - The significant work involved in implementing the proposals - The challenges of supporting mainstream activities to apply for funding and to adapt their services - The importance of specialist playschemes continuing to be available
24	<p>Facebook Poll</p> <p>A set of statements was posted during the consultation by a parent interested in finding out people's views. 136 people took part in the poll with the following results:</p> <ul style="list-style-type: none"> - The Buzz Budget of £200 really helps our SEN child and we want to keep this in the future – 103 votes - The budget helps us taking our son on trips and fun activities that really help his condition – 20 votes - The respite 1:1 service really helps our SEN child and we want to keep this in the future – 10 votes - I currently receive the personal budget but would choose the 1:1 service if the waiting list was shorter – 3 votes - I don't need the personal budget or 1:1 service and would not miss it if it was scrapped – 0 votes <p>The main areas of feedback were:</p> <ul style="list-style-type: none"> - Concerns about the long waiting list for 1:1 support through Buzz Network - Concerns that removal of the personal budget option would reduce the choice available for families - Positive feedback about the 1:1 service
25	<p>Facebook Live</p> <p>A Facebook Live session allowed parents to put forward questions and add comments. The session has been viewed 677 times. Questions asked for clarity around the eligibility criteria, in particular the substantial level. Other questions related to the implementation of the service, the changes to the services currently available and how Children and Families Services would develop the skills and capacity to support the changes. The importance of transition from children to adults was highlighted several times in the comments. There was also mixed views about personal budgets, with support for them and concerns raised. The session also touched on an appeals process, with an explanation about a new triage service being considered to ensure requests for assessments are considered.</p>
26	<p>In response to the feedback and subject to approval of the proposals, the following changes will be made:</p> <ul style="list-style-type: none"> - Amend the criteria wording from 'critical' to 'complex'. - Ensure assessments consider the impact on the family as well as the needs of the child. - Ensure families are aware of their right and how to request an

	<p>assessment or reassessment of their needs at any time.</p> <ul style="list-style-type: none"> - Work with families, through the Parent Carer Forum, to <ul style="list-style-type: none"> o identify and develop services that support children with autism o review services for young people as they reach the point of transition o provide clear information about personal budgets - Proactively work with agencies, families and providers to develop the range of enhanced mainstream services. - Continued provision of a reduced personal budget for an interim 12 month period for families at the Medium level of need whilst the new Short Break offer is developed. - Work with families, through the parent carer forum, to develop a Short Break card, including a Short Break plus card for those at the medium level. - Secure services using a range of commissioning and grant funded approaches.
	<p>Implementation</p>
27	<p>As a result of the formal consultation, an outline Implementation Plan has been prepared, subject to Cabinet approval and attached as Appendix 2. This also shows when the changes take place and an estimate of the number of children and families impacted by the changes (see also paragraph 29). A summary is set out below.</p>
28	<p>Eligibility Criteria</p> <p>If approved the new eligibility criteria will be implemented from 1st April 2018. Implementation will be adapted to support and reflect the level of change required.</p> <ul style="list-style-type: none"> - From 1st April all families will be required to provide evidence they are in receipt of Disability Living Allowance (DLA) or Personal Independence Payment (PIP). - At the complex level there should be no change for those currently supported by Jigsaw as the criteria for the complex group are comparable to the current Jigsaw criteria. Children and families who are considered to meet the new wider Complex eligibility criteria will be referred to Jigsaw for assessment. - Training and support will be provided to staff across all Children's Services teams, enabling them to identify and support those children and families who meet the substantial eligibility criteria. Training will be completed between April and September 2018, with access to all those meeting the substantial criteria fully available by 30th September 2018. - As an <u>interim arrangement</u>, a new revised lower personal budget offer will be made available from 1st April 2018 for those who are in receipt of DLA and therefore meet the medium level eligibility criteria. During 2018/2019 work will be undertaken to secure enhanced mainstream services and develop a Short Break /Short Break Plus card. Personal budgets will not continue beyond 31 March 2019 for those at the Medium level. - The support for those at the low level links to other work developing an improved local offer to ensure children and families meeting the

	low level eligibility criteria are provided with information about local accessible services.																														
29	<p>The table below shows the estimated number of children and young people in each of the eligibility levels who will be affected either positively or negatively by the proposals. These numbers are estimates because the actual numbers will not be known until evidence has been obtained from each family of their eligibility and necessary assessments completed at the substantial and complex levels.</p> <table border="1"> <thead> <tr> <th>Eligibility Level</th> <th>Total estimated will be at this level</th> <th>Number receiving an enhanced service</th> <th>Number receiving a reduced service</th> <th>Number seeing no change</th> </tr> </thead> <tbody> <tr> <td>Low</td> <td>5,000</td> <td>5,000</td> <td>0</td> <td>0</td> </tr> <tr> <td>Medium</td> <td>1,350</td> <td>850</td> <td>500</td> <td>0</td> </tr> <tr> <td>Substantial</td> <td>150</td> <td>150</td> <td>0</td> <td>0</td> </tr> <tr> <td>Complex</td> <td>285</td> <td>30</td> <td>150</td> <td>105</td> </tr> <tr> <td>Total</td> <td>6,785</td> <td>1,030 (plus 5,000 receiving greater advice and signposting to disability friendly activities at the low level of need)</td> <td>650</td> <td>105</td> </tr> </tbody> </table>	Eligibility Level	Total estimated will be at this level	Number receiving an enhanced service	Number receiving a reduced service	Number seeing no change	Low	5,000	5,000	0	0	Medium	1,350	850	500	0	Substantial	150	150	0	0	Complex	285	30	150	105	Total	6,785	1,030 (plus 5,000 receiving greater advice and signposting to disability friendly activities at the low level of need)	650	105
Eligibility Level	Total estimated will be at this level	Number receiving an enhanced service	Number receiving a reduced service	Number seeing no change																											
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Complex	285	30	150	105																											
Total	6,785	1,030 (plus 5,000 receiving greater advice and signposting to disability friendly activities at the low level of need)	650	105																											
30	<p>The aim is for the overall impact to be neutral or positive for the majority of children and young people with disabilities. Of the 6,785 children and young people with disabilities, around 5,000 will receive greater advice and signposting to disability friendly services at the low levels of need. A further 1,030 children and young people are estimated to receive an enhanced service. However, around 10% of service users (approximately 650 children and young people) could receive a reduced service. Specific actions will be taken to mitigate the situation for them and to address concerns expressed about the proposals. These will include interim arrangements, a phased implementation plan to co-design some services with children, young people and parents and to allow time for those affected to prepare for the loss of personal budgets. The aim of the transition period is to minimise the impact for individual children, young people and their families.</p>																														
31	<p>The estimated impact for each of the levels is detailed below:</p> <p><u>Low:</u></p> <ul style="list-style-type: none"> Up to 5,000 children and young people with SEND and additional needs are estimated to be eligible at the low eligibility level. The benefit to them will be in the form of greater advice and signposting to mainstream provision rather than a change in the actual City Council funded support 																														

	<p>that they can access.</p> <p><u>Medium:</u></p> <ul style="list-style-type: none"> • Around 850 children who cannot currently access services through the Buzz Network due to lack of capacity will gain by having access to a greater range and number of community activities. • Around 500 children will receive a reduced service as they will no longer have access to a personal budget or 1:1 support. However they will also be able to access the new community activities as an alternative. <p><u>Substantial:</u></p> <ul style="list-style-type: none"> • It is estimated that 150 children currently at the medium level will be eligible for an assessment of their needs at the substantial level and therefore a higher level of service. <p><u>Complex:</u></p> <ul style="list-style-type: none"> • It is estimated that an additional 30 children with complex needs who currently are not eligible for the Jigsaw Service because they do not have a severe learning disability will become eligible under the new criteria. • Around 150 children who currently also access Buzz Network services as well as Jigsaw Services will no longer be eligible for services at the medium need level and so will potentially receive a reduced service. However they can request a re-assessment of their needs at the complex level which could result in the provision they were accessing being made available through their individual support package. This is dependent on the outcome of each individual social care assessment.
32	<p><i>Commissioned and grant funded services</i></p> <p>Four approaches have been identified to support the new Short Break offer:</p> <ul style="list-style-type: none"> - A contract to secure overnight residential services. - Provision of outreach and homecare support through the Homecare framework which is being developed and planned to commence in April 2019. - A dynamic purchasing system (DPS) to flexibly contract a range of services - A grant process to support and encourage small local providers to engage with the Short Break offer as well as encouraging new innovative approaches to be explored.
33	<p>Tendering for new services and the development of a new grant process will be carried out during 2018/2019. New contracted services will commence no later than 1st April 2019. Grant funded services may commence sooner but will have an impact on the available budget for other service areas, including personal budgets.</p>
RESOURCE IMPLICATIONS	
<u>Capital/Revenue</u>	
34	<p>In 2017/18, the total short breaks budget is £1,455,000, split between £975,000 for specialist services and £480,000 for non-assessed services (the Buzz Network). The CCG contributes £178,200 to the specialist services</p>

	budget to support access for children with complex health needs. Over a contractual period of 5 years, the total budget equates to £7,275,000.						
35	As a result of the proposals set out above the budget is expected to remain consistent albeit distributed differently across the new eligibility levels.						
36		Current Revenue expenditure			Forecast Revenue expenditure		
		Grant	Commissioned services (contracts) & Personal budgets		Grant	Commissioned services (contract and DPS) & Personal budgets	
	Critical	£480,000	£975,000	£0	£975,000		
	Substantial						
	Medium						
	Low		£0	£0			
<i>Review 27/2/2018 NP (FBP)</i>							
37	Spend Profile						
		2017/18	2018/19	2019/20	2020/21	2021/22	Total
		£k	£k	£k	£k	£k	£k
	Specialist Services	975	975	975	975	975	4,875
	Non Assessed Services	480	480	480	480	480	2,400
	Total	1,455	1,455	1,455	1,455	1,455	7,275
	CCG Contribution	178.2	178.2	178.2	178.2	178.2	891
<i>Review 27/2/2018 NP (FBP)</i>							
<u>Property/Other</u>							
38	There are no property implications.						
LEGAL IMPLICATIONS							
<u>Statutory power to undertake proposals in the report:</u>							
39	The proposals are designed to meet social care functions under part 3 of the Children and Families Act 2014, the Care Act 2014 and the Children Act 1989 (S17).						
<u>Other Legal Implications:</u>							

40	The proposals are wholly consistent with and take into account the SEND Code of Practice.
41	The proposals have been fully assessed in accordance with the Council's statutory duties under the Equality Act 2010, including the Public Sector Equality Duty. A detailed Equality Impact Assessment with mitigation and remediation measures is included with this report and has been reviewed and updated throughout the consultation in order to inform the Council's final decision on this matter.

RISK MANAGEMENT IMPLICATIONS

42	Financial: The proposals put forward a fairer and more equitable offer of Short Breaks. In doing so it moves away from a capacity led to a needs led service model, offering Short Breaks based on the needs of the children and their parents. There is a risk the needs based approach could generate a cost pressure. This will be mitigated by new eligibility criteria which will support this change and will help to ensure financial resources are managed and targeted to those most in need. These criteria will also ensure that the needs of children and young people with disabilities are being met through access to a Short Break. Risk = Medium
43	Service Delivery: the proposals are designed to use the most effective method to secure services that offer children with disabilities and their parents a Short Break. This will be achieved through the use of contracts, both fixed term and dynamic as well as grants. The use of different approaches should enable the proposals to be delivered. There is a risk the range of services are not secured. Early engagement with providers has shown this to be minimal, and proactive engagement with providers and parents will help to mitigate this risk. Risk = Low
44	Reputation: the proposals will have a negative impact on some families, reducing or removing the number of short breaks they can access, whether directly or via a personal budget. Significant levels of engagement and communication have been undertaken to explain the reason for the changes, and to gather ideas and proposals on the way the service should be offered in a fairer and more equitable way, thereby reducing the impact and risk of reputational damage. This work will need to continue to ensure the transition to the new Short Break offer is managed carefully and ensuring any impact on families is carried out with the families and in a phased way. Risk = Medium

POLICY FRAMEWORK IMPLICATIONS

45	The recommendations in this paper support the delivery of outcomes in the Council Strategy. They also contribute to the City Strategy and the Health and Wellbeing strategy. The proposals particularly support Council Priority Outcomes: <ul style="list-style-type: none"> ○ All children and young people have a good start in life ○ People in Southampton live safe, healthy and independent lives
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KEY DECISION?	Yes
WARDS/COMMUNITIES AFFECTED:	All wards

SUPPORTING DOCUMENTATION

Appendices

1.	Consultation on an offer for children with disabilities and additional needs.
2.	Short Break Offer – proposed implementation timeline.
3.	Case Study Impact Examples

Documents In Members’ Rooms

1.	Equality and Safety Impact Assessment
2.	Data Protection Impact Assessment

Equality Impact Assessment

Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.	Yes
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Data Protection Impact Assessment

Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out.	Yes
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Equality Impact Assessment and Privacy Impact Assessment available from S.Jerrim@nhs.net

Other Background Documents

Other Background documents available for inspection at:

	Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)
1.		
2.		

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Consultation on an offer for children with disabilities or additional needs – Consultation feedback

Introduction

1. Southampton City Council undertook public consultation for 12 weeks between 21 November 2017 and 12 February 2018 regarding proposed changes to the short break service offer for children with disabilities or additional needs and proposed changes to the eligibility criteria which allows access to these services.
2. The proposals were discussed at Cabinet on 14 November 2017 and the Cabinet agreed that the proposed changes should be consulted with key stakeholders and the public before final decisions are taken.

Aims

3. The aim of this consultation was to:
 - Ensure the public and key stakeholders understood the proposed changes.
 - Ensure any resident, business or stakeholder who wished to comment on the proposals had the opportunity to do so, enabling them to raise any impacts that the proposals may have
 - Provide feedback on the results of the consultation to elected Members and key officers to enable them to make informed decisions
 - Ensure that results are analysed in a meaningful, timely fashion, so that feedback is taken into account when final decisions are made.
4. This report summarises the principles and processes of the public consultation. It also provides a summary of the consultation respondents both for the consideration of decision makers and any interested individuals.

Consultation principles

5. The council takes its duty to consult with residents and stakeholders on changes to services very seriously. The council's consultation principles ensure all consultation is:
 - Inclusive: so that everyone in the city has the opportunity to express their views.
 - Informative: so that people have adequate information about the proposals, what different options mean, and a balanced and fair explanation of the potential impact, particularly the equality and safety impact.
 - Understandable: by ensuring that the language used to communicate is simple and clear and that efforts are made to reach all stakeholders, for example people who are non-English speakers or disabled people.
 - Appropriate: by targeting people who are more likely to be affected and using a more tailored approach to get their feedback, complemented by a general approach to all residents, staff, businesses and partners.
 - Meaningful: by ensuring decision makers have the full consultation feedback information so that they can make informed decisions.
 - Reported: by letting consultees know what was done with their feedback.

6. Southampton City Council is committed to consultations of the highest standard, which are meaningful and comply with the following legal standards:
 - Consultation must take place when the proposal is still at a formative stage
 - Sufficient reasons must be put forward for the proposal to allow for intelligent consideration and response
 - Adequate time must be given for consideration and response
 - The product of consultation must be carefully taken into account.
7. Public sector organisations in Southampton also have a compact (or agreement) with the voluntary sector in which there is a commitment to undertake public consultations for a minimum of 12 weeks wherever possible. This aims to ensure that there is enough time for individuals and voluntary organisations to hear about, consider and respond to consultations. This consultation was for a total of 12 weeks.

Approach and methodology

8. The consultation on an offer for children with disabilities or additional needs sought views from relevant individuals and stakeholders. The formal written consultation ran from 21 November 2017 to 12 February 2018.
9. Deciding on the best process for gathering feedback from stakeholders when conducting a consultation requires an understanding of the audience and the users of the service. It is also important to have more than one way for stakeholders to feedback on the consultation, to enable engagement with the widest range of the population.
10. The agreed approach for this consultation was to use a combination of online and paper questionnaires. This approach enables an appropriate amount of explanatory and supporting information to be included in a structured questionnaire, helping to ensure that the public are aware of the background and context to each of the proposals. It is therefore the most suitable methodology for consulting on a complex issue.
11. In addition, a total of eight consultation sessions were held, seven for parent/carers and one for short break providers. They were held on different days of the week and times of the day at five venues across the city.
12. The sessions consisted of a presentation giving the background, information about the engagement work with the Parent/Carer Forum and details of the proposals. Case studies were provided to help attendees understand more clearly what the potential impact of the proposals might be on different families. The sessions were then opened up for comments and questions from attendees. A list of Frequently Asked Questions was also made available. Feedback from these sessions was captured and included in the analysis of consultation results.

Promotion and communication

13. Throughout the consultation, every effort was made to ensure that as many people as possible were aware of the proposals and had the opportunity to have their say. Particular effort was made to communicate with existing service users, parents and carers as they are the most likely to be directly impacted by the proposals should they be implemented.
14. The consultation was promoted in the following ways:
- a. The Southampton City Council website
 - b. Emails and post to Buzz Network members
 - c. Buzz network newsletter
 - d. Short break providers sharing details with the families they support
 - e. Southampton Parent/Carer Forum:
 - i. Social Media (Facebook & Twitter)
 - ii. Forum meetings
 - iii. Outreach to wider parent/carer support groups
 - f. Leaflets
 - g. Information about the consultation was sent to all Special Educational Needs Coordinating Officers
 - h. Information was sent to all 75 schools in Southampton
 - i. Information was sent to the third sector through local SEND charities
 - j. Facebook Live with the Parent/Carer Forum coordinator and SEND service manager

Consultation questionnaire respondents

15. In total, 99 people responded to the consultation either through the paper or online questionnaire. All the questionnaires that had at least one question completed were included in the analysis to ensure every bit of feedback was considered.
16. Figure 1 shows the age breakdown of consultation respondents compared to the mid-2016 population estimate for Southampton. The age groups between 25 and 54 were over represented in the consultation when compared with the Southampton population and the age groups under the age of 25 and over the age of 54 were underrepresented.

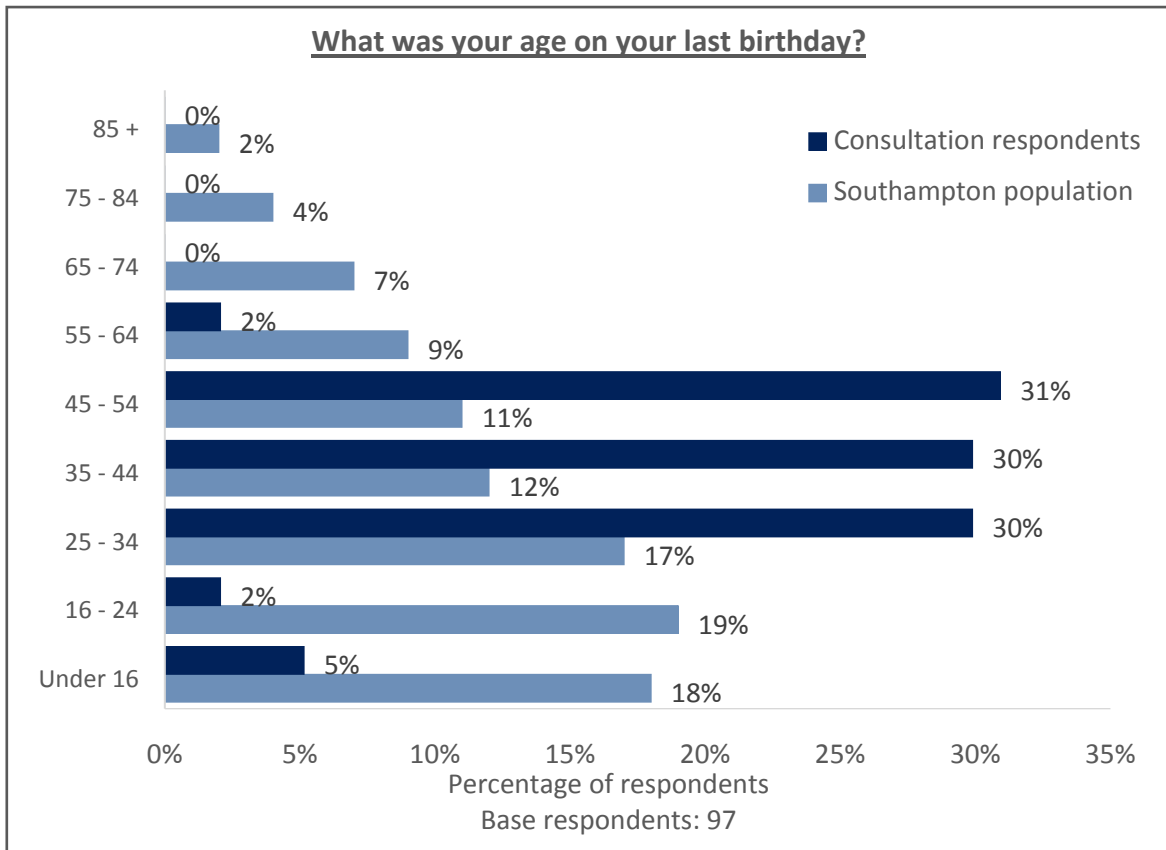


Figure 1

17. The gender breakdown of respondents was 91% female and 9% male (Figure 2). Females were significantly overrepresented when compared to the Southampton population as the mid-2016 population estimate for Southampton reports 49% female and 51% male.

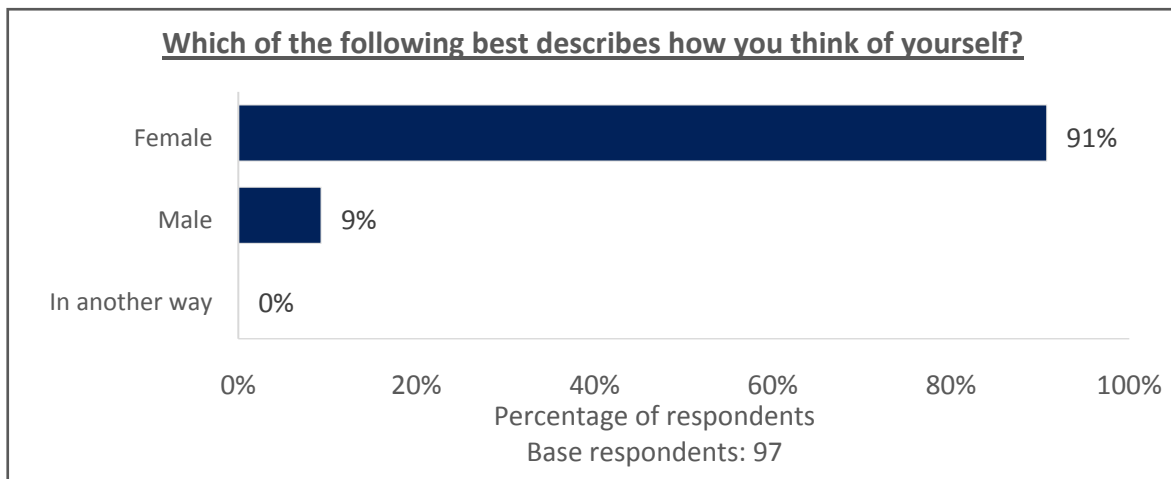


Figure 2

18. Figure 3 shows the ethnicity breakdown of respondents to the consultation. The proportion of people that describe themselves as White is overrepresented as 85% of the population described themselves as White in the 2011 census. All other ethnic groups are underestimated in the consultation when compared to the 2011 census. 8% of the Southampton population in the 2011 census described themselves as Asian or Asian

British, 2% mixed or multiple ethnic groups, 2% Black, African, Caribbean, Black British and 1% any other ethnic group.

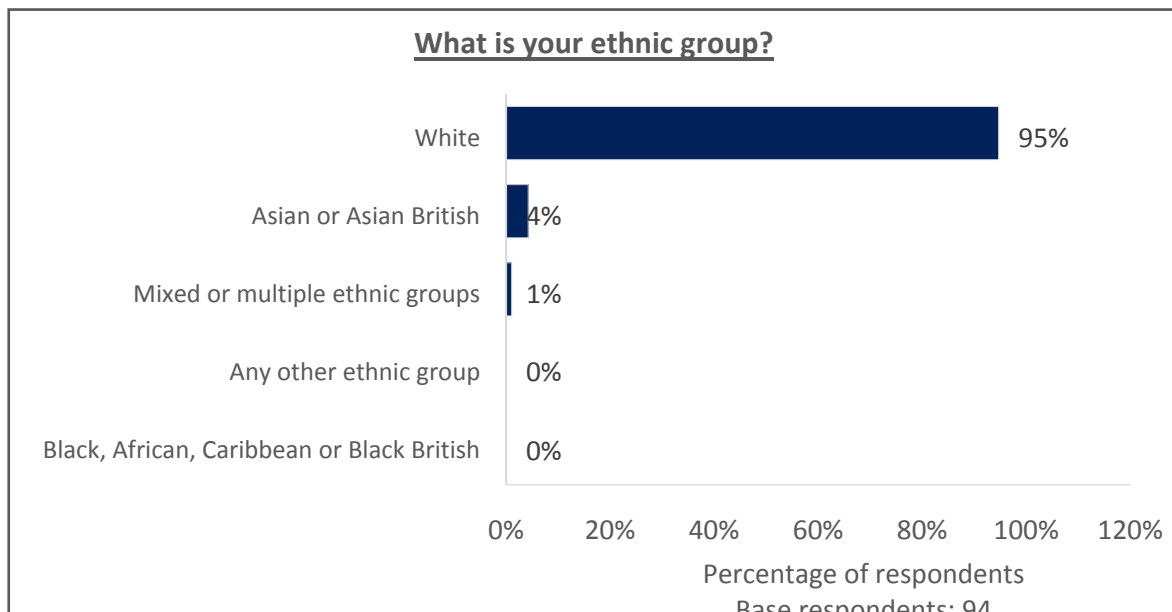


Figure 3

19. Figure 4 highlights the interest of the respondents to the consultation. The largest proportion of respondents to the consultation were parents and carers of children that currently access services. A further 10% of respondents described themselves as professional and 9% were parents and carers of children who do not currently access the services.

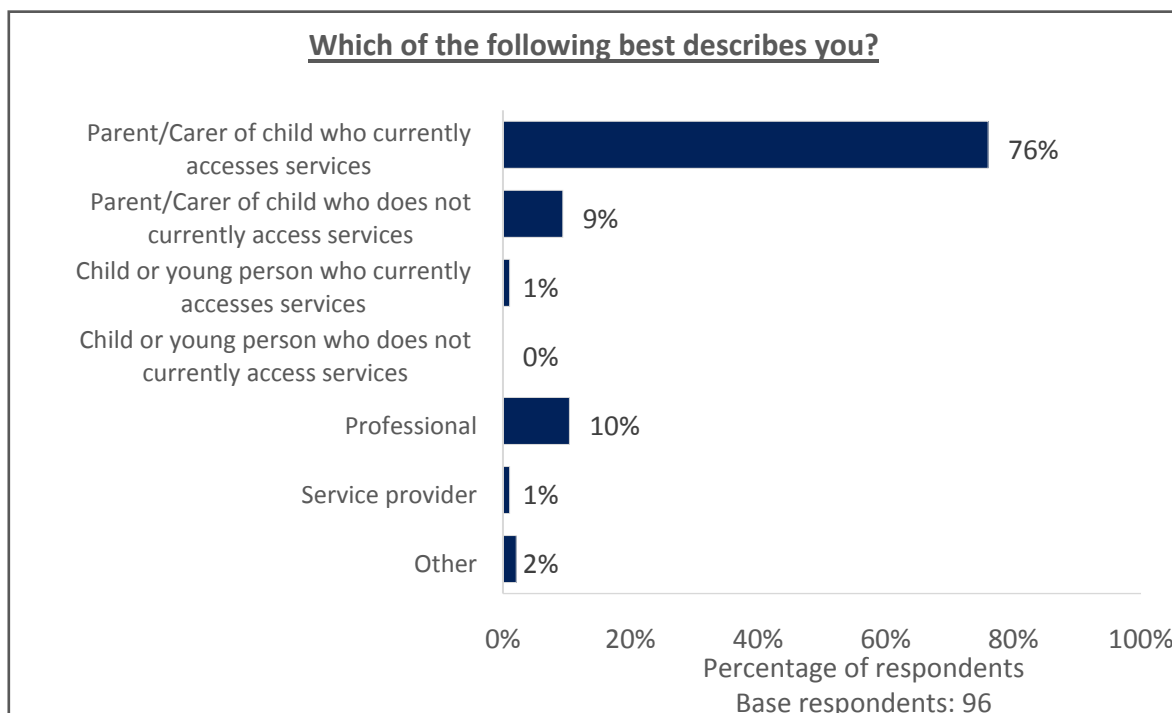


Figure 4

Questionnaire feedback

20. In total, 99 people answered the consultation questionnaire either through the online or paper version.

21. The first question asked respondents to what extent they either agreed or disagreed that changes needed to be made to the Short Breaks service offer (Figure 5). All 99 respondents answered this question and overall 36% strongly agreed with changes to the service and 39% agreed. In total 76% agreed to some extent that the changes needed to be made to the service. In total 8% disagreed with making changes to the service. Of this, 7% disagreed and 1% strongly disagreed.

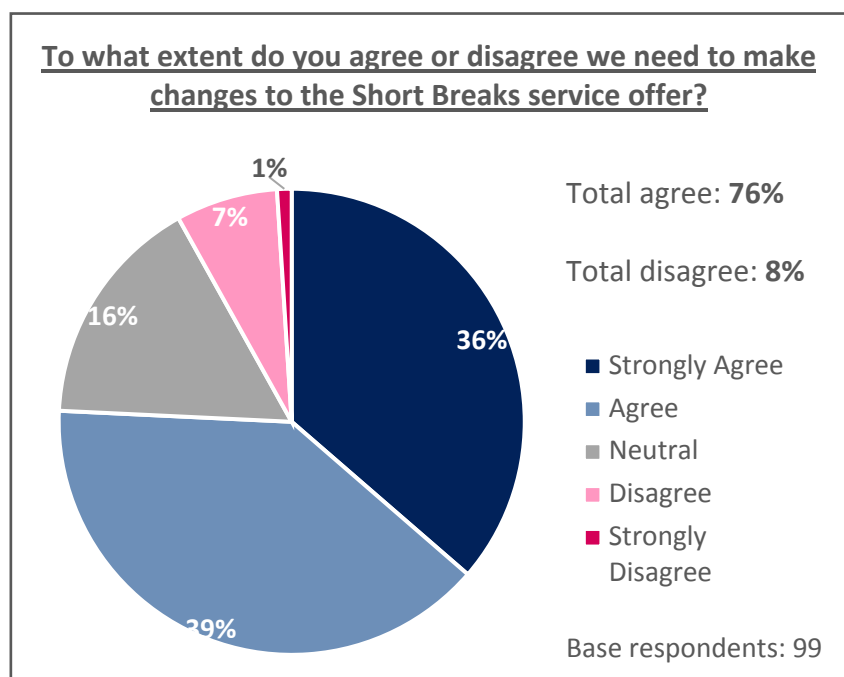


Figure 5

22. The second question asked respondents to what extent they agreed or disagreed that changes needed to be made to the eligibility criteria for the short breaks service (Figure 6). In total, 27% strongly agreed and 44% agreed that changes should be made to the eligibility criteria and 5% disagreed and 3% strongly disagreed.

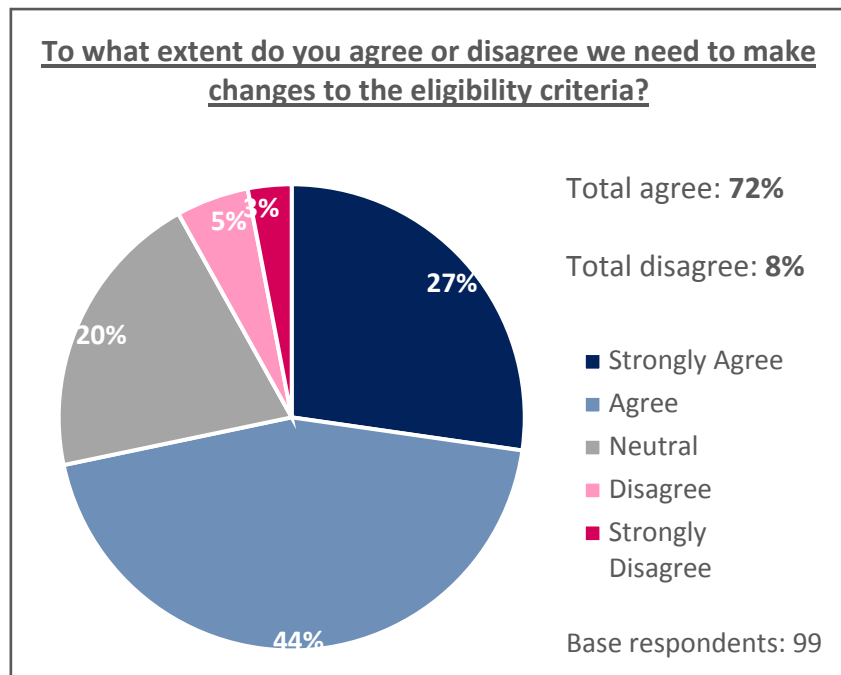


Figure 6

23. Respondents were informed about the proposed eligibility criteria and were then asked to what extent they agreed or disagreed with the proposal (Figure 7). Overall, 24% of respondents strongly agreed with the proposed criteria and 49% agreed. This totalled 74% that expressed agreement generally with the proposal. In total 14% expressed disagreement with the proposed eligibility criteria, of which 4% strongly disagreed and 10% disagreed.

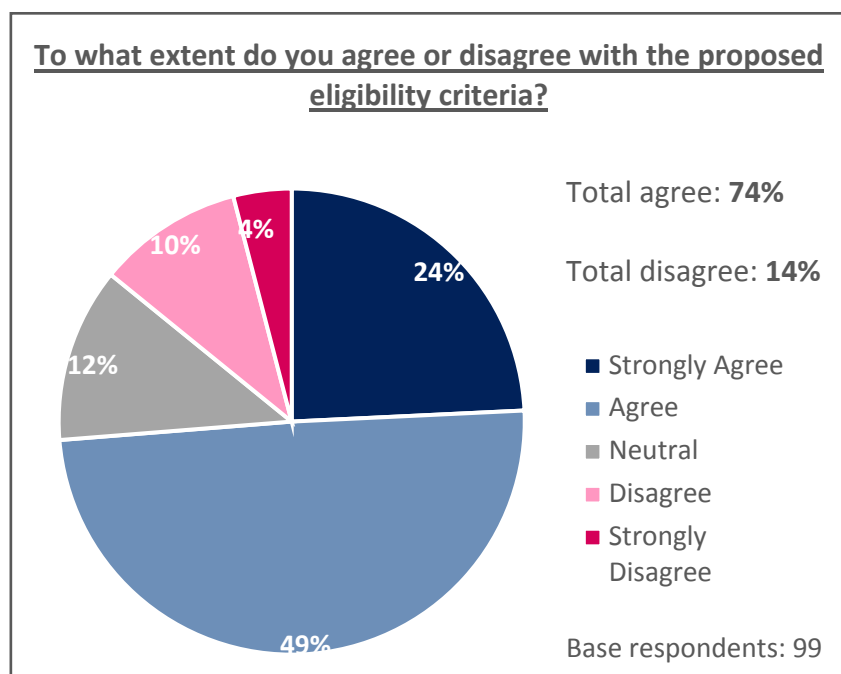


Figure 7

24. Respondents were then asked to write down any comments they had on the proposed eligibility criteria. When analysing the free text comments from the questionnaire, all

comments from all questions were analysed and categorised together. For example, if a respondent commented on the eligibility criteria in a different free text question that comment will have been regrouped with all other comments on the eligibility criteria to ensure that an accurate picture of opinions can be calculated across the entire consultation. In total, 62 respondents provided a comment to at least one question in the questionnaire.

25. Figure 8 shows the themes of comments surrounding the proposed eligibility criteria and the number of people that mentioned this somewhere within the questionnaire.

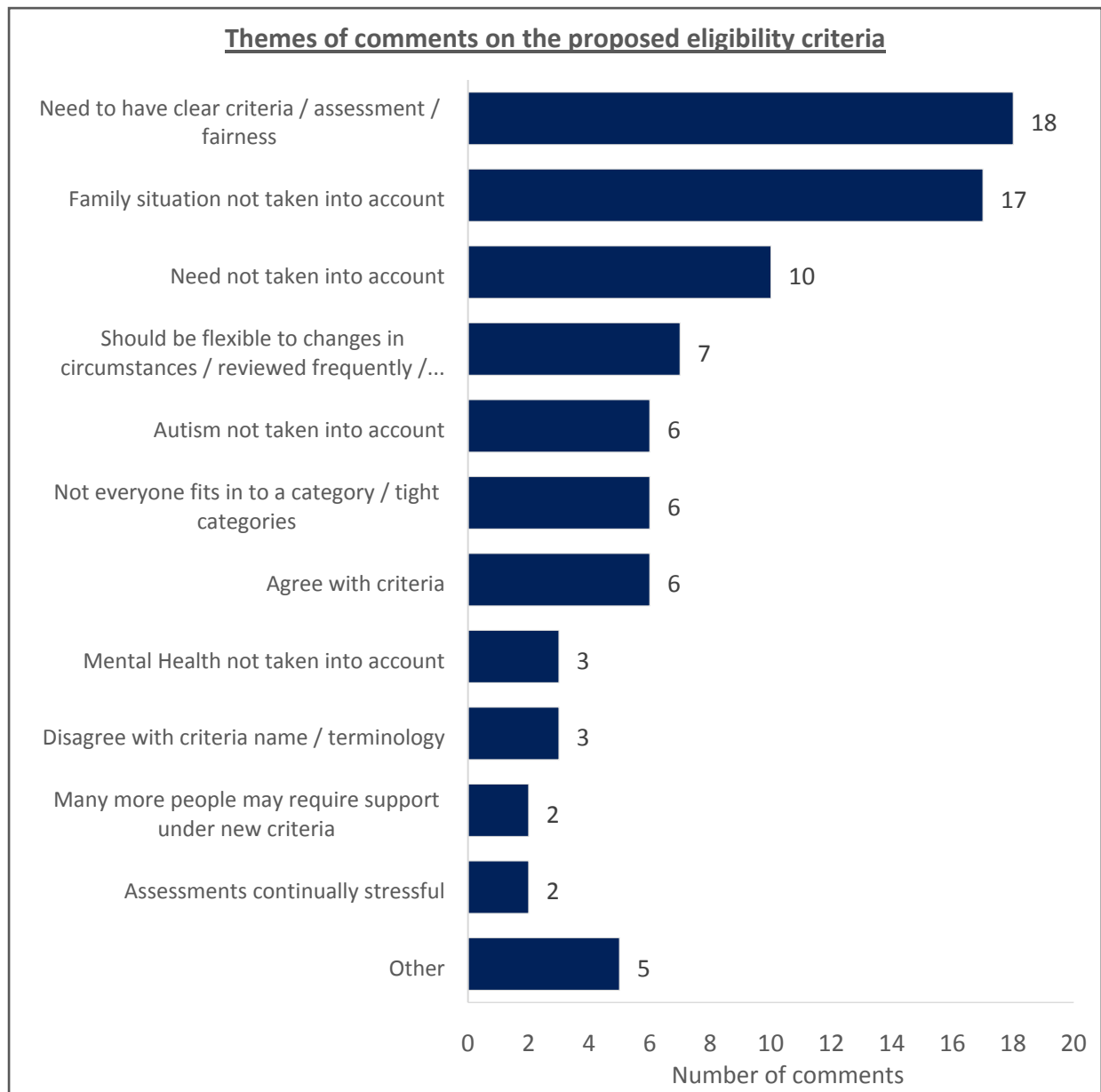


Figure 8

26. In total 18 respondents to the survey wrote a comment about the need to have clear criteria and assessment. Examples of quotes that encompass the sentiment of these comments include:

“assessment frameworks should be clear and concise”

“This would depend on the people who evaluate the the families and whether they start from scratch with every family, it’s hard to judge a case on one visit or one day. So although there is a criteria there it is not exactly plain and simple”

“The criteria for intervention should also be clearer.”

“the eligibility definitions are not very clear and some will be difficult to assess/measure. For instance, at the low level, you state that the children will have low level additional needs? These will have to be qualified. What is low level? Who decides what is low level? ...The proposal is silent on the assessment referral. Will high (substantial/critical) needs still require referral by a professional OR will their be possibility for self-referral?”

“There is not enough information given on what criteria will be used to assess disabled people, how this will be done, or how the appeal process will work where disable people dispute their level of disability.”

27. The second most mentioned theme of comment regarding the proposed eligibility criteria surrounded the request for the family situation to be taken into account during assessment. In total 17 respondents wrote about this and examples of comments include:

“I think the situation of the family should be considered as well at each level, as single parents obviously have more pressure and less assistance, and some families are very supportive and helpful whilst others are not therefore providing some families with more breaks than others and more time to spend with siblings”

“It is the only time I have a full night sleep! Being only carer I have to keep going on zero sleep, working on zero sleep, caring on zero sleep”

“having extended family and a network of friends is no guarantee that they will be able and/or willing to assist with caring for a child with special needs... Due consideration should be given to families who have several children with disabilities who may end up being assessed under different criteria, yet, the overall impact on the family/parents is profound. For instance, disproportionate or disjointed provision of respite leaving one sibling always in the care of the parents means the parents never get their respite”

“Nobody but the parents know the impact a particular disability has, and some parents will find a disability more disruptive of their daily lives than other.”

“I do believe vulnerable families will loose out”

28. The third most reported comment was that respondents felt that needs of the individual were not being taken into account. In total 10 people commented on this. Examples include:

“You can't put moderate learning disabilities and profound disabilities in the same category! Their needs are completely different! If anything profoundly disabled children like my son require substantially more health and social care.”

“How will you assess the level of the child's needs - I assume there will be a criteria for this also, and a request for additional information?”

"I am concerned that the access to substantial and critical levels will be too tight and may be budget driven rather than needs driven."

"My concern is to get the dla isn't possible for all children that have additional needs"

"I think families with children on the autistic spectrum that have invisible needs in a lot of cases will lose their personal budget and I do not believe this is fair. These families are the families that are most in need as are not recognised as needing support or do not easily qualify for other types of support."

29. The fourth most frequently recorded theme of comment surrounding the proposed eligibility criteria highlighted that circumstances can change and eligibility should be flexible to this and reviewed frequently. For example, comments that reflect this include:

"This seems faire as long as it is understood that children and circumstances change through no fault of their own and if necessary their band may change and they may then need more support."

"People personal situation change all the time and rely on the support that has been always there"

"I am only concerned when we joined the buzz network on this new criteria when we joined would be low. Things for our child has progressed quickly since we joined. We would now be in the medium. Will you be sending out anything so we can be reassessed."

30. Six respondents felt that individuals with autism had not been taken into account within the proposed criteria. Some of the comments that highlighted this include:

"I think the autism families will loose out"

"You still use the criteria as learning disability but not include autism. There are children and young people in Southampton with autism that need support at the substantial and critical level and you are still failing them."

"Although a parent of a child with a disability, I also work with children with additional needs, and have at times been shocked to be told that children with very severe autism, LD and associated behaviour difficulties were told they did not qualify for Jigsaw, when they most clearly should have-"

31. Six respondents expressed a concern that not everyone would fit in to a proposed category. Comments that encompassed the sentiment of this opinions include:

"Big jump between med and sub"

"The potential problem with this eligibility criteria is that everyone has to agree for each individual child. Eg: the parents may feel the need is critical but social services may say substantial. So how would that issue be resolved fairly if the situation arose?"

"Again it seems fairer but sometimes families and children do not fill neatly into these categories and so you may find some families slipping through the net."

32. There were six respondents that wrote a comment in support of their agreement with the criteria. For example:

“It immediately seems fairer, and the words used to describe the differing levels reflect why the amount of support needs to be differentiated.”

“I think it's a good proposed criteria and is inclusive to all disabilities as some are at lower levels whilst others obviously are more severe and will be a good system to identify an individual's level of need and signpost to the relevant services more appropriately as clearly the current system is failing families and young people in Southampton.”

“I think it is a good way to assess the needs of service users and provide the relevant help.”

33. Three respondents commented on how they felt that mental health had not been taken in to account in the proposed eligibility criteria. Examples of these comments include:

“Children/young people with mental health difficulties will not meet your criteria which means that they will not receive any support at all.”

“I do agree with the criteria that are there but am disappointed to see no acknowledgement of mental health issues which can and seriously impact a child's ability to access education, health and social opportunities.”

34. Three respondents expressed a disagreement with the naming of the criteria or the terminology used. Comments that encompassed this disagreement include:

“I don't believe that in the 'substantial' level the word disability should be used in regard to learning i.e i feel it should read; have significant difficulties”

“Secondly, their names need to be clearly related. When you talk of low and medium, it is natural to expect a high level. However, you jump to substantial and critical. I suggest, low, medium and high....Others might disagree, but please consider using the phrase 'children and young people with disabilities' rather than 'disabled children and young people”

“I think that, for clarity, the 'critical' criteria should read 'and/or' not just 'or' as many will have both learning disabilities and physical disabilities. Will the 'substantial' criteria also allow supported access to enhanced/adapted mainstream provision? This feels important for a number of reasons, inclusion and visibility being one but also the fact that much mainstream provision would be available if there were some minor adaptations and a staff member one to one with the service user. Not sure if it is clear from this description?”

35. Two respondents felt that under the proposed eligibility criteria there would be many new individuals that would be eligible for support. The comments included:

“You say that there is no cut to funding but if there are more families using the same amount of funding then this is a cut! You should be making more money available equal to the increase in numbers of families needing support.”

“I think the proposal is positive on the whole. I am concerned however that Jigsaw will become inundated with an increased need due to those at substantial & critical level. Jigsaw already struggles.”

36. Two respondents emphasised how stressful assessments can be and highlighted the following issues:

"I think we should learn lessons from the Work Capability Assessment disaster also- vast amounts of money have been spent assessing and regularly reassessing vulnerable people- this has been widely reported to adversely affect these people's mental health and ability to cope. Undergoing reassessment has been very stressful for me and my family and has adversely affected us, I hope we won't have to go through this again for a long time, as you need stability as a foundation to cope, and if respite entitlement that you desperately need to keep going is regularly under threat, this is bound to have a negative impact. Also, the assessment process is going to cost a fortune as we now have lots of social workers doing it- if frequently reassessed it will waste money that would be better used to help the children and families."

"Lots of money will be wasted making assessments, which will be instructive, and an invasion of privacy to what is already a stressful life with a child with a disability"

37. There were a further five respondents with comments surrounding the proposed eligibility criteria. These included:

"The DLA assessed the child at a medium care rate when so clearly he should have been awarded high rate, so this is one problem with being overly reliant on DLA awards as sometimes it seems they will underaward to see if they can get away with it, and if the parent does not feel up to challenging the decision their child may be doubly let down by the system."

"Re visit your eligibility criteria"

"I think 4 criteria are one too many and will confuse parents. 3 should suffice."

"The potential problem with this eligibility criteria is that everyone has to agree for each individual child. Eg: the parents may feel the need is critical but social services may say substantial. So how would that issue be resolved fairly if the situation arose?"

"My concern is to get the dla isn't possible for all children that have additional needs"

38. After a description of the proposed short break service offer in the questionnaire, respondents were then asked to what extent they agreed or disagreed with the proposed service offer. Figure 9 shows the results of this. Overall, 16% strongly agreed with the proposed service offer and 53% agreed which totalled 69% that expressed overall agreement with the proposal. Overall, 12% of respondents disagreed with the proposed short break service offer. Of this 3% strongly disagreed and 9% disagreed.

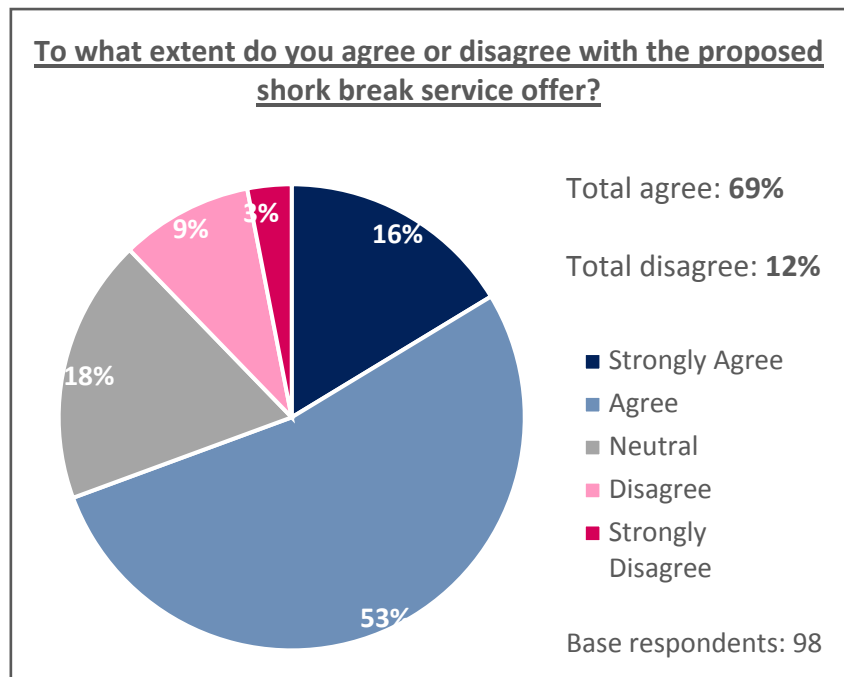


Figure 9

39. Respondents were then asked to provide any comments they had on the proposed short break service offer. Figure 10 shows the themes of comments surrounding the proposed service offer and the number of people that mentioned this in a question within the questionnaire.

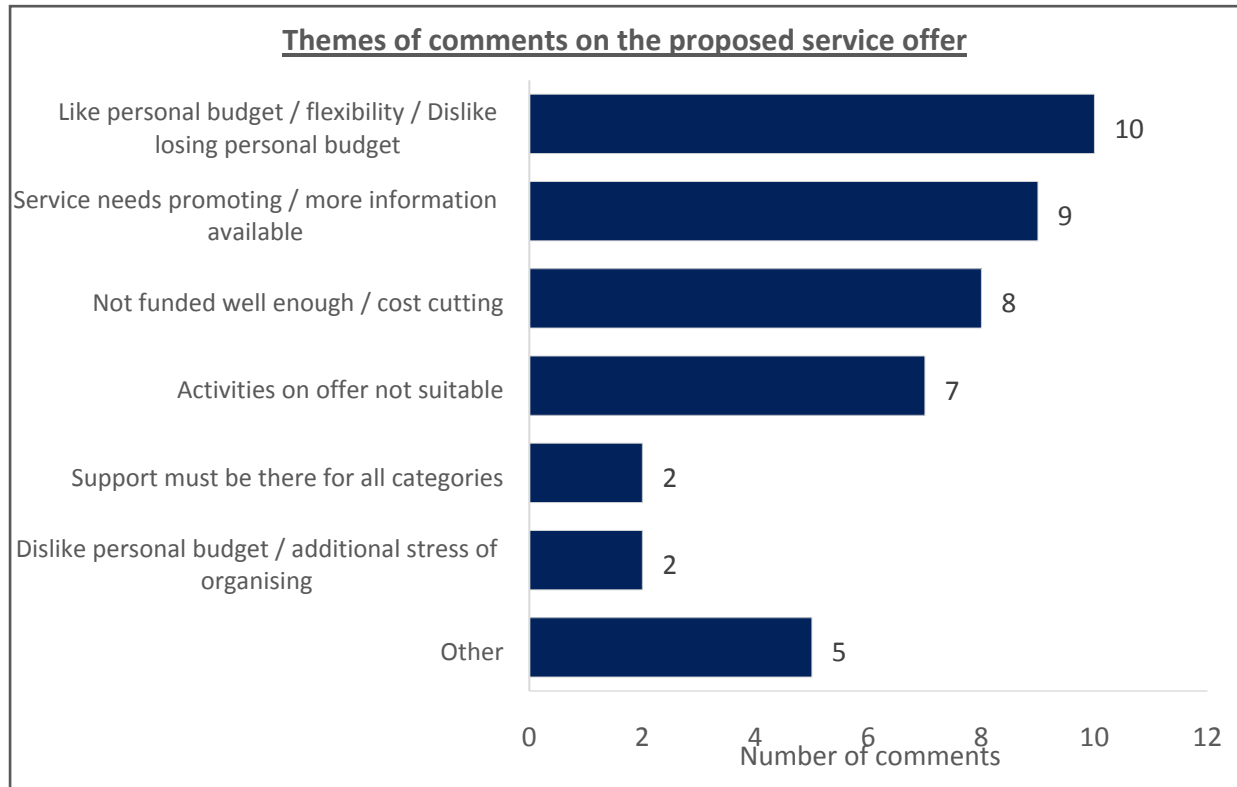


Figure 10

40. The most mentioned theme of comment regarding the proposed service offer by 10 people was that they like their personal budget and the flexibility it has to offer and dislike the idea of losing it. Comments that encompass the sentiment of this include:

“for a lot of families accessing this gives them freedom of choice to suit their own individual families needs.”

“One of the benefits of the personal budget was not having to worry too much about logistics; the proposed changes restrict us a lot more.”

“Personal budgets for all will ensure the money is only being spent on care provided.”

“I think it is unfair to take the personal budget away from medium level families, the budget is sometimes used for rest bite that the family would otherwise not receive!”

“I believe that a lot of families and children will be affected with changes to the personal budget, as for some families the personal budget works better, and allows for the child to do activities & fun things. For example, my child struggles with new people & busy places, and crowds more than just a handful of people. The personal budget allows for me to take him to places he likes & is able to cope with, and do things that he enjoys & is able to do as and when it best suits his needs.”

41. The second most mentioned theme surrounding the proposed service offer was that the service required better promotion and more information available. In total nine respondents mentioned this. For example, respondents said:

“So much is learnt from other parents or carers and that isn’t fair to people who are isolated or don’t have the ability themselves to find out.”

“the reason the personal budget take up has increased so much for Buzz families is that SCC were not transparent in advertising this as an option. It was parents who made this available to other parents through word of mouth and support groups.”

“Unless someone whispered the service Jigsaw to you, you wouldn't really know about them. It is like a secretive department within the SCC.”

“Not all families have an allocated social worker and this makes it more difficult to obtain help and support...Also they are less likely to even know that these services exist because they have no one who can direct them to these services”

42. Eight respondents felt that the proposed service offer is not funded well enough and that there are cuts to the service. For example:

“Where I do think we’ve gone terribly wrong with the bus network is that not enough money has been set aside for those children who aren’t able to access the wide range of pleasure breaks for one reason or another but usually because of severe and prepare and disability and family situation”

“You say that there is no cut to funding but if there are more families using the same amount of funding then this is a cut! You should be making more money available equal to the increase in numbers of families needing support.”

“While we are being told there is no cut to funds (though they aren’t increasing with inflation) and this is just about redistribution, over the years Jigsaw services have already been substantially cut, and many beneficial services stripped down, so it seems to me if people risk losing the support they have and need to share the funds more widely, that the ‘cake’ we are sharing from is not big enough. I agree that it is ridiculous that someone who is on a minimal level of support on the SEN register could have a personal budget, but I very much doubt much of the money is being spent this way, which is why I agree in essence with reallocating funds but it is much more complex than just a statistical tick box analysis needed”

43. Seven respondents felt that the activities on offer were not suitable to the individual. Comments that encompass the sentiment of these feelings include:

“Again especially families with a child with autism who find group situations and clubs extremely challenging if not impossible.”

“And seeing as the only help I currently receive from short breaks or jigsaw is £200 every 6 months for a child with a substantial lifetime condition with significant needs/ learning disability to pay for access to disabled activities/ play schemes which he needs as he certainly cannot cope with mainstream ones then I certainly don't feel it's ok to accept less help from the proposals”

“Children with Autism that are assessed as being Medium, may have a limited choice of short breaks that they would actually want to use. My son does not like cinemas, leisure centres, theme parks, museums or soft play centres.”

44. Two respondents stressed the importance of support being in place. For example:

“It is vital that carers and their children have access to adequate provision. This service is a lifeline to a lot of families and helps families feel valued in the role they do on a day to day basis.”

“What I would not like to see is a decrease in support. Nobody asks to have a child with additional needs nobody wants to ask for help but when someone does that support should be on hand and available.”

45. Two respondents wrote about their dislike of a personal budget and how it adds additional stress and organising. Comments included:

“Whilst I appreciate that it may be easier for the local authority and cheaper to operate personal budgets for service users. They are not value for money for families as directly purchasing Services for families that are over wrought and so busy caring for their child trying to work trying to manage family situations put even more stress and strain on them. With the best will in the world I just do not have the time to manage direct payments which is why I have never access them for our family it would be impossible to purchase the level of care which has been assessed on their need that we have now.”

“Firstly, it looks as if personal budgets are being foisted on us whichever way you read these proposals. As a single parent carer I do not have the time or the energy to become an employer/ do additional accounts etc, the last thing I need is additional responsibilities in the interests of self preservation and my ability to carry on caring.”

46. There were a further number of comments around the proposed service offer including:

“There are still issues with the 'substantial' category and receiving a timely offer of support.”

“it depends on what providers offer and how it is managed, surely if they are providing a service for people they have to be controlled and it has to be maintained?”

“Allowing personal budgets to be sent spent on things like cinema trips by families who could well afford this is really quite worrying. As I said I’ve seen parents asking for ideas on social media of what to spend their personal budget on many wanting to spend it on frivolous things and not in conjunction with their young person. I warned about this several years ago and it has not been managed well.”

“I like the idea of the short breaks card.”

“I am not convinced that the discount card would be used by families with similar children.”

47. The next section of the questionnaire asked respondents about the naming of both the Jigsaw and Buzz Network service. Respondents were asked whether or not they felt the name should be changed. For the Jigsaw service, 65% of respondents felt there should be no change to the name of the service compared to 35% that felt the name should change. For the Buzz Network service, 68% of respondents felt there should be no change to the name compared to 32% that felt the name should be changed. Figure 11 below shows these results.

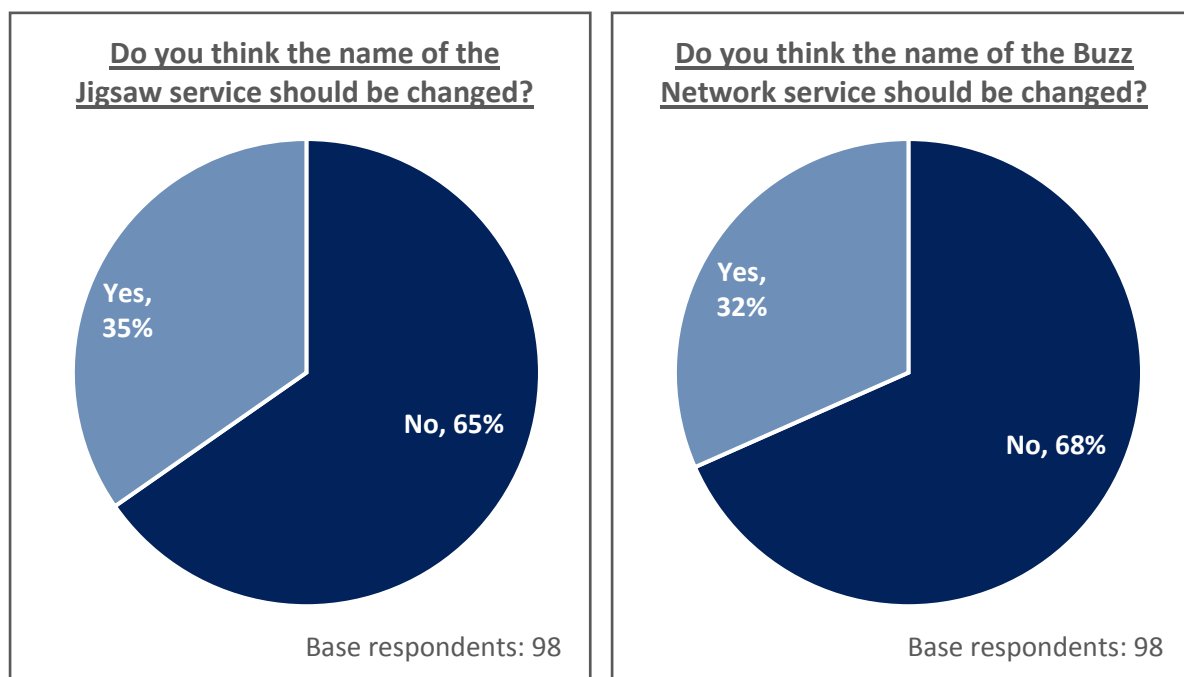


Figure 11

48. Respondents were then given the opportunity to suggest any new names for the services if they felt they should be changed. The following suggestions for names for the services were recommended.

Jigsaw name suggestions:

Buzz Network Plus

Children with Additional Needs Service (CANS)

Children's support services team

Gateway

Something along the lines of children services

Southampton Childrens Social Services

step-up

Buzz network name suggestions:

Child support voucher scheme

Children and Family Short Break Service

Gateway

Inclusivity network

We need something nationally recognised like the Hampshire Gateway

Connections

49. In addition there were comments that did not specifically provide a name suggestion, but made a suggestion on how names for the services should be devised. The following suggestions were made.

Jigsaw service name comments:

Because what does 'Jigsaw' really mean? Can be misleading or misinterpreted by families.

I think jigsaw is quite fitting because it is like fitting a puzzle together, however to reevent a service in my opinion you need to demonstrate change and wha better way than the name. But I also think there should be some sort of pack or letter than explains the service, what's available and the aims.

It should say what it does jigsaw doesn't really explain anything. The criteria for intervention should also be clearer.

Just call it what it is or does.

No but this name is not touchable

Something that has what it is in the title.

Something that reflects the service. I haven't got a name in mind.

Buzz Network name comments:

Again, call it what it does.

Buzz doesn't mean anything to me to be honest, and like I said with jigsaw to reevent a service and show change the best way to start is to change the name in my opinion.

A title that fits with the service and young people's needs makes its more transparent and easier to understand Jigsaw and buzz network have no relation really to the service offer and is confusing to parents and probably the young people.

As I was involved directly in choosing the original name I think it should be changed as this service no longer reflects the values and that it was set up for. I realise that there is less money available because of government cuts but removing a high level of support to some

families will literally be a disaster for them. As bus network was named when we had true funding and government ring fenced backing it would be tainted to carry on using it in the current climate. The management of the personal budgets under the bus network has frankly been appalling I have seen parents constantly asking on Facebook what to spend their budget on and these budgets have just been handed out willy-nilly without much

Something that reflects what it is, most people don't know.

The name Buzz Network doesn't mean anything other than now being familiar. It was linked with the old parent forum now which has now been disbanded so a fresh name that says what it does on the tin is needed.

50. The next part of the questionnaire asked respondents whether there were any alternatives that the council should consider. In total, 22% of respondents felt that there were alternatives that the council should consider. 78% of respondents felt there were no alternatives to the current proposal that should be considered.

51. Respondents were invited to share any alternatives or suggestions that they felt the council should consider. Figure 12 shows the themes of comments surrounding suggestions and alternatives and the number of respondents that mentioned these in a question within the consultation.

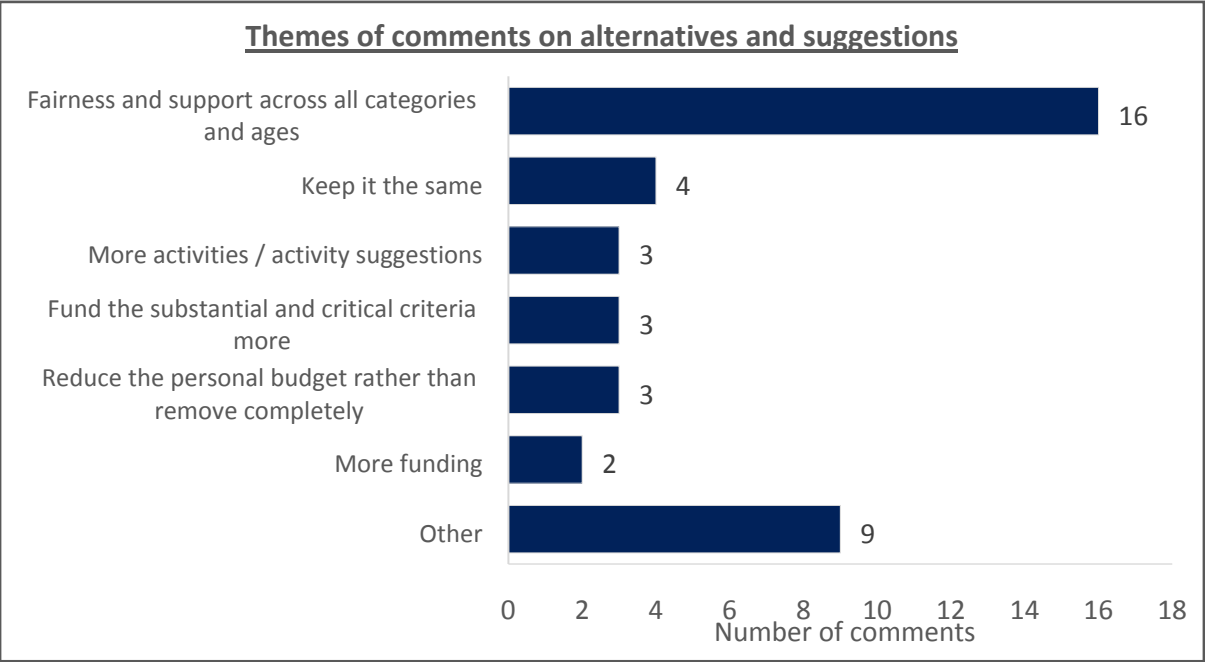


Figure 12

52. The most frequently reported suggestion or alternative to the current proposals was to be fair and provide support across all categories and age groups. In total 16 people raised this suggestion and the following comments provide examples of these:

“It needs to be fair across all disabilities and learning and care needs”

“It seems like we would be penalised for not being so needy when we are a family that would actually benefit from more help and support.”

“Unfair to lose personal budget for families with low or medium disabilities, maybe a lower budget for them would work better.”

“What is out there for profoundly disabled children to access the community, there are lots of services for those with moderate learning disabilities.”

“I am quite astounded that you seem to be sending the message that only children with critical needs require integrated support from health and social care working closely together.”

53. There were four respondents to the consultation that wrote that they would like the service to remain as it is currently. Comments included:

“Why are you changing something that works for most families.”

“I feel the way it is run at the moment is the best solution for all. By doing it the new way you're actually putting children in two categories which could be unfair on each child”

“Option to keep a personal budget at the medium Level”

54. Three respondents suggested that there should be more activities available or suggested activities themselves. For example:

“There needs to be some analysis of what young disabled teens who are cognitively able would like as a service. One of my service user recently asked me to help him get 'out and about”

“I hope there is activities for the early years group too. At the moment all the short break activities are for over 5yrs!”

“I think it is important that play schemes for complex children are still very important. I fell these should be accessible from the same age as they go to school. Offer for things that families can do together or just child + siblings.”

“Whilst I agree Southampton does have a good Sure Start offer (0-5), the younger children who access the Short Breaks service (and those who will continue to access it) should still have access to applicable and age appropriate activities.”

55. Three respondents felt that the substantial and critical criteria should be funded more. For example:

“Funding should only be given to families/children who meet the Substantial and Critical eligibility criteria”

“Perhaps remove the personal budget for those who have minor needs on the SEN register, limit funds to those with a Statement/EHCP or significant need , otherwise keep the old systems in place.”

56. Two respondents felt that the service should be better funded. Comments included:

“Adding funding to services that are a lifeline to families rather than cutting budgets.”

“More money available, SCC should be proactive as other local authorities are in topping up the shortfall in social care funding from other sources, not sitting waiting for more money to come to them.”

57. In total, three people felt that perhaps rather than losing their personal budget completely it would be better to still receive a smaller amount. Comments included:

“Do more direct payments with smaller amounts rather than not being open about this option and people feeling that have to spent almost double the amount on picked services”

“I agree that the amount of the personal budget may be too high at the current yearly amount awarded but feel that a personal budget at a lower amount is still very much needed.”

“Unfair to lose personal budget for families with low or medium disabilities, maybe a lower budget for them would work better.”

58. There were a further 9 suggestions and alternatives supplied by respondents to the questionnaire. These included:

“The age of the carers should be considered, young people may not want to be seen with older carers. Also issues of diversity of carers should be considered regarding cultural needs.”

“I think there should be some sort of pack to welcome people to the service as a whole. Explain the difference between the services and what is available to them.”

“A photo ID card for the service user which goes with the child so any carer can take it and it can't be misused”

“I also now believe because of the punitive cuts that councils are having to enforce because of government cuts, that families Who have higher incomes and could actually do without a personal budget and provide or pay for what their child needs to access could be a way to move forward and provide for those families who are on much lower incomes or in work poverty or on state benefits. It is ridiculous at the moment that families who may have an income of £50,000 for example can still access personal budgets because they couldn't quite afford to provide and access what their child needs by paying for the services of which there are plenty if you have money.”

“Will there be a transition period, especially for families who will find themselves receiving less financial help under the new 'system'?”

“I also find it amazing that the resources offered by Jigsaw are not available online! At the very least, within budget constraints, Jigsaw needs a dedicated website or a page or two about who they are, what they do and resources (or links to these) that parents/carers can read and hopefully download. For instance, the tips on good sleeping habits. Why wouldn't that be made available online? The tips about direct payment, why isn't that online? Toilet training, etc. I could go on and on.”

“Stop paying the very expensive care agencies to provide the short breaks. Our experience has been that they will claim their fee, however not provide a service. Our son did not get support for nearly one year without support.”

“Should be able to be done online as I know there is not much staff to cover everyone”

59. The next question within the questionnaire asked respondents what impact the proposals would have on them or their community if they were to be implemented (See figure 13). Overall, 2% of respondents felt there would be no impact at all and 16% felt there would not be much of an impact which suggested around 19% of respondents felt there would

be little impact. In comparison 73% of respondent felt the proposals would have a moderate or significant impact on themselves or their community. Of this, 39% felt there would be a moderate impact and 34% a significant impact.

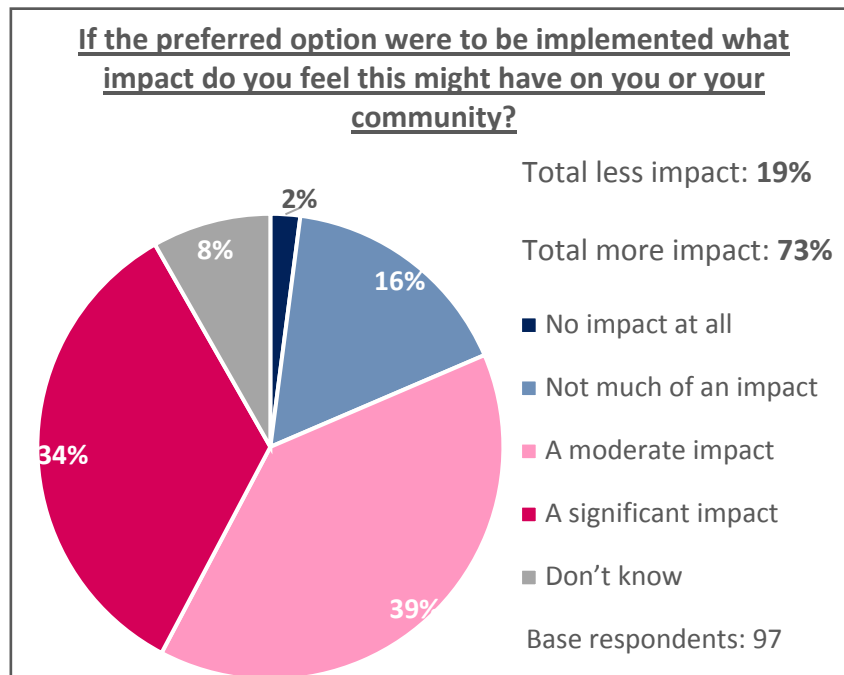


Figure 13

60. Respondents were then asked to outline any personal impacts or equality issues that may have been overlooked in the formation of the proposals. Figure 14 shows the themes of comments provided and the number of people that provided a response on this within the questionnaire.

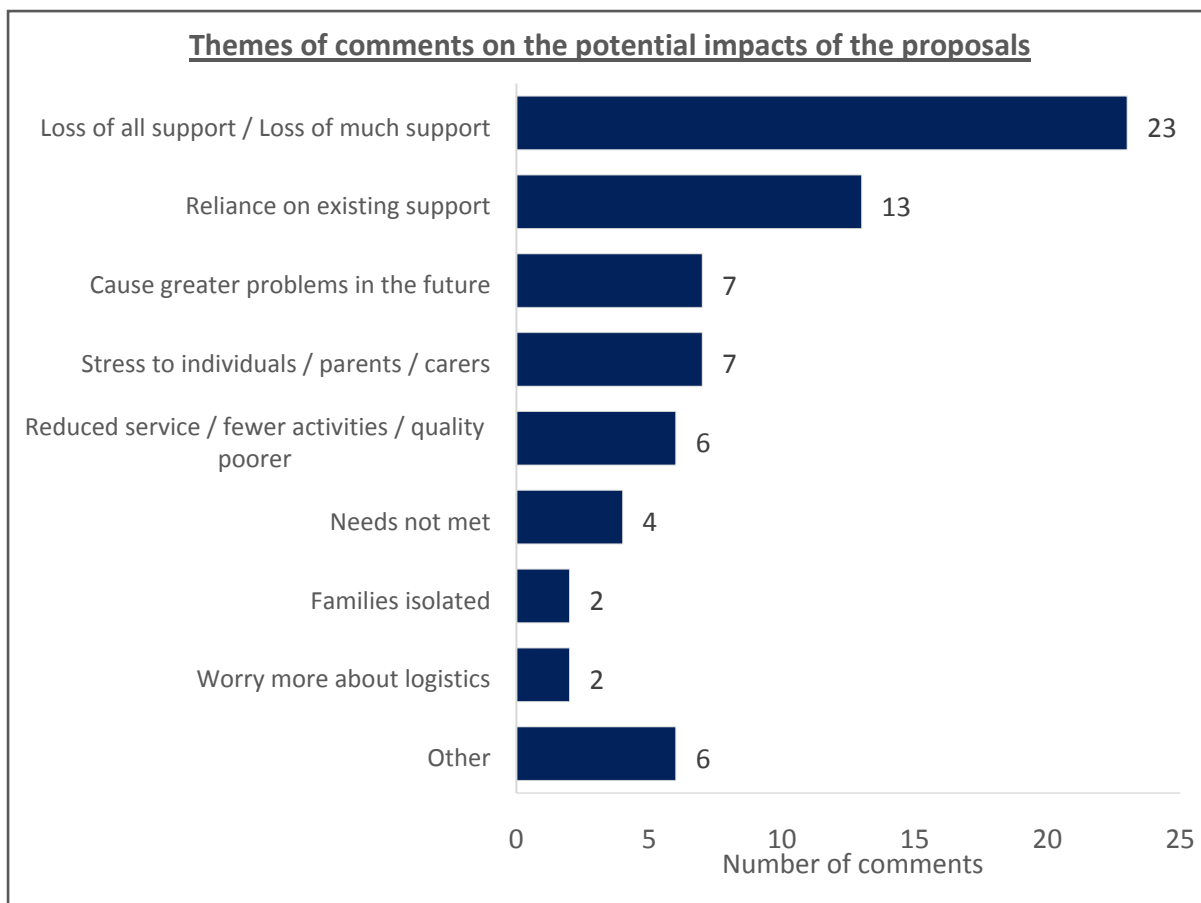


Figure 14

61. The most frequently written concern and impact of the proposals was the loss of all or much of the support that the individual currently receives. A total of 23 respondents mentioned this within a comment on the questionnaire. The following examples encompass the sentiment of these comments:

“Lots of disabled people would fall between the cracks and not get any choice in what they are offered, (or get no help at all), if they are not classed as the most severely disabled.”

“Reading the criteria it is likely my son will meet the Medium level and therefore lose the personal budget we have used to enable him to enjoy 1:1 support. This allows him to feel independent and allow for us to undertake activities with our other child that is too difficult for our son.”

“My son accesses Mencap and for him this is a life line I honestly don’t know how he or we would manage if he wasn’t able to attend, he won’t care about changed or availability.”

“Please, please don't affect my son's respite and his short breaks residential respite. Without this he couldn't function and I couldn't function!”

“I know there’s a need to reach families that need help but just worry for some that are already receiving help that then may be taken away.”

62. In total, 13 people wrote about their reliance on the service currently and how this would be impacted by the proposed changes. The following comments are examples:

"You must understand that for families like mine who have completely relied on the support and overnight breaks that we get from Jigsaw to change at this juncture in time to something different before going into adult services is completely unreasonable unfeasible and I would not hesitate to take action about it"

"The only reason I can work is through the support I get through DLA Buzz direct payments and having a carer who I top up her hours so I can work full time."

"This service is a lifeline to a lot of families and helps families feel valued in the role they do on a day to day basis."

"everyday people that rely on the services that will be affected a by a great deal."

63. Seven people expressed concern over a reduction in support leading to greater problems in the future. Examples include:

"we will end up with more families in crisis which will lead to more of these children/ young people in boarding schools or care."

"This will have negative impact upon the community, as they live in the community and will be a burden rather than a useful asset if they do not receive the help they need."

"Families have to get to crisis point before they get additional appropriate support from social services."

"To get a respite would help so much to recharge and continue what we do rather than becoming ill or any injuries would mean someone would have to come in and take over."

64. Seven people wrote about the stress that the proposed changes would cause the individuals, parents and carers. Comments included:

"Lots of money will be wasted making assessments, which will be instructive, and an invasion of privacy to what is already a stressful life with a child with a disability."

"I'm actually lying awake at night worrying about this ! I had one breakdown before we got our respite package I do not intend having another by having it taken away from us."

"He would not feel comfortable accessing groups due to the noise and his difficulties engaging with others due to his autism."

65. Six people spoke about the impact of proposals resulting in a reduced service, with fewer activities and poorer quality. Examples of quotes encompassing this theme include:

"I worry about whether there will be enough subsidised activities for my children's ages and needs, and where they will take place."

"it is a pity that SCC is downgrading the service they offer to MOST disabled young people."

"The money has helped us do so many fun things a lot of memories just worry without the budget if we could still make these memories"

66. Four people felt that the needs of the individual would not be met if the proposed changes were to be implemented. Quotes include:

“Funding across the city has been cut and support is being cut so to do this is another step in the direction of not looking after the most vulnerable people are disabled children and young people”

“It is only through a personal budget that many disabled people can have their needs meet, and the taking away of this choice is to put most disabled people in Southampton at a disadvantage”

67. There were two comments relating to families potentially becoming isolated as a result of the proposals. For example:

“They didn’t provide any dates over Christmas and Christmas was a nightmare because of it, we were unable to go out of the flat for one day...therefore we spent more than a week without getting any fresh air as I have very limited family support and my son won’t even walk to the corner shop”

68. Two respondents expressed concern over managing the logistics themselves as a result of the proposal. For example:

“One of the benefits of the personal budget was not having to worry too much about logistics; the proposed changes restrict us a lot more.”

69. There were a number of further impacts that respondents raised in relation to the impact of the proposals. These included the following comments:

“Please remember that a large proportion of children with special needs can not manage change, and if you take away services that they currently access or allow them to access through buzz, jigsaw or the payments then this could put a huge pressure on the child and their families”

“You will need to carefully consider the impact on the children themselves. For some, it has taken years to build trusting relationships, e.g. with care workers and to have that suddenly taken away can lead to some serious repercussions.”

“some families who currently receive the buzz fund may not be able to afford doing things without this help. For example i pay for my son's swimming lessons with his and if i didn't receive the buzz budget i wouldn't be able to afford to take him. And on other days out so it really helps us.”

70. The final question relating the proposed short break service offer asked for any further comments that the respondent may have. When analysing the free text comments from the questionnaire, all comments from all questions were analysed and categorised together. For example, if a respondent commented on the eligibility criteria in this free text question that comment will have been regrouped with all other comments on the eligibility criteria to ensure that an accurate picture of opinions can be calculated across the entire consultation. A lot of the comments submitted within this question related to a specific part of the consultation and have therefore been included and counted in the themes of comments reported on the proposed criteria, service offer, alternatives and suggestions and impacts.

71. Themes of comments for the question “any further comments” included:

- a. There were 13 people that commented positively on the proposals generally.

- b. There were 7 people that commented on the consultation process. These comments will be discussed later.

72. The positive comments generally on the proposals included:

"I appreciate all the hard work the SEND team and the parent carer forum have put in to this proposal. There certainly is more of a parent and young person's voice in Southampton over the last year or so."

"I can see clearly it needs to change. I fully understand that."

"I am very excited by the proposal. As a social worker in young people's palliative care I am frustrated by the length of time for assessment and the lack of opportunities for many young people who are life limited."

"I think it's amazing that the SPCF has worked so hard to include every family no matter how little or how much affected. It is definitely time that Southampton families in need of help, support & respite breaks get what they do desperately need. The Southampton parent carer forum is incredible & long may it continue."

"From what I have observed myself the system definitely needs redefining as some families in Southampton do have access to loads of help whilst everyone else struggle alone."

Public sessions feedback

73. A total of 52 parents/carers attended the sessions as well as 10 representatives from short break providers or schools. A Facebook Live session was held on 8th February and has been viewed 677 times. Full details of all session dates, venues and attendance is provided below.

Date & Time	Venue	Number of attendees
22/11/17, 10am-1pm	Rose Road Association	8
28/11/17, 11am-1pm	Civic Centre (Providers only)	7
11/12/17, 10am-12	Springwell School	2
10/01/18, 10am-12	Great Oaks School	3
15/01/18, 6-8pm	Southampton Mencap	3
24/01/18, 5-7pm	Civic Centre	6
29/01/17, 1pm-3pm	Rose Road Association	10
07/02/18, 10am-12	Rose Road Association	20
08/02/18	Facebook Live	677 views

74. The main areas of feedback from the sessions was:

- Negative views on the use of the term 'critical' within the 4 eligibility levels. 'Complex' was suggested as an alternative
- Suggestions of closer working with other local authorities to have the same/similar short break offer
- Concerns about the personal budget no longer being available at the medium eligibility level and the impact this would have on families

- Questions around how the proposals (if agreed) would be implemented and whether new assessments or re-assessments would be required
- Suggestion that schools could be used to provide more short breaks at the weekend and during school holidays
- Lack of short break provision for children aged under 5 years
- Concerns about whether mainstream community activities would be sufficiently skilled to support children with disabilities or additional needs, particularly those with autism.

75. Questions around how the quality of community activities will be monitored.

Other feedback

76. Three written responses were received separately from the online survey or consultation sessions. Two were from short break providers - Royal National Institute of Blind People (RNIB) & Southampton Mencap - and one was a transcript of a Facebook conversation and poll of families on the proposals.

RNIB

77. The response from RNIB focussed on the proposed eligibility criteria. They expressed strong disagreement with the proposal and were concerned that the eligibility banding (low, medium, substantial & critical) would introduce unfair barriers to accessing short breaks and make a decision about the person before an assessment is put in place. RNIB did not comment on the proposed service offer or whether the service names should be changed.

Southampton Mencap

78. The response from Southampton Mencap was broadly supportive of the proposals. However, they expressed concerns about some aspects of the new eligibility and service offer, in particular:

- The effect on families of the removal of personal budget option for those at the medium level
- The significant work involved in implementing the proposals
- The challenges of supporting mainstream activities to apply for funding and to adapt their services
- The importance of specialist playschemes continuing to be available

Facebook Poll and Feedback

79. A poll was set up on Facebook during the consultation by a parent interested in finding out people's views on the Buzz personal budget and One2One service. 136 people took part in the poll with the following results:

- The Buzz Budget of £200 really helps our SEN child and we want to keep this in the future – 103 votes
- The budget helps us taking our son on trips and fun activities that really help his condition – 20 votes
- The respite 1:1 service really helps our SEN child and we want to keep this in the future – 10 votes

- I currently receive the personal budget but would choose the 1:1 service if the waiting list was shorter – 3 votes
- I don't need the personal budget or 1:1 service and would not miss it if it was scrapped – 0 votes

80. The main areas of feedback were:

- Concerns about the long waiting list for 1:1 support through Buzz
- Concerns that removal of the personal budget option would reduce the choice available for families

81. Positive feedback about the 1:1 service

Feedback on the consultation process and approach

82. The council is committed to make the whole consultation process as transparent as possible. As a part of this, any feedback on the consultation process itself received during the course of the consultation is summarised in this section.

83. Overall, out of the 99 people who answered the consultation questionnaire, a total of 7 people commented on the consultation process itself.

84. The comments made regarding the consultation process are shown below:

Without full disclosure of the preferred option and what it entails this consultancy is flawed and is open to challenge due to not being sufficiently informed of the impacts of the choices offered.

Alternative what?

I can't really comment until I know what the levels correspond to in terms of the support offered.

I hope the local authority does its utmost to get this consultation out there so that it can gather as many opinions and ideas as possible. I have only become aware of it via the parent carer forum - nothing at all from the Council or from Buzz network.

I'm extremely concerned that all families are not being written to directly as well and you are solely relying on social media and web based media to spread this message. That is not full and proper consultation and could in fact land you in very hot water. I say this as a very long-term user of social media and electronic communication, however I know that family is on very low incomes are relying on pay-as-you-go phones to access any sort of social media and often cannot access web based content unless they either borrow or access computer facilities through libraries or through family and friends. Unless you make family is directly away through the post as well but particularly those who are in these positions then you are not consulting fully. The rationale for these changes has not been explained fully and frankly it should be in plain English and with more frank explanation of why you need to change these things. I am under no illusion whatsoever that whatever Parent feedback you get on this you will take absolutely no notice whatsoever. As I discovered the trouble is that parent forums become another home of the council and are not a fully Acting as a critical friend they are just an extension of bringing in change by the council but they have already been convinced to do it rather than acting as a critical friend. I'm exhausted by everything that's going on punishing families of disabled children and young people and I will be watching this very

closely and challenging any legality Around changes but also assessment. You assert that you are not meeting legal requirements at the moment but you don't "the appropriate parts of the Act around changes but also assessment. You assert that you are not meeting legal requirements at the moment but you don't "the appropriate parts of the Act, nor do you explain where you think that you are not acting legally. I am very cynical about this whole exercise and it's also not been publicised outside of social media and web based media which is extremely disappointing given all the feedback that has gone on in the past. The communication from Jigsaw sensually about changes of manager about changes in staff have been abysmal and communication from the bus network has all but stopped for many people with databases not been kept up-to-date and people slipping off the radar.

The impact scales did not allow people to identify if positive or negative impact. Also I felt I had to respond 'neutral' in places as it was not a simple yes or no answer, more of a yes AND no answer.

There needs to be more clarity on the short breaks proposals as to what they would actually mean to current members as I don't know whether I would come into the category of less/ more help than currently provided

Conclusion

85. The consultation sought views on proposed changes to the short break service offer for children with disabilities or additional needs and proposed changes to the eligibility criteria which allows access to these services.
86. In total, 99 respondents completed the questionnaire which ran for 12 weeks from 21 November 2017 to 12 February 2018. In addition, 52 parents / carers attended sessions on the consultation as well as 10 representatives from short break providers or schools.
87. The demographic breakdown of respondents to the consultation questionnaire showed that whilst certain groups were less represented than others, there was still engagement across a broad ranges of groups.
88. Overall there was a higher level of agreement (74%) than disagreement (14%) for the proposed eligibility criteria and also a higher level of agreement (69%) than disagreement (12%) for the proposed service offer.
89. The most frequently mentioned themes of comments in the questionnaire included: the need to have clear criteria and assessment; the need to take into account family situation during assessment, the wish for a fair level of support across all categories and the potential loss of support that individuals may face.
90. In conclusion, this consultation allows Cabinet to understand the views of residents and stakeholders on the proposals that have been consulted on. Therefore it provides a sound base on which to make a decision.

Key change/activity	Detail	Relevance to eligibility criteria	Impact	Apr-18	May-18	Jun-18	Jul-18	Aug-18	Sep-18	Oct-18	Nov-18	Dec-18	Jan-19	Feb-19	Mar-19	Apr-19	May-19	Jun-19	Jul-19		
New eligibility criteria	Proof of DLA or PIP required	Low	Families will be provided with information and advice about local services and if necessary, provided with information to make	A small number of families may lose their personal budget. The actual number is difficult to identify as information about DLA/PP	Request proof of DLA/PIP			Proof of DLA/PIP standard requirement for all requests for support through Buzz Network													
		Medium	All Buzz Network members will be asked to provide evidence of their DLA.	1250 Short																	
		Substantial																			
	Access to services via assessment	Low	No assessment required. The right to request an assessment is an option if families feel there is a significant impact on them.	up to 5,000	Information, advice and guidance provided to families identified at the Low level.																
		Medium	No assessment required. Proof or DLA or PIP required. The right to request an assessment is an option if families feel there is a significant impact on them.	Estimated to be 1350	Information about enhanced mainstream services provided to families identified at the Medium level. Advice and guidance also provided																
Substantial		Existing assessment approach to be expanded to consider a child's disability and additional needs.	Estimated to be 150	Assessment process reviewed and amended. Staff training.	Assessment process in place and teams identifying families and accepting referrals																
	Complex	Current assessment approach to continue	285	Current assessment and referral process continues with the wider range of eligible needs included																	
Personal budgets	Personal budgets are provided according to eligibility criteria	Low	No entitlement to a personal budget	A small number of families may lose their personal budget. The actual number is difficult to identify as information about DLA/PP	Families provided with information and advice																
		Medium	Low level of personal budget available to 31 March 2019 as new services are developed	Estimated 500 of 1250 families receive reduced personal budget	Low level of personal budget available while community service developed.											Personal budgets cease to be available.					
		Substantial	From 30 September 2018 support provided by Children Services. Those identified and engaged in Buzz Network; 1 April 2018 - 31 August 2018 provided with low level personal budget.	Estimated to be 150 of 1250 Buzz Network families	Low level of personal budget available while Children services are trained and new processes developed				Personal budgets and access to assessment be provided through relevant children services/teams												
		Complex	From 1 April 2018 existing Jigsaw families will receive all their personal budget and support through Jigsaw service assessment and review process	Existing 255 families and an additional estimated 30 families will join the Jigsaw service	Case reviews completed to assess family circumstances including short breaks allocations.	Personal budgets for short breaks, where relevant are included in the overall support provided to families.															
Short break services	Improved information about accessible mainstream services	All	Families will be able to find out about mainstream services through an improved Local Offer	7,000 children	Develop a new improved Local Offer, coproduced with families			Ongoing development and provision of improved Local Offer													
	Enhanced mainstream services	Medium	Mainstream services will be able to offer additional facilities and activities for families who hold a Short Break Plus Card (or similar identification)	Estimated to rise to around 1350 families	Continue to grant fund a range of community activities				Seek applications from mainstream services to provide enhanced services				A range of enhanced mainstream services available to families with a Short Break Plus Card (or similar form of identification)								
					Working with families and providers sources and develop services alongside the setting up of a grant or contracting mechanism for providers to make applications for funding				Transition existing services to new funding mechanism												
	Contracted services	Substantial	Specialist services contracted to offer one to one support, outreach and overnight residential services	Estimated 150	Procurement process undertaken																All contracted services in place.
		Complex		285 families																	
Concessions	All	Provide additional support to families & children	7000	Continuous negotiations with local companies and providers to secure concessions.																	
Short break card(s)	Develop Short Break and Short Break Plus cards (or similar form of identification).	All	Appropriate means of identification will assist families to receive concessions when accessing services	up to 7000 (1350 for Short Breaks Plus card)	Set up task & finish group including parent representatives	Co-design and develop Short Break Card(s) or similar form of identification. Start to engage local businesses and companies				Continual engagement with local companies and businesses to improve the benefits of the Short Break card(s)											

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Short Breaks case study – Lily Low

Lily is 12 years old and lives with her mum and older brother. Lily has dyslexia and needs some additional support at school with reading and writing. She sometimes feels frustrated by the difficulties she has in English class and needs some additional time during examinations on account of her dyslexia. She is able to participate in the same types of activities as her peers.

Current Service	Future Service
<p>Lily and her family can access universal services.</p> <p>Lily’s parents are not aware of the Buzz Network Short Breaks offer.</p> <p>Lily’s parents don’t currently know about the SEND (Special Educational Needs and Disability) Local Offer Webpage on the Southampton Information Directory Website.</p> <p>The recent Joint Local Area SEND Inspection report highlighted that the SEND Local Offer online tool is outdated and has some gaps and that very few parents know what the local offer is, relying on front line practitioners to signpost them to services.</p>	<p>Lily will continue to access universal services.</p> <p>The Local Offer will be updated and publicised widely to enable families to have easy access to information on the suite of mainstream clubs and activities in and around Southampton, including school breakfast and after school clubs, school holiday activities and events, as well as information on processes, pathways and support services available in the area.</p> <p>Lily’s parents (all families) will be able to find out more at the forthcoming Southampton Local Offer Live Event running on 10th March 2018.</p>

Short Breaks case study – Malak Medium

Malak is 6 years old and lives at home with his mum, dad and two younger siblings. Malak received a diagnosis of autism and ADHD last year. He can be very energetic and is not always aware of dangers around him, being very unpredictable in his behaviours. He has found the conformity of school difficult as he is getting older now that the curriculum has moved away from play based activities. He has recently undergone an assessment for an EHC (Education, Health and Care) Plan and his parents are considering whether his needs might be best met in a special education provision once he has finished infant school. They have recently been awarded the middle rate care component for DLA (Disability Living Allowance) and the low rate for mobility.

Current Service	Future Service
<p>Malak’s family are signed up to the Buzz Network where they have access to news and updates on services available.</p> <p>Malak attends specialist play schemes which allow the family breaks from their caring responsibilities on Saturday afternoons and during school holidays.</p> <p>Malak attends a swimming group once a fortnight, commissioned specifically for children with additional needs. Malak’s family would like him to attend this group more regularly but it is a very popular activity for families so available sessions have been shared out to enable all families who would like to benefit from this offer to do so.</p> <p>Malak’s family also received a one off personal budget of £400 this year, intended to support Malak to access further activities that are of interest to him. Last year they received £600 but due to the increasing popularity of this option, the amount has been reduced to enable other families to receive this too. His family are required to set up a separate bank account and provide the short breaks team with evidence for all of the spend of this money, proving that it has been used for short breaks. Malak’s family feel that this is a lot of hassle for such a small amount of money which is likely to reduce again as more families join the network.</p> <p>Malak has a Buzz Network card which can be used as evidence for concessions at a very select number of places of interest e.g. Marwell Zoo.</p>	<p>Malak’s family will continue to receive news and updates through the Buzz Network because the family are in receipt of DLA.</p> <p>Malak’s family will receive a new Short Breaks card that will be recognisable by a broader range of places of interest whilst also offering a range of discounts and concessions negotiated across the city.</p> <p>Malak will still be able to access play schemes and grant funded community based activities e.g. swimming sessions.</p> <p>Malak’s family will no longer receive the one off Buzz Network personal budget of £400 a year. However, Malak will now benefit from being able to access a greater range of enhanced/adapted mainstream activities near to his home (Southampton) that can support his needs.</p>

Short Breaks case study – Maddie Medium

Maddie is 8 years old lives at home with her parents and 3 siblings. She has a diagnosis of ADHD and also has sensory processing difficulties which means she can find some environments, particularly those that are crowded, with bright lights, very overwhelming. This can sometimes result in behaviours that challenge. Academically Maddie is very able, and with some additional support, behaviour strategies and reasonable adjustments in school, she is able to manage well in a mainstream settings. Her parents report her behaviours at home to be challenging as the home environment does not have the same structure as school and that is difficult to give her the attention she requires as there are 3 other siblings. Maddie qualifies for the low level for the care component of DLA.

Current Service	Future Service
<p>Maddie’s family could currently access the Buzz Network but have chosen not to because then enquiring, they established that the play scheme element of the offer, is primarily aimed towards supporting children/young people with complex or multiple needs.</p> <p>Maddie would like to attend the same clubs as her siblings but mum has been told that she cannot join because there will be a requirement for more dedicated staffing to support Maddie’s additional needs. The personal budget would not cover this and currently the staff in the settings are not trained to support young people with ADHD. Mum can’t get Maddie to any of the Active Nation sessions which are grant funded through the Buzz Network because the timings of these clash with the clubs that her other children attend.</p>	<p>Maddie’s family will continue to be eligible for support through the Buzz Network because the family are in receipt of DLA.</p> <p>As part of the new proposal, mainstream activities/clubs will be able to apply for funding to support with things like increasing staffing levels or for financial help to cover the cost of training for staff to learn skills and strategies to enable them to support clients with SEND and ultimately become more inclusive. This will expand the clubs and activities available to families in Southampton and give more opportunity for children with additional needs to take part in activities in their communities with their mainstream peers.</p>

Short Breaks case study – Sally Substantial

Sally is 14 and lives at home with her mum and dad and two younger siblings. At age 11 Sally was diagnosed with Asperger’s syndrome, a high functioning form of autism. She has recently received a diagnosis of anxiety through CAMHS and has started taking medication for this. She is academically very able but her condition has impacted on her attendance at school. She struggles with change in routines, transitions, and in her social communication. She gets frustrated when she cannot communicate her needs successfully or has had an unexpected change in her routine and this often results in the presentation of behaviours that challenge. These behaviours can include high levels of aggression towards herself (self-harm) and others, specifically mum and staff supporting her at school.

Current Service	Future Service
<p>Sally has been open to social care teams for short term intervals when her aggression has been so severe that it has presented as a safeguarding concern (significant risk of serious harm to self or others).</p> <p>Sally and her family can access the Buzz Network for non-assessed short breaks but the amount of money available through a personal budget at this level is not felt to be enough to enable the family to employ a support worker to enable the building of a positive and trusting relationship with Sally. The family used to use one of the commissioned one2one services but due to staff turnover, the worker kept changing and this led to an escalation in incidences of challenging behaviour.</p> <p>There are play schemes available but Sally’s parents feel that these are for “more severely disabled children” – they do provide Sally with a peer group and feel that the other children would be very vulnerable if Sally attended. Sally says that she just wants to be able to do the same things as other girls her age.</p> <p>The only way to get more Short Breaks is through JIGSAW (Children with Disabilities Tram) but a referral has previously been made to this team and Sally does not meet the criteria because she does not have a learning disability.</p> <p>Sally’s family feel at crisis point.</p>	<p>Sally will continue to be open to social care teams in periods of increased risk to self or others but the relevant social care team will be able to complete a short breaks assessment tool as part of their input. This request will go to the short breaks panel which will assess in detail the longer term support that the family require to enable them to continue to sustain caring for Sally’s complex needs.</p> <p>If eligible, Sally’s family will be given a Personal Budget for the purposes of enabling the family to have short breaks from their caring responsibilities, and enabling Sally to take part in meaningful and relevant social activities of her choice.</p> <p>A personal budget is a clear, upfront amount of money identified by the Local Authority that can be used to arrange short breaks. The amount depends on an assessment of individual needs and can be managed in a number of ways:</p> <ol style="list-style-type: none"> 1. Direct payment – Examples of how this can be used include; To employ a person who can care for Sally overnight, in the home or in the community, to pay for play scheme sessions or other activities and days out or to purchase specialist activities that enable improved access to activities in the community. 2. An arrangement whereby the LA holds the funds and arranges the support 3. Third party arrangements – where the money is paid to an individual or organisation to manage on the families behalf. 4. A combination of the above. <p>This will be reviewed at least 6 monthly by the Short Breaks Team.</p>

Short Breaks case study – Charlie Critical

Charlie is 7 years old and lives at home with his mum and older sister Chloe. Charlie was born prematurely and suffered brain damage at birth leaving him with complex disabilities. He has cerebral palsy and uses a wheelchair. He cannot sit unaided, he has no movement in his legs or right arm and has only very basic communication skills. Charlie relies on adults for all of his care needs including feeding, washing and dressing. He doesn't sleep well so mum is up frequently in the night with him to adjust his position or attend to his care needs. This has a significant impact on mum as a lone parent.

Current Service	Future Service
<p>Charlie is open to the JIGSAW Service, a multi-agency health and social care team for children with disabilities.</p> <p>Charlie's family is able to access multiple services through this team, including a social worker, a learning disability nurse and occupational therapy.</p> <p>Charlie's social worker has carried out a short breaks assessment through a resource allocation tool which takes into consideration the impact of Charlie's disability on both him and his family. Charlie's family have been allocated a £7000 personal budget through the short breaks assessment panel. Charlie's mum has chosen to spend £4000 on overnight short breaks at a specialist respite unit and she has taken the rest as a direct payment to employ staff to help Charlie access the community and activities that he enjoys, and to accompany the family for days out.</p> <p>In addition to this Charlie accesses specialist play schemes in the school holidays through the buzz network and mum has received an additional £400 direct payment through this service - this has been used to fund swimming lessons for Charlie.</p>	<p>Charlie will continue to be supported through the JIGSAW multi-agency health and social care team for children with disabilities.</p> <p>His family will continue to receive their assessed short breaks personal budget which is reassessed every 6 months.</p> <p>Charlie will still be able to access specialist play schemes by purchasing sessions through his assessed short breaks Personal Budget. It would be the expectation that the subsidy that Southampton City Council currently pay for these schemes will be deducted from the family's overall personal budget. Charlie's family may feel that the reduction that this would cause will have a significant negative impact on the family and may therefore have an updated short breaks assessment to account for this.</p> <p>Charlie's family will no longer be offered an additional £400 Buzz Network personal budget but there will be grants available to community organisations for adaptive equipment and activities, which will broaden the local offer of community activities that Charlie is able to access e.g. specialist swimming sessions.</p>

Short Breaks case study – Christopher Critical

Christopher is 14 years old and lives with his grandparents. He is an albino and is totally blind. This means that he has no pigments in his skin. His hair is white and his eyes are very pink. He must not go out in the sun without complete sun block. He is of average intelligence and is very sociable. Christopher learned braille from a young age with support from a specialist teacher which has encouraged him to be independent. Christopher wants to take part in everything and he has little or no fear. If he is in a new situation he uses his hands to explore. He is becoming quite strong and determined and does not like to be told what to do. Because he cannot see things he wants to satisfy his curiosity by asking questions constantly. Sometimes Christopher can be seen rocking backwards and forwards and recently he has started throwing things when he has become confused and doesn't know what is happening. Christopher's grandparents are finding managing Christopher's needs increasingly difficult as he has become older and physically stronger.

Current Service	Future Service
<p>Christopher is not currently open to social care services. A family engagement worker at his school made a referral to JIGSAW (Children with Disabilities Team) but he is not eligible because he does not have a learning disability.</p> <p>Christopher is open to a number of health services and receives support for his education through a specialist teacher for visual impairment, however, this support is not coordinated.</p> <p>Christopher and his family can access the Buzz Network for non-assessed short breaks. They currently choose to receive the £400 a year direct payment which is used to pay for activities that Christopher enjoys, such as swimming and bowling. Because of Christopher's visual impairment, his grandparents are required to accompany him to these activities which means that they do not get a break from the caring responsibilities and it frustrates Christopher that he cannot do things without them.</p> <p>There are play schemes available under the buzz network, but these are for children and young people with learning disabilities and Christopher does not feel that he fits into these. He wants to be supported in the community to help him build his independence and ultimately enable him hang out with peers.</p>	<p>Christopher will be eligible to receive services through the JIGSAW (Children with Disabilities) team where he will receive a multi-agency approach to meeting his needs.</p> <p>A short breaks assessment will be carried out and if Christopher and his families qualify for short breaks, they will receive a nominal personal budget amount which can be used to give Christopher's grandparents short breaks from their caring responsibilities, whilst enabling Christopher to take part in meaningful and relevant social activities of his choice.</p> <p>A personal budget is a clear, upfront amount of money identified by the Local Authority that can be used to arrange short breaks. The amount depends on an assessment of individual needs and can be managed in a number of ways:</p> <ol style="list-style-type: none"> 1. Direct payment – Examples of how this can be used include; To employ a person who can care for Sally overnight, in the home or in the community, to pay for play scheme sessions or other activities and days out or to purchase specialist activities that enable improved access to activities in the community. 2. An arrangement whereby the LA holds the funds and arranges the support 3. Third party arrangements – where the money is paid to an individual or organisation to manage on the families behalf. 4. A combination of the above.

DECISION-MAKER:	CABINET		
SUBJECT:	CONCESSIONARY FARES SCHEME 2018/19		
DATE OF DECISION:	20 MARCH 2018		
REPORT OF:	CABINET MEMBER FOR ENVIRONMENT AND TRANSPORT		
<u>CONTACT DETAILS</u>			
AUTHOR:	Name:	Pete Boustred	Tel: 023 8083 4743
	E-mail:	pete.boustred@southampton.gov.uk	
Director	Name:	Mike Harris	Tel: 023 8083 2882
	E-mail:	mike.harris@southampton.gov.uk	

STATEMENT OF CONFIDENTIALITY	
None.	
BRIEF SUMMARY	
To agree the final scheme and the reimbursement rate to bus companies for the concessionary fare scheme for 2018/19	
RECOMMENDATIONS:	
	(i) To agree to reimburse bus operators in line with the Department for Transport Concessionary Fares Guidance and the methodology as detailed in appendix 1. This will use the Reimbursement Calculator published by the Department for Transport to determine the reimbursement rate for each operator.
	(ii) To agree the local enhancements above the statutory minimum, which is to allow concessionary travel from 0900 rather than 0930 and between 2300 and 0030 for Southampton residents.
REASONS FOR REPORT RECOMMENDATIONS	
1.	To enable the Council to comply with the statutory requirement to serve bus operators with the minimum 28 days' notice of the local enhancements and the reimbursement rate that the Council will use.
ALTERNATIVE OPTIONS CONSIDERED AND REJECTED	
2.	The Council could withdraw the local enhancements that are offered to City residents but this is likely to achieve little saving as most passengers would just travel 30 minutes later in the morning once free travel is allowed.
DETAIL (Including consultation carried out)	
3.	The Council is required by law to give bus operators 28 days' notice of the Scheme that will operate and the proposed methodology for determining the reimbursement rate. This report will allow the Council to give the required notice. Should the bus operator refuse to participate in the concessionary fare scheme the Council

	would need to issue a participation notice requiring them to do so. For the Notices to be effective, final confirmation is necessary of the additional local enhancements to the statutory minimum i.e. travel from 0900 rather than 0930 and between 2300 and 0030 for Southampton residents. Non Southampton residents will qualify to the statutory minimum. The proposed scheme for 2018/19 is the same as that which was agreed and operates in 2017/18. This offers residents greater opportunity to access health and other facilities so helping with well-being.
4.	The Department for Transport provides local authorities with guidance each year on the reimbursement and a calculator to use. This takes various factors into account and the information on the scheme that the authority has submitted. The Council will apply the DfT Concessionary Fares Guidance including the Reimbursement Calculator to determine the reimbursement rates for each operator. This is the same methodology as applied for 2017-18 scheme year.
5.	The Council also produces a claim form that operators are required to populate with data on concessionary fare use and average fares. As the bus network in Southampton has been subject to several changes, intensive competition and reductions in fares, the Council will continue to calculate the average fare and reimbursement as based on the DfT Concessionary Fares guidance as has been the case for the 2017/18 Scheme and will not be entering into a fixed arrangement with any of the larger operators. Once the scheme starts on 1 st April bus operators then have 56 days to appeal to the Secretary of State on the proposed reimbursement rates. Appendix 1 shows details of the proposed scheme for 2018/19.
RESOURCE IMPLICATIONS	
<u>Revenue</u>	
6.	The budget for concessionary fares in 2018/19 is £5,084,000 as approved by Full Council on the 21 st February 2018. This incorporates a saving of £130,000 compared to 2016/17 and is forecast to be an appropriate level to fund the proposed scheme in 2018/19.
<u>Property/Other</u>	
7.	There are no property or other implications
LEGAL IMPLICATIONS	
<u>Statutory power to undertake proposals in the report:</u>	
8.	Concessionary fares are governed by the Transport Acts of 1985 and 2000, and the Concessionary Fares Act of 2007. If it were to be agreed that the future that no enhancements over and above the statutory minimum will be offered, then the 1985 Act does not apply as all local enhancements are made under this Act.
<u>Other Legal Implications:</u>	
9.	The provision of a concessionary travel scheme in accordance with the national minimum is a statutory duty. A discretionary power exists to provide a scheme that extends the entitlement of services over and above the national minimum. Any scheme must be made having regard to the Human Rights Act

	1998 (with any national minimum scheme will be deemed to comply). Statutory notice must have been given by 1 st December 2015 and any representations received in accordance with the Notice considered and determined in accordance with the Act and Regulations.
RISK MANAGEMENT IMPLICATIONS	
10.	
POLICY FRAMEWORK IMPLICATIONS	
11.	The provision of concessionary travel accords with the policy direction of the City's adopted Local transport plan 2011 – 2016 by helping the Council meet its targets for increasing the use of sustainable transport modes (and bus travel in particular) and also increasing accessibility and promoting social inclusion.

KEY DECISION?	Yes/No
WARDS/COMMUNITIES AFFECTED:	ALL
<u>SUPPORTING DOCUMENTATION</u>	
Appendices	
1.	Scheme details for 2018/19

Documents In Members' Rooms

1.	None
Equality Impact Assessment	
Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.	No
Privacy Impact Assessment	
Do the implications/subject of the report require a Privacy Impact Assessment (PIA) to be carried out.	No
Other Background Documents	
Other Background documents available for inspection at:	
Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)
1.	None

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Scheme Conditions

SOUTHAMPTON CITY COUNCIL CONCESSIONARY FARES SCHEME 2018/19 ('the Scheme')

Introduction

The Concessionary Fares Scheme agreed by Southampton City Council will come into effect on 1 April 2018 and continues until 31st March 2019. This Notice and Scheme replaces the Southampton Concessionary fares Scheme 2017/18 and supersedes all previous Schemes and Notices

Legislation

The scheme is made in accordance with the Concessionary Bus Travel Act 2007, the Transport Act 2000, the Travel Concessions (Eligibility) Act 2002 and the discretionary powers contained in the Transport Act 1985 ('the Acts').

Responsible Authority

The responsible authority for the Scheme shall be Southampton City Council. The Scheme shall be funded by Southampton City Council. The Scheme shall be administered by either Southampton City Council or its appointed agent(s).

All enquiries regarding the Scheme and all Notices required to be served upon the responsible authority under the Acts should be addressed to:

Mike Harris, Director of Growth, Civic Centre, Southampton, SO14 7LY.

A copy of the Scheme will be supplied to any person on request by post from the person specified above and is available on the Council website at www.southampton.gov.uk .

Operator Eligibility

Operators of registered bus services running within the City which is in receipt of Bus Service Operators Grant or contracted by the Local Public Transport team of Southampton City Council or a neighbouring local authority.

User Eligibility

Residents of Southampton who meet any of the following criteria will be eligible for a free concessionary fares pass:

- Men and women who have reached the female state pension age (you can calculate if you are eligible here: <https://www.gov.uk/state-pension-age/y>)
- blind people;
- partially sighted people;
- deaf people;
- people without speech (in any language);
- people with a disability, or who have suffered an injury, which, in the opinion of a qualified medical practitioner, seriously impairs their ability to walk;
- people without the use of both arms;
- people with a learning difficulty;

- people who would be refused the grant of a driving licence to drive a motor vehicle under Section 92 of Part III the Road Traffic Act 1988;
- people with a long term mental health problem; and
- travelling companions/escorts of disabled people.

For those under the female state pension age, applicants must provide confirmation that:

- i) They are in receipt of Disability Living Allowance (higher mobility component); or
- ii) They have been awarded 8 or more points Personnel Independent Payment for Moving Around or Communicating verbally
- iii) They are in receipt of War Pensions Mobility Supplement; or
- iv) They have a valid registration card for their disability; or
- v) Certification of Vision impairment; or
- vi) Have learning difficulties and attend Southampton Day Services or registered with Southampton Learning Disabilities team; or
- vi) They have a signed form (MQ14) from their doctor confirming eligibility.

Hours of Operation

The Southampton concessionary fares scheme will be based on bus travel alone. Concessionary travel available all day on Saturdays, Sundays, Bank Holidays and declared public holidays; and between 09:00 and 00:30 on other days for residents of Southampton; and between 0930 and 2300 for all other English national passholders. Blind persons will be permitted to travel at any time.

Area of Travel

Any journey that starts within the boundary of Southampton (NOTE: funding of such travel shall be subject to any inter-authority boundary/funding agreements which may be entered into and shall be deemed to be part of this Scheme. This will not affect user eligibility or operator reimbursement).

Level of Concession

The proposed scheme provides free travel on presentation of a valid pass.

Administration

The administration of the issue of concessionary fares scheme passes will be carried out by the Strategic Transport Team. A database of all people who are issued with a bus pass will be kept. The City Council will be responsible for meeting the statutory requirements for data protection.

Reimbursement Arrangements

Operators will submit monthly returns to the City Council unless otherwise agreed in advance. Payment of 85% of the estimated figure for the month will be agreed with the operator and be made on the 15th of the month. The outstanding figure will be paid once exact figures are known from verified operator returns.

The City Council will require all information produced in support of claims to be certified as accurate by a "responsible person".

The returns will be subject to periodic audit by the City Council or its nominated representatives. Bus operators will be expected to provide information reasonably required for this purpose.

The standard method of operator reimbursement will be the method used in the Reimbursement Calculator published by the Department for Transport¹, in line with Department for Transport guidance on operator reimbursement². Reimbursement for any period is the aggregate of the sum of Revenue Reimbursement (Net Revenue Foregone), Marginal Operating Costs, Marginal Capacity Costs, Peak Vehicle Requirement Costs and Scheme Administration Costs for the same period in respect of each service/route operated by each operator during that period.

Revenue Reimbursement

Under the standard method Revenue Reimbursement will be calculated for each operator as follows:

$$R = J \times F \times f_r$$

Where:

R is Revenue Reimbursement
J is the validated number of eligible passenger journeys made starting in the scheme area
F is the average fare forgone
 f_r is the Reimbursement Factor which takes account of generated travel. This factor will be determined individually for each operator.

The validated number of passenger journeys will be the number of bus boardings recorded by the participating operator commencing from a boarding stage within the scheme area, checked and validated as necessary by the City Council or its agent.

The average fare forgone will be calculated using the DfT's Reimbursement Calculator. In line with DfT Guidance, it is intended that the "Discount Factor" method will be used for all operators except where any of the following criteria are met, in which case the "Basket of Fares" approach will be used:

- Operators with cash fares only
- Operators with only cash fares and weekly tickets
- Operators with no cash fares
- Operators with atypical ticket price combinations such that the daily ticket to average cash fare price ratio is greater than 5 (before or after degeneration)
- Operators with ticket price ratios such that the Discount Factor method would lead to the proportion of daily or period tickets to cash fare ticket sales being higher than the corresponding proportion for current fare paying passengers
- Where 60 per cent or more of an operator's concessionary passenger boardings (on services serving a TCA's area) are carried on buses where the average weekday daytime frequency (09.30 to 18.00) is one bus per hour or less

The Reimbursement Factor value for each individual operator will be calculated using the Department for Transport's Reimbursement Calculator. The DfT Reimbursement Calculator uses two Single Demand Curves – one for "PTE-like" areas and one for "non-PTE-like" areas. For concessionary journeys on routes that run wholly within the Southampton scheme area the appropriate Reimbursement Factor will be determined using the "PTE-like" Single Demand

¹ <https://www.gov.uk/government/publications/concessionary-bus-travel-reimbursement-calculator>

² <https://www.gov.uk/government/publications/guidance-on-reimbursing-bus-operators-for-concessionary-travel>

Curve. For concessionary journeys on routes that run across an administrative boundary from “PTE-like” into “non-PTE-like” areas (as defined by DfT Guidance), a proportion of concessionary journeys will be reimbursed using a Reimbursement Factor based on the “non-PTE-like” Single Demand Curve, with the remainder being reimbursed using a Reimbursement Factor based on the “PTE-like” Single Demand Curve. The appropriate proportions of concessionary journeys for the “PTE-like / non-PTE-like” split will be estimated by the Council based on best available information on residency of concessionary passengers boarding the cross-boundary services within the scheme Principal Area. The default estimate is that half of such concessionary journeys will be reimbursed using a Reimbursement Factor based on the “non-PTE-like” Single Demand Curve, with the other half being reimbursed using a Reimbursement Factor based on the “PTE-like” Single Demand Curve.”

The actual value of the Reimbursement Factor used for each operator is determined by the appropriate Single Demand Curve, together with the percentage change in average commercial fares (in real terms, taking account of inflation as measured by Government Consumer Price Index (CPI) figures) on the operator’s routes that serve the scheme area between 2005-6 and 2018-19. This will be calculated by the City Council using the best available information, including data provided by the operator concerned. Care will be taken to use comparable data sets in calculating this change, to the extent possible. Where operator-specific data on the change in average commercial fares between 2005-6 and 2018-19 is not available, the City Council will use either: (a) a scheme-wide figure for average percentage change in commercial fares; or (b) the National Bus Index up to 2010-11 and the percentage change in average commercial fares between 2010-11 and 2018-19.

Marginal Operating Costs

Marginal Operating Costs will be calculated in accordance with the Department for Transport’s Reimbursement Calculator. Each operator will receive Marginal Operating Costs for each generated concessionary journey. Marginal Operating Costs will be calculated in two parts for each operator; the “Fixed” and “Variable” elements, using the DfT Reimbursement Calculator. The “Fixed Element” of operating costs equates to £0.066 per generated concessionary journey. The “Variable Element” relates directly to the average concessionary journey length for an operator. The average journey length will be taken to be the default value in the DfT Reimbursement Calculator unless the City Council can determine an alternative value based on local evidence from the operator.

The number of generated journeys to be used in the calculation of the Marginal Operating Costs will be calculated as follows:

$$J_g = J \times (1 - f_r)$$

Where:

J_g is the number of generated journeys
 J is the validated number of passenger journeys
 f_r is the Reimbursement Factor which takes account of generated travel, expressed as a decimal fraction.

Marginal Capacity Costs

Marginal Capacity Costs are the costs to a bus operator of necessarily providing increased capacity on a bus route to accommodate generated travel resulting from the concessionary travel scheme, by using the existing bus fleet more intensively through increased frequency. Marginal Capacity Costs payable are net of the estimated additional revenue generated from commercial journeys that arise from increased frequency.

It is recognised that a possible alternative response to the increase in demand from generated concessionary travel would be to increase seating capacity rather than increase frequency of service. However, the costs payable to operators making this operating choice will not exceed the net costs of increasing frequency (including revenue effects) of using existing buses, as set out below.

The City Council will adopt the Marginal Capacity Cost (MCC) calculator of the DfT Reimbursement Calculator for determining the level of Marginal Capacity Costs payable to each operator. This requires the following input parameters for each operator's network of services that serve Southampton:

- Average bus speed
- Mean vehicle occupancy
- Mean journey length
- Mean route length
- Commercial journeys (including adults, young people and children) as a percentage of total journeys
- Average commercial fare (including adults, young people and children) per journey

Where an operator can provide (in the reasonable judgement of the City Council) a properly evidenced full set of local inputs on all of these parameters, they will be used for calculating Marginal Capacity Costs due using the DfT MCC Calculator. Where an operator does not provide such a properly evidenced full set of local inputs on all these parameters, the set of default values contained within the DfT MCC calculator will be used for calculating Marginal Capacity Costs due to that operator.

Peak Vehicle Requirement Costs

The City Council recognises that in exceptional circumstances an operator may have to operate additional vehicles in the peak period due to generated concessionary travel. If an operator wishes to claim additional Peak Vehicle Requirement (PVR) Costs then the operator must supply data and analysis to support such a claim. If an operator wishes to submit a claim, the evidence that is required to be provided is set out in the DfT Guidance on reimbursing bus operators (as published in September 2017) at paragraphs 7.61 to 7.63. The calculation of any PVR costs due to an operator submitting a valid claim will follow the calculation process set out in the DfT Guidance on reimbursing bus operators (as published in September 2017) at paragraphs 7.64 to 7.74. Settlement of claims agreed as reasonable by the City Council will be made without undue delay.

Scheme Administration Costs

The City Council recognises that operators are subject to administration costs for which they should be reimbursed. These costs include publicity, ticketing, software changes and management time relating to special requests for information. The council will pay administration costs at a rate of £0.002 for each trip made under the scheme.

Operators claiming reimbursement from the scheme above a level of £10,000 per annum must have suitable, auditable, Electronic Ticket Machine (ETM) data that will be required each month, except in circumstances that have been agreed with the Authority. Claims submitted with inadequate data may need to be validated through surveys. In these cases, the Scheme reserves the right to reclaim the cost of this validation.

Operators claiming reimbursement from the scheme above a level of £10,000 per annum must have ITSO-compliant smart readers with fully-functioning Class 2 messaging (including hot listing), and that are compatible with the Southampton HOPS, in active operation and must use

the output of those readers to arrive at the claim. If smart readers are not in use or if they are not being used with full functionality as above, the Council reserves the right to make a proportionate deduction of 3% from the number of journeys claimed each month to account for the level of undetected fraudulent travel that is assumed to be taking place. The relevant reimbursement rate will be applied to the number of journeys after deduction unless the operator can provide verifiable evidence that all the journeys claimed for were made by holders of valid passes.

On request, the operator must make available historic boarding data for affected services; this will normally be in the form of unprocessed data from electronic ticket machine systems.

To enable the timely and efficient operation of the scheme and consideration of claims, claims should be submitted by the end of the calendar year to which they relate and relate to the preceding 12 months operation of the scheme. Additional claims submitted in accordance with the Limitation Act 1980 will be considered on a case by case basis.

Any challenge to any decision by the Authority in relation to any claim for additional capacity costs must be brought in accordance with the paragraph below headed "Operator Representations and Complaints".

Right to Survey

The City Council has the right to carry out surveys on vehicles on which concessions are given. Bus operators will be consulted as to how and when the survey will be carried out and operators will be given reasonable prior notice of the City Council's intention.

Variations

Southampton City Council reserves the right to vary the Scheme or to offer discretionary enhancements to the Scheme in accordance with the provisions of the Transport Act 1985 and any reimbursement arrangements relating to and forming part of the Scheme at any time in accordance with the provisions of the Acts, upon relevant Notice. Southampton City Council shall give 28 days notice in writing to Operators of any proposed variations or changes to the Scheme, save where changes relate to reimbursement arrangements in relation to which the Authority shall give 4 months notice of any proposed changes reimbursement arrangements, but the period of such notice may be shortened by mutual agreement or variations to the scheme required to give effect to a decision of the Secretary of State for Transport's determination of any application under the Transport Acts in relation to which the Authority shall give notice in writing to apply with immediate effect .

Right of Participation

Notwithstanding the mandatory participation of Operators in accordance with the Transport Act 2000 and the Concessionary Bus Travel Act 2007, Southampton City Council may require and notify any Operator to participate in the Scheme or any variation of the Scheme in accordance with the Transport Act 1985, and such participation will commence not less than 28 days after receipt of such written notification. At the date of notification the Operator will be supplied with a copy of this Scheme and any Variations thereto.

Operator Representations and Complaints:

If an Operator in this Scheme wishes to make any representations in relation to this scheme or reimbursement under this scheme (including any challenge, complaint, concern or grievance in relation to the Scheme) such a representation should be made in writing to the Responsible Authority at the address set out above. Representations will be considered by the Council on their merits and without prejudice to the Operators rights of Appeal under the Acts. Operators also

have the right to avail themselves of the Authority's Corporate Complaints Policy, details of which may be found on the Authority's website at www.southampton.gov.uk

Right of Appeal

Any Operator has a right of appeal to the Secretary of State against the terms of reimbursement of the Scheme under the Transport Acts 1985 and 2000 or against participation in any discretionary element of the Scheme under the Transport Act 1985 on the grounds that:-

(a) There are special reasons why their company's participation in the scheme in respect of any of the services to which the notice applies would be inappropriate (under both the 2000 Act and the 1985 Act); or

(b) Any provision of the scheme or of any of the scheme arrangements are inappropriate for application in relation to any operators who are not voluntarily participating in the scheme (1985 Act only).

Prior to making such an application, notice in writing must be given to the person and at the address specified under the 'Responsible Authority Heading above.

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DECISION-MAKER:	CABINET COUNCIL		
SUBJECT:	YOUTH JUSTICE STRATEGY 2017-20 UPDATE		
DATE OF DECISION:	20 MARCH 2018 21 MARCH 2018		
REPORT OF:	CABINET MEMBER FOR HEALTH AND COMMUNITY SAFETY		
<u>CONTACT DETAILS</u>			
AUTHOR:	Name:	Jon Gardner, Youth Offending Manager	Tel: 023 8083 4900
	E-mail:	jon.gardner@southampton.gov.uk	
Director	Name:	Hilary Brooks, Service Director: Children's and Families Services	Tel: 023 8083 4899
	E-mail:	hilary.brooks@southampton.gov.uk	

STATEMENT OF CONFIDENTIALITY		
NOT APPLICABLE		
BRIEF SUMMARY		
<p>All local authorities have a statutory duty to submit an annual Youth Justice Plan relating to their provision of youth justice services. Section 40 of the Crime and Disorder Act 1998 sets out local youth offending partnerships' responsibilities in producing this plan. It states that it is the duty of each local authority, after consultation with the partner agencies, to formulate and implement an annual youth justice plan, setting out:</p> <ul style="list-style-type: none"> • How youth justice services in their area are to be provided and funded • How the Youth Offending Service or equivalent will be composed and funded, how it will operate and what functions it will carry out 		
RECOMMENDATIONS:		
Cabinet	(i)	To consider and recommend to Council the updated Youth Justice Strategy
Council	(ii)	To approve the updated Youth Justice Strategy
REASONS FOR REPORT RECOMMENDATIONS		
1.	The Southampton Youth Offending Service provides statutory interventions to young people and plays a principal role in tackling crime committed by young people aged 10 to 17 years. Our key areas of work are reducing youth re-offending, the number of young people entering the criminal justice system (first time entrants) and the number of young people entering custody. The strategy attached has been developed with partners within the city with responsibility for assisting and contributing to this aim and summarises the key actions needed in order to be successful.	
2.	The strategy is completely reflective of the more in depth document which	

	was endorsed by all statutory partners contributing to Youth Justice in the city in August 2017. It is reflective of the document submitted and commended by the Youth Justice Board ('YJB') in August 2017 and is reflective of the published document that has been available to the public in the House of Commons Library since September 2017. The priorities within the strategy reflect key performance indicators which need to be addressed locally and which also reflect themes set out within the Safer City strategy.
ALTERNATIVE OPTIONS CONSIDERED AND REJECTED	
3.	Failure to endorse the plan could result in removal of YJB Effective Practice Grant which would have significant financial and reputational impact upon the Local Authority.
DETAIL (Including consultation carried out)	
4.	The strategy is required to be submitted to the Youth Justice Board every summer in order to be compliant with Effective Practice Grant requirements. A decision was taken locally to develop a three year strategy for 2017-20 to be reviewed annually. Therefore, Southampton Youth Offending Service's 2017-20 three year Youth Justice Strategy (appendix 1) was completed in August 2017. It was reviewed and endorsed by the Southampton Youth Offending Service Management Board and Safer City Partnership Board. The document was submitted to the YJB, who commended it and it has been available to members of the public through the House of Commons library since September 2017.
5.	The timescale of submission of the YOS strategy did not correlate with local timescales for review and endorsement by members, nor did the strategy correlate with local template requirements; the document submitted to the YJB includes significant additional information required to fulfil YJB Grant conditions that are not included within a local document. As a consequence a bespoke strategy was completed for the city; the Southampton Youth Justice Strategy 2017-20 (appendix 2) but was not submitted to Full Council at this juncture. A decision was made to submit at the same time as the Safer City Partnership review in February 2018 due to the crossover in some strategic themes within both documents. Whilst this meant the document was not endorsed by Full Council, progress has been reviewed on a regular basis by both the Southampton YOS Management Board and the Safer City Board. Members are represented at both forums.
6.	In essence, the two documents utilise the same core information and the same structure of content focussing on the following areas; <ul style="list-style-type: none"> • Our priorities of a) reducing Youth Crime b) reducing first time entrants to the youth justice system c) reducing re-offending rates and d) reducing custody rates focussing specifically on • Our successes of the last three years • Our Challenges • Our links with other strategies • Our key actions for the next three years
7.	The two documents were recently reviewed by the Strategy and Commissioning Board and Council Management Team and feedback was received about amendments to the document submitted to the YJB.
8.	In addition, in relation to the two page Southampton Youth Justice Strategy,

	clarification was sought as to how the city compared to comparator authorities and any information about why Southampton is higher than regional and national averages. In relation the first query, this information is included in detail in Appendix 1 of the document submitted to the YJB. In relation to the second query, this has been a longstanding concern dating back to the time that Southampton disaggregated from Wessex YOT in 2012 and has been tackled and reviewed over the course of these past 6 years. Southampton YOS's Out of Court Disposal Strategy was inspected- successfully- by HMIP inspectors last year and recommendations are being implemented in order to gain a greater understanding as to the reasons for historical deficits and further evaluation will be included in the next strategy review in July 2018.
9.	Finally recommendations were made about how to 'brand' Restorative Practice as child friendly and developing some case studies. This too will be addressed in the July 2018 review.
RESOURCE IMPLICATIONS	
<u>Capital/Revenue</u>	
10.	Funding for Youth Justice in Southampton comes from a number of different streams; Local Authority, Health, Police and Crime Commissioner, National Probation Service, Youth Justice Board and individual bespoke grant arrangements. Endorsement will not entail any additional budgetary implications already planned for but failure to endorse may impact upon partners' contribution to the 2018/19 budget
<u>Property/Other</u>	
11.	None
LEGAL IMPLICATIONS	
<u>Statutory power to undertake proposals in the report:</u>	
12.	S. 40 of the Crime and Disorder Act 1998 sets out local youth offending partnerships' responsibilities in producing a plan. It states that it is the duty of each local authority, after consultation with the partner agencies, to formulate and implement an annual youth justice plan.
<u>Other Legal Implications:</u>	
13.	The Youth Justice Plan forms part of the Council's Policy Framework. A list of the Policy Framework plans are detailed in Article 4 of the Council's Constitution.
RISK MANAGEMENT IMPLICATIONS	
14.	Failure to endorse the plan could result in removal of YJB Effective Practice Grant which would have significant financial and reputational impact upon the Local Authority
POLICY FRAMEWORK IMPLICATIONS	
15.	If approved, the plan will form part of the Council's Policy Framework.

KEY DECISION?	No
WARDS/COMMUNITIES AFFECTED:	All wards

<u>SUPPORTING DOCUMENTATION</u>	
Appendices	
1.	2017-20 Southampton Youth Offending Service Youth Justice Strategy
2.	2017-20 Southampton City Council Youth Justice Strategy
Documents In Members' Rooms	
1.	Equality and Safety Impact Assessment
Equality Impact Assessment	
Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.	Yes
Privacy Impact Assessment	
Do the implications/subject of the report require a Privacy Impact Assessment (PIA) to be carried out.	No
Other Background Documents	
Other Background documents available for inspection at:	
Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)
1.	

Youth Justice Strategic Plan 2017-20



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Appendix 4: Budget Spend Breakdown

Introduction

As in previous years, fair and effective youth justice is a key priority for the partners and agencies who work together on the Southampton Youth Offending Service Management Board. The means by which this priority will be achieved over the next three years between 2017 and 2020 will be laid out in this Strategic Plan.

The ever evolving Youth Justice landscape provides innumerable opportunities to develop good practice and build robust collaborative working relationships. Local innovation and models of service delivery are key and the change of management structure within the service in the last 12 months will bring increased impetus and fresh ideas. In addition, at a National Level the introduction of Asset+ has presented the opportunity to review practice and service delivery. Furthermore, the Taylor Review of Youth Justice, published in 2016 and the government's response to it, provides us with ability to explore how Southampton can work more effectively with the Youth Justice Board and central government to develop flexibility of intervention and improve youth justice services.

The strategies that will be employed to develop practice and service delivery will be articulated in this plan. Ultimately, our goal of improving outcomes for children living in the city will be achieved if children coming into contact with the service:

- Are both safe at home, as well as in their community.
- Live happy and healthy lives, with good levels of physical and mental wellbeing.
- Are resilient, engaged, prepared for the future and able to help themselves and each other to succeed.
- Have good levels of educational attainment, fulfil their potential and go on to successful opportunities in adulthood.

The Youth Offending Service will support this by:

- Developing and supporting restorative practices, both within the Service and with our partners as part of a larger Local Authority ambition to develop into a 'Restorative City'.
- Undertaking a whole family approach in our work, and focusing on prevention, inclusion and early help.
- Joining up services that offer support, proportionate to need.
- Addressing the impact of inequality via proactive integration with the city's strategies and polices to improve outcomes for children and their families.

On behalf of the management Board I am pleased to endorse the Southampton Youth Justice Strategic Plan for 2017-20 and look forward to another successful period of service development.

Hilary Brooks, Director of Children's Service, Southampton City Council

Section 1: Our Vision Purpose and Principles

Vision

Southampton Youth Offending Service is committed to contributing to a fair and effective Criminal Justice System, which will provide justice for victims and local communities, rehabilitation, punishment and positive opportunities for children and young people, and which also represents value for money. We are a service that aspires to provide the best for our children and young people; we want them to achieve and succeed and we recognise that they will need robust support and supervision along the way in order to do this.

As the service develops, we aspire to ensure that children's needs are understood and supported in the context of their 'whole family' and that we apply a strengths based and restorative approach to our direct work with families. To this end, we envisage the Youth Offending Service to be at the forefront of developing the city's ambitions as a Restorative City.

Purpose

Our purpose is to prevent young people offending via targeted early help support. If a young person is to be responded to within the Criminal Justice System, we will accurately assess and offer high quality interventions to reduce crime and to protect victims, in order to increase public safety in Southampton.

We will do this by:

- preventing offending;
- reducing re-offending;
- improving outcomes for young people;
- protecting the public from the harm that young people can cause to individuals, communities and the public;
- working to ensure custody is limited only for those young people whose risk cannot be managed in the community;
- promoting restorative practices in a range of settings to minimise and mitigate the risk of harm that can be caused by problematic and risk taking behaviour;
- innovating and developing exemplars of good practice to share with a wider professional network and introducing a learning culture to our workforce;
- working with the whole family – no child's needs should be assessed in isolation.

Principles

The principles underpinning our service are:

- Regard for the safety of the public as a priority.

- Provision of a fair and equitable service to children and young people who offend against the wider public, victims and staff.
- Respect for children who offend, as children first and foremost.
- Respect for diversity in terms of race, gender, disability, age and sexual orientation.
- Promotion of the rights of victims and the rights and responsibilities of children and their families.
- Valuing staff as our most important resource.
- A collaborative partnership approach, based on effective analysis of local data.
- Actively promoting appropriate interventions and sentencing.
- Provision of a quality service which is effective, efficient and gives value for money.

Section 2: Progress against our 2014-2017 Priorities

When the Service's priorities were set for the three year 2014-17 Strategic Plan, Southampton's performance was poor when compared with Comparator Youth Offending Teams. The Service ranked 10th out of 10 for First Time Entry Rates, 10th out of 10 for re-offending rates and 5th out of 10 for custody rates. As a consequence a set of robust priorities were set to tackle this lowly ranking:

- Strong performance and resilient service delivery;
- Delivery of high quality work;
- Supporting victims through restorative practice;
- Ensuring that service users are central to youth justice development.

By the time of the annual Strategic Plan review in 2016, progress had been made by the Service in driving up performance and the priorities for the last year have been a focus on:

- Reducing youth crime;
- Reducing First Time Entrants into the youth justice system;
- Reducing re-offending;
- Reducing custody.

Full details of performance over the last 12 months can be found in Appendix 1. The below section details how the Service performed in relation to tackling the key actions identified in the 2016 review.

Reducing Youth Crime

- *Develop relationships with schools and continue to innovate in house resources such as the accredited arts provision:* The service was moved across to Education in 2016 and this has created strong links into schools and further education settings, restorative practices and joint working arrangements. The Service's Education Pathway was reviewed by the YOS Manager in 2016/17.

In addition, the YOS Manager now sits on the Management Committee of the local Pupil Referral Unit. A deterioration in NEET performance over the course of the year is suggestive of a need to further review the Service strategy in this area. More positively, the Accredited Arts Provision has thrived and in February 2017 young people put on a hugely successful exhibition at the Tate Modern attended by a record crowd.

- *Work in partnership with voluntary sector to ensure more effective matching of resources against need:* Quarterly meetings with partners (i.e. Princes Trust, Wheatsheaf Trust) are timetabled which facilitate 'real time' problem solving and strategic interaction as a response to the reviewing of performance trends.
- *Develop systems to actively involve young people and parents in service delivery and design:* Regular 'Have your Say' meetings took place with young people during school holidays, in conjunction with the completion of HMIP Viewpoint Questionnaires to develop an understanding of Service User need (further details can be found in Service User section of this plan).

Reducing First Time Entrants to the Youth Justice System

- *Ensure protocols work effectively so that Looked After Children are treated as a priority group:* The YOS Team manager and Police District Commander attend the Southampton Corporate Parenting Board in November 2016 to report on progress against the action plan to improve outcomes for looked after children at risk of offending. Analysis of data from 2016/17 data suggested a reduction in the percentage of Looked After Children in the offending cohort in the first 3 quarters of the year but an increase in the final quarter, suggestive that rigorous oversight of strategies to intervene with this priority group is still a necessity.
- *Create a Restorative Network in schools to help young people learn how to effectively resolve conflict:* 14 schools are now actively participating in the network, with 6 due to join before the end of the year. Quarterly meetings are well attended and a Restorative Practice Action Plan is in place to further develop the network and links with other agencies and services.
- *Implement outcomes from the Ending Gang and Youth Violence Peer Review:* The YOS Manager devised and implemented an action plan emanating from the peer review, including the development of a County Lines Service Level Agreement with Lewisham. Performance data for the last 12 months, albeit one which involves a small cohort of young people, is not suggestive that there has been a significant decline in arrest or charge and so a review of the Service's strategy going forward will be required.

Reducing Re-Offending

- *Use the real time re-offending tracking tool and effectively respond to the data gathered:* Data is reviewed by the management team on a monthly basis and trends in re-offending are reviewed and addressed. The long term trends identified by the Service's data analyst (Appendix 2) will form the basis for some key actions going forward from 2017-20.
- *Undertake analysis of suitability of accommodation for young offenders at point of release:* Review of data over the course of the year suggests no significant concerns in relation to suitability of release addresses; indicating the efficacy of the multi-agency Resettlement Agreement which is due for review in 2017/18.
- *Restorative Justice Interventions to become a core component of every young person's intervention plan:* 96% of victims were offered the opportunity to participate in restorative justice in 2016/17 compared with 89.5% in 2015/16. However, only 9.3% of victims engaged with the service. The challenge for the YOS is to increase this participation and where not feasible to ensure that victim awareness intervention is prioritised.

Reducing Custody

- *Continue to engage with the West Hampshire Youth Bench to ensure other restorative routes are considered:* The Deferred Sentence Pilot was embraced by the Court and is now fully embedded as the local approach to sentencing. The decline in both rate and numbers of custody usage in 2016/17 is suggestive that local approaches are contributing to some degree of success.
- *Deliver high quality assessments and interventions through the successful implementation of the new assessment framework Asset Plus:* The framework is now fully embedded within the team, though as many other services have discovered since implementation, the particular attention to detail required by practitioners in completing the tool has meant that robust Quality Assurance and management oversight has been key. This scrutiny will need to be replicated in the next 12 months to ensure standards are maintained.
- *Help Young People Understand their interventions through 'my plan' tool:* Deficits in intervention planning have been identified by the incoming YOS Manager and will require further action in the next 12 months to increase levels of performance.

The Partnership's Response to Inspection Reports Published in the last 12 months:

- A condition of the YJB Grant is that the Youth Justice Strategic Plan also provides an overview of the partnership's response to Inspection Reports published between April 2016 and March 2017.

Desistance and Young People (May 2016):

- The previous YOS Manager initiated a review of the local Enabling Compliance Strategy and this will be completed during the course of 2017.

Referral Orders – Do they achieve their potential? (July 2016):

- The findings of this inspection were not discussed at the YOS Management Board and will be reviewed during the course of 2017.

Inspection into the accommodation of homeless 16 and 17 year old children working with YOTs (September 2016):

- Recommendations that the YOT Management Board Chairs scrutinise relevant data and hold partners to account are addressed at quarterly Management Board meetings where accommodation suitability is scrutinised as a local performance indicator.
- In addition, the following recommendations were made to the Management Board in November 2016:
 1. Children's Services engagement with the Integrated Commissioning Unit, to agree:
 - The circulation of a joint working document to all relevant operational staff.
 - The future commissioning specification; specifically the support needs of 16 and 17 year olds.
 2. A detailed annual review of accommodation provision for young people in the local youth justice system at the YOS Management Board:
 - This briefing can be built into the annual work schedule and relevant children's services and housing managers should attend.
 - The briefing would cover a more sophisticated data set and selected case studies to test out: YOS involvement in assessment of need and planning, the partnership response to cases where suitable accommodation cannot be readily secured and the rigour in which appropriate placements are identified (with evidence of escalation and oversight).
 - Feedback could be given to the Local Safeguarding Children's Board as part of the YOS section 11 submission.
 3. Pro-active focus on the small number of children whose criminal behaviour makes placement difficult. This could include revising the format of the YOS

resettlement meeting to enable discussion about young people at risk of losing their accommodation in the community.

Hampshire Joint Targeted Area Inspection of multi-agency response to abuse and neglect (February 2017):

- Whilst this particular inspection focussed on a different local authority, the geographical proximity means that the partnership have been reviewing the strengths and areas for development identified. In Southampton from a YOS perspective, the identification of the need for targeted intervention with children and families at risk and the need for effective transition to adult services has been reviewed and it is hoped is fully reflected in intervention planning.

Section 3: Service Priorities 2017-20

Fig1: Service Priorities 2017-20

Priorities	Key Actions	Lead Agency	Lead Partners	How we will measure success between now and 2020?
Reduce youth crime	Work with partners to respond to recommendations arising from the 2016 National Review of Youth Justice to improve education and economic outcomes.	Youth Offending Service Management Board	Southampton City Council/National Probation Service/ Hampshire Constabulary/ Southampton Clinical Commissioning Group	Youth Justice Strategic Plan integrates with partner strategies and arrangements to offer a coherent and robust response to the national review of youth justice and subsequent direction of travel for the Youth Justice System
	Work with schools and education providers to ensure children who are at risk of offending have access to appropriate and high quality education provision.	Youth Offending Service	Education and Early Years' Service/ Skills and Development/Schools	Improved educational attainment at key stages for young people who offend
	Continue to develop a co-ordinated approach with Education Welfare, Families Matter and	Youth Offending Service Management Board	Education and Early Years' Service/ Skills and Development/Schools /John Hansard Gallery/ Wheatsheaf Trust	Gaining Platinum 'Artsmark' standard for our arts provision. Increase education, training and

Priorities	Key Actions	Lead Agency	Lead Partners	How we will measure success between now and 2020?
	schools to improve the attendance of children who offend.			employment engagement by 10% for young people who offend.
	Continue to implement the recommendations of the Health Needs of Young Offenders report to achieve the stated outcomes and new models of delivery, by encouraging partners to commit resource.	Youth Offending Service Management Board	Southampton Clinical Commissioning Group/ Solent Health Trust/ Education and Early Years' Service	Increase the % of young people who are accessing health support appropriate to their needs.
	Continue to participate in the Youth Justice Board's Special Educational Needs and Disabilities (SEND) project with partners to develop best practice for working with children with SEND.	Youth Offending Service	Youth Offending Service / Families Matter / Schools	Improvements in service delivery for young people who offend with SEND
	Develop and enhance Quality Assurance and Audit arrangements within the team by the introduction of peer auditing and referencing activity to wider stakeholder planning (ie EHCPs, Early Help Assessments etc)	Youth Offending Service/SCC Quality Assurance Service Manager	Youth Offending Service/SCC Quality Assurance Service Manager	Increased number of audits indicating work is of an excellent standard across a range of different auditing activities
Reduce first time entrants to the youth justice system	Review the Southampton Joint Decision Making Panel following feedback from August 2017	Youth Offending Service	Hampshire Constabulary/NHS Liaison and Diversion Service/ Families Matters	Reduction in first time entrants to Youth Justice System.

Priorities	Key Actions	Lead Agency	Lead Partners	How we will measure success between now and 2020?
	HMIP Thematic Inspection to ensure that youth diversion arrangements continue to be robust.			
	Contribute to the Southampton Gateway Project, to extend the benefits of diversion and out of court disposals for young adults (18 to 24).	Hampshire Constabulary	Youth Offending Service/Hampshire Constabulary/ Families Matters	Reduced offending/re-offending rates of young people aged 18 to 24 year olds who have benefited from an out of court disposal.
	Work collaboratively with Pathways, Looked After Children's Team and Virtual School Head to improve offending and re-offending outcomes for Looked After Children in Southampton.	Youth Offending Service/Children's Social Care	Youth Offending Service/Children's Social Care	Reduce the number of Looked After Children entering the criminal justice system.
	Contribute to the city's ambition to become a Restorative City by further developing restorative practice in schools and with other partners; in order to provide innovative, outcome focussed opportunities for children.	Education and early years' service	Youth Offending Service / Families Matter / Schools	Increase the number of schools working with Youth Offending Service. Decrease the number of young people who feel bullying is a major issue for the city.
	Sell high quality training, rooted in areas of Youth Offending Service expertise; particularly Restorative Practice.	Education and early years' service	Youth Offending Service	Generate income to support the sustainability and growth of local youth justice provision

Priorities	Key Actions	Lead Agency	Lead Partners	How we will measure success between now and 2020?
	Extend the reach of our arts project and restorative practice offer to benefit more young people and to develop Southampton YOS as a national exemplar of good practice.	Youth Offending Service	John Hansard Gallery/Restorative Practice Council	Gaining Platinum 'Artsmark' standard for our arts provision. Utilisation of Gold Restorative Justice Council Accreditation (Training Providers Quality Mark).
Reduce custody	Continue to work with the West Hampshire Youth Bench to identify and implement alternative approaches to youth custody via deferred sentence strategy.	Youth Offending Service Management Board	West Hampshire Youth Bench	Reduce custody rates by 20%.
	Participate in the South East Region Resettlement Forum to improve outcomes for young people leaving custody.	Youth Offending Service	No Limits Next Steps	Next Steps support is offered to all relevant custody leavers who are eligible for entry onto the programme
Reduce reoffending	Ensure that resources are targeted at the most prolific young offenders and those at risk of involvement in serious youth crime by reviewing the Priority Young People scheme with partners.	Youth Offending Service Management Board	Hampshire Constabulary/Community Safety Team	Maintain a low re-offending rate. Decrease in serious youth crime and drug distribution. Decrease in violent re-offending
	Specific focussed management support with practitioners to deliver high quality, integrated intervention planning and co-ordinated step down planning when children exit	Youth Offending Service	Youth Offending Service	All plans quality assured by management team achieve rating of 'good'

Priorities	Key Actions	Lead Agency	Lead Partners	How we will measure success between now and 2020?
	the service			
	Develop the case formulation approach to manage the risks and needs of those young people at most risk of re-offending.	Youth Offending Service	Southampton Children and Adolescent Mental Health Service	All Priority Young People will be subject to a case formulation approach.
	Deliver action plan to improve offending and re-offending outcomes for Looked After Children in Southampton.	Youth Offending Service Management Board	Hampshire Constabulary/ Children and Families Service	Increase the use of restorative interventions with Looked After Children.

Section 4: Contribution to Partner Strategies and Priorities

Partnership working is at the heart of the success of the Youth Justice System in Southampton. Fig 2 below summarises the priorities laid out within this plan for the next three years and identifies the interdependence of these priorities with those of partners involved in the service delivery of a) interventions to safeguard and protect the young people of the city who are open to the Youth Offending Service and b) interventions directed to protect people within the broader population who may be at risk from offending behaviour.

Fig.2: Local priorities and partner strategies



Section 5: Service User Perspectives

During the course of 2016-17 young people undertook HMIP Viewpoint Questionnaires and attended “Have Your Say” meetings with the YOS Management Team in order to provide their perspective on service delivery.

Viewpoint Data from 2016-17 indicates the following strengths in YOS Service Delivery from those who participated in the survey:

- 100% of children had enough say about what went into Referral Order Contracts.
- 100% of children had enough say in what went into supervision and sentence plans.
- 96% of children said someone at YOS asked them to explain what they thought would help prevent re-offending.
- 100% of children said YOS helped them feel safer.
- 80% of children who said they needed help with strange thought said things got better after YOS intervention.
- 92% of children said YOS made them realise change was possible.
- 89% of children felt they were less likely to offend.
- 100% of children felt the service given by YOS was good.

Areas for development include:

- 50% of children who spoke English as a second language were asked what language they wanted to use in sessions.
- 20% of children felt external factors made it harder for them to engage.
- 33% of children felt their Education, Training and Employment opportunities had not increased once intervention was complete.
- 35% felt the Viewpoint survey itself could be improved.

In lieu of this last statement, and in lieu of fact that quantitative data does not always give the full picture, SYOS Have Your Say sessions will be developed during 2017-20 along with a review and refresh of the Service User Engagement policy, in conjunction with input from Southampton City Council’s ‘Children’s and Families Participation Officer’. The strategy to engage children will need to incorporate a strand which focuses also on parents and carers.

In addition to this, all victims engaged in restorative processes with the YOS are sent a Survey Monkey Link or a paper questionnaire at the end of intervention in order to provide feedback. Responses to these surveys are not high and there is need therefore for the YOS Service User Engagement policy to focus also upon increasing victim engagement in developing effective models of service delivery.

Section 6: Risks to Future Delivery

Risk Description	Impact	Risk Owner	Rating	Action Required	Action Owner
<p>National economic climate</p> <p>Austerity affecting all partners and their resilience to maintain delivery of services</p>	<p>Difficulty in maintaining existing levels of service delivery and negative impact upon performance</p> <p>Continual change</p> <p>Ability to invest in technological advancement is reduced</p>	YOS Management Board	High	<p>Review and implementation of service delivery model as part of SCC Phase 3 restructure</p> <p>Forward plan review of annual budget setting exercise to fit in with quarterly Board meetings</p> <p>Robust QA and monitoring to ensure standards and performance are not impacted by changing service delivery priorities</p>	<p>SCC</p> <p>YOS Management Board</p> <p>YOS Manager</p>
<p>Conflicting structural and operational frameworks</p> <p>National & local autonomy</p>	<p>Some partners are less able to operate innovatively and independently due to national constraints; impacting upon the ability of the Board to collectively deliver effective systems to maintain performance</p>	YOS Management Board	Medium	<p>YOS Manager to co-ordinate partnership approach to delivering flexible and adaptable youth justice intervention as prescribed in the Taylor Review of Youth Justice</p>	YOS Manager
<p>Changes to caseload and emerging threats and demands</p> <p>Volume and nature of crime is changing</p>	<p>Change in profile of offending may require staff training and different/increased intervention provision to adequately cater for different needs. Emerging trends may therefore impact negatively upon performance as a consequence</p>	YOS Management Board	Medium	<p>Resources to be directed into Prevention and Early Help Work</p> <p>Bespoke planning and interventions devised for specific trends (ie radicalisation, knife crime etc.)</p>	<p>YOS Management Board</p> <p>YOS Manager</p>

Section 7: Structure and Governance

The Youth Offending Service is a statutory service, positioned within Children's Services, Southampton City Council. Under Phase 3 of the Local Authority Restructure proposals, the team will be based within Integrated and Specialist Services (see appendix 3).

The Service is multi-disciplinary with each statutory partner contributing staff and/or money. Currently there are 14 full time posts and 8 part time posts; compared with 18 full time and 8 part time posts identified in 2014. Youth Offending Service Officers are seconded from Southampton City Council and Hampshire Probation Trust. Specialist workers include a seconded police officer, a personal advisor, and health and substance misuse workers.

Southampton Youth Offending Service management board is chaired by the Service Lead for Integrated and Specialist Services. Statutory partners are represented by senior officers of Southampton City Council, Southampton Primary Care Trust, Hampshire Constabulary and Hampshire Probation Trust. In 2014, the statutory partners signed a joint working agreement to support effective governance; this will be reviewed during the period of the 2017-20 Strategic Plan. In addition, the management board includes representation from Housing, Community Safety and the Courts on an ad-hoc or permanent basis as mutually agreed. The management board is linked to the relevant local authorities including Children's Trust arrangements, Local Safeguarding Children's Board, Local Criminal Justice Board and Safe City Partnership.

The Board provides strategic direction and support to the YOS manager; ensuring that planning is undertaken to reduce re-offending safeguard children and young people. Meetings are convened on a quarterly basis. Further sub-groups of the management board may be set up from time to time. The Management Board oversees and contributes towards the Youth Offending Service's statutory aim of reducing re-offending. It fulfils the requirements of the Crime and Disorder Act 1998 and YJB guidance by ensuring that Southampton Youth Offending Service has sufficient resources and infrastructure to deliver youth justice services in its area in line with the requirements of the National Standards for Youth Justice Services.

The Management Board also ensures that relevant staff are seconded to the Youth Offending Service in line with the requirements of the Crime and Disorder Act 1998, and that the Youth Offending Service has sufficient access to mainstream services provided by partners and other key agencies. In exceptional circumstances, where consideration is being given to derogating from a particular National Standard, the board will inform the relevant YJB Head of Business Area of the decision, rationale and the action plan and timelines to reinstate compliance. The Board would monitor the action plan on a regular basis and progress reported to the YJB Head of Region or Head of YJB for Wales and YJB Head of Performance on a regular basis.

The Board agrees the funding arrangement and ensure that arrangements are in place for a pooled budget. It ensures that information is exchanged between partner agencies in line with relevant legislation and in particular the Crime and Disorder Act 1998. Finally, the board receives quarterly performance reports and works with the Youth Offending Service Manager to improve and sustain performance and quality standards. It also considers reviews of serious incidents (as defined by the YJB).

Section 8: Resources and Value for Money

The estimated budget for 2017/18 is noted below:

Fig 6 Estimated 17/18 budget

Contributions	Estimated Expenditure		
	£		£
SCC	557,300	Staffing	576,300
Police & OPCC	63,500	Accommodation	26,100
Probation	37,000	Overheads	264,200
Health	19,000	Equipment	600
Youth Justice Grant	187,700	Total Estimated Expenditure	867,200
Junior Attendance Centre Grant	28,500		
Carry forward from 2016/17	44,800		
Estimated contributions for 2017/18	937,800	Estimated Variance	70,600

Whilst there would appear to be a positive estimated variance, a number of potential spends such as the commissioning of a new Case Management System factors are still to be factored into financial calculations and so expenditure is likely to increase. For example, remand costs for the first quarter of 2017-18 have already exceeded the total spend for the whole of 2016-17. The result of this is potential significant pressure and burdens placed upon the Local Authority and so at this stage it should not be assumed that there are significant additional resources readily available.

Youth Justice Grant funding is reliant on this document providing details of how the YOS proposes to use the above noted funding to fulfil the purposes of this grant. Details of this can be found in Appendix 3.

Appendix 1 2016-17 Performance

Summary:

This section summarises service performance against national and local performance indicators during 2016/17. Data for the national performance indicators is from the most recent available period.

Performance against National Indicators:

Reducing Custody

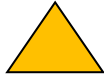
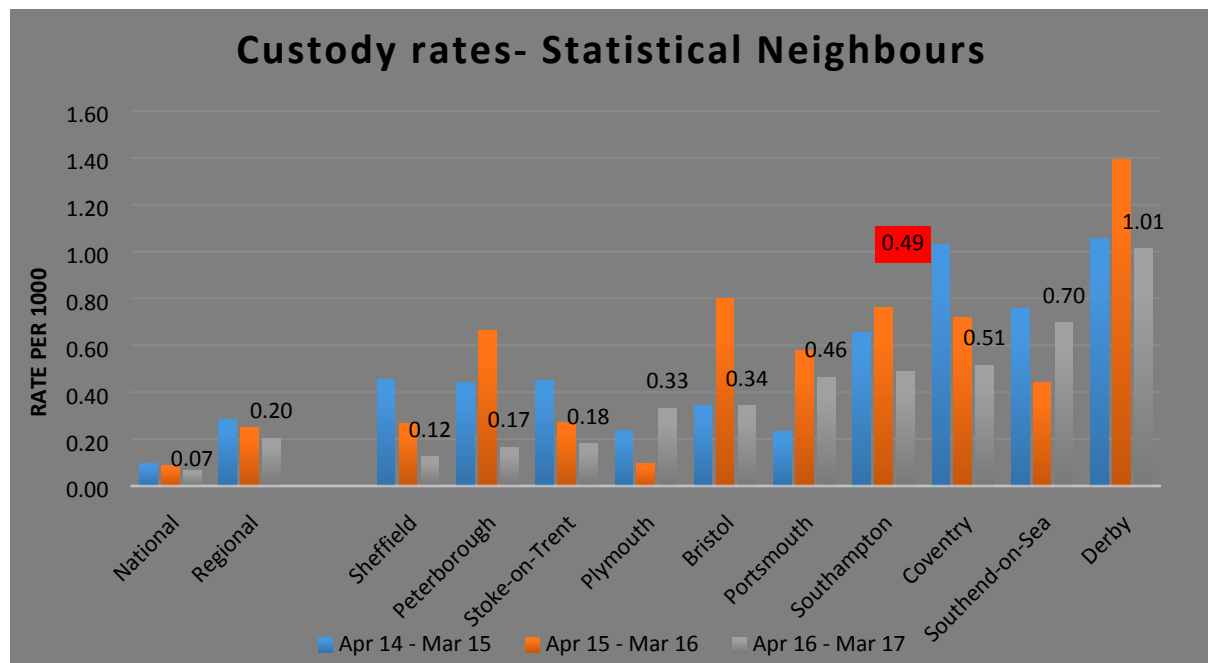
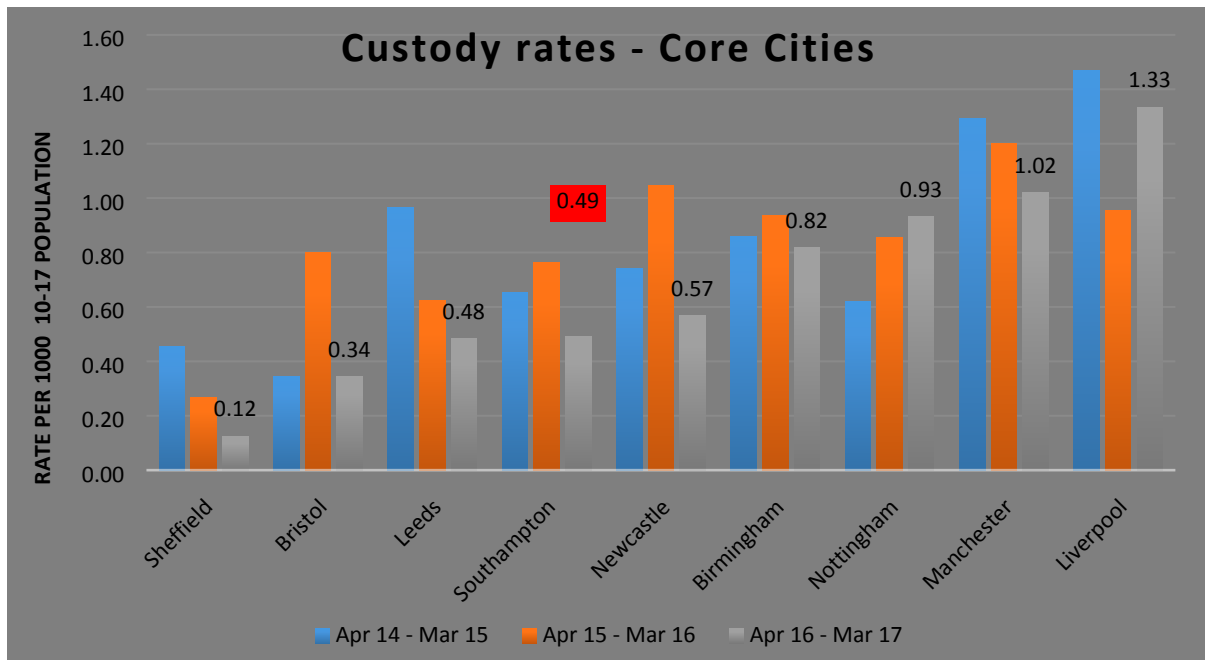
<p><u>RAG Rating for 2016/17</u></p> <p>Green < 0.47 Amber < 0.90 Red > 0.90 (per 1000)</p>	
<p><u>Measure</u></p> <p>This indicator measures the number of custodial sentences given to young people per 1,000 young people (10 to 17 years) in the locality. It is drawn from Child View and uses population data taken from the Office of National Statistics midyear estimates.</p>	

Table 1: Custody Rate in Southampton – Comparator and Core Cities





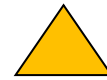
Whilst custody rates have been on a downward trajectory for the past three years, the reductions have not been significant enough to place Southampton on a par with National and Regional averages and the YOS still sits in the bottom half of Comparator YOTs- though compares relatively favourably with data from core cities. In order to address the high custody rates the YOS, in conjunction with the local Youth Bench, Hampshire YOS and HMCTS, a deferred sentence strategy was introduced with a view to a planned deferment of sentencing for young people at risk of custody in order to ensure all avenues of support and intervention have been tried. It is too early (and too few cases have been sentenced within the framework) to give any meaningful feedback as to the success of the strategy thus far but this will continue to be utilised for all appropriate sentencing events.

The custody performance improvement target for 2014 – 17 was to be *better than* the national average. This aspiration was missed by quite a considerable distance. A more realistic target for 2017-20 would be *to be better than the regional average and to be positioned as one of the top three YOs in the group of 10 statistical comparator YOTs*.

Reducing Re-offending

RAG Rating:

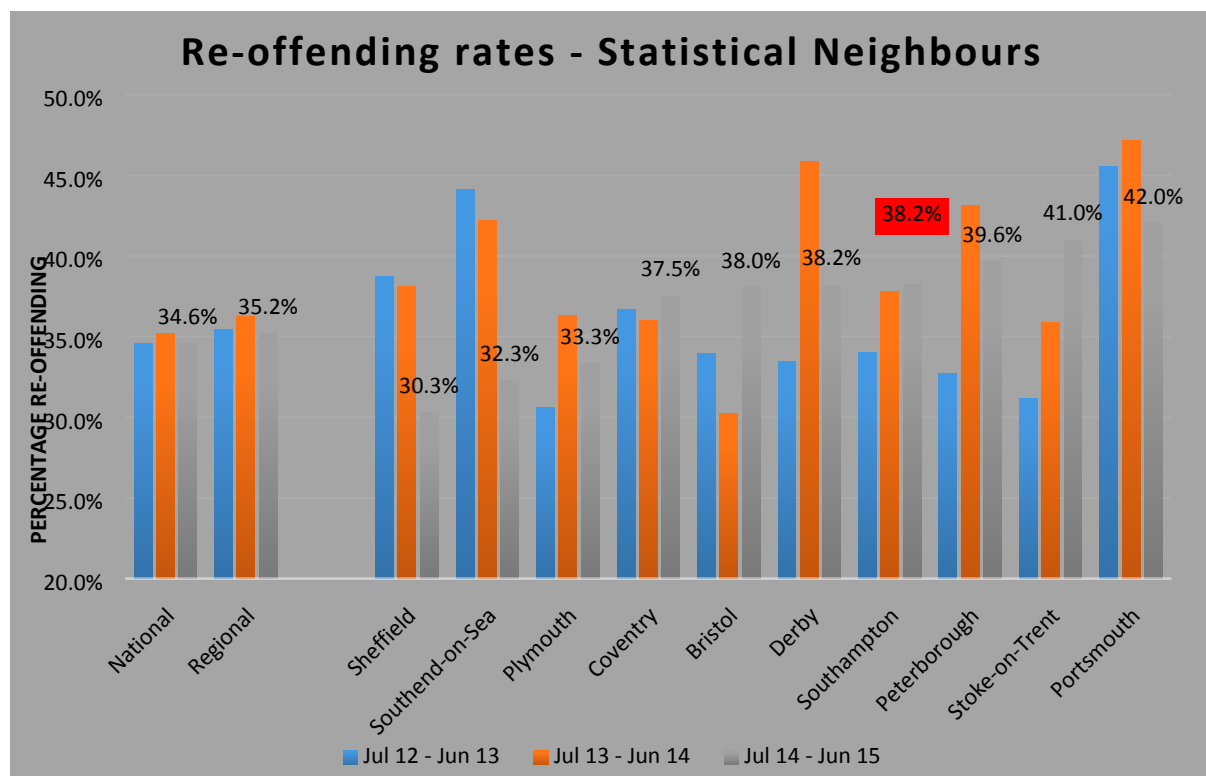
Green <35% Amber <45% Red >45%

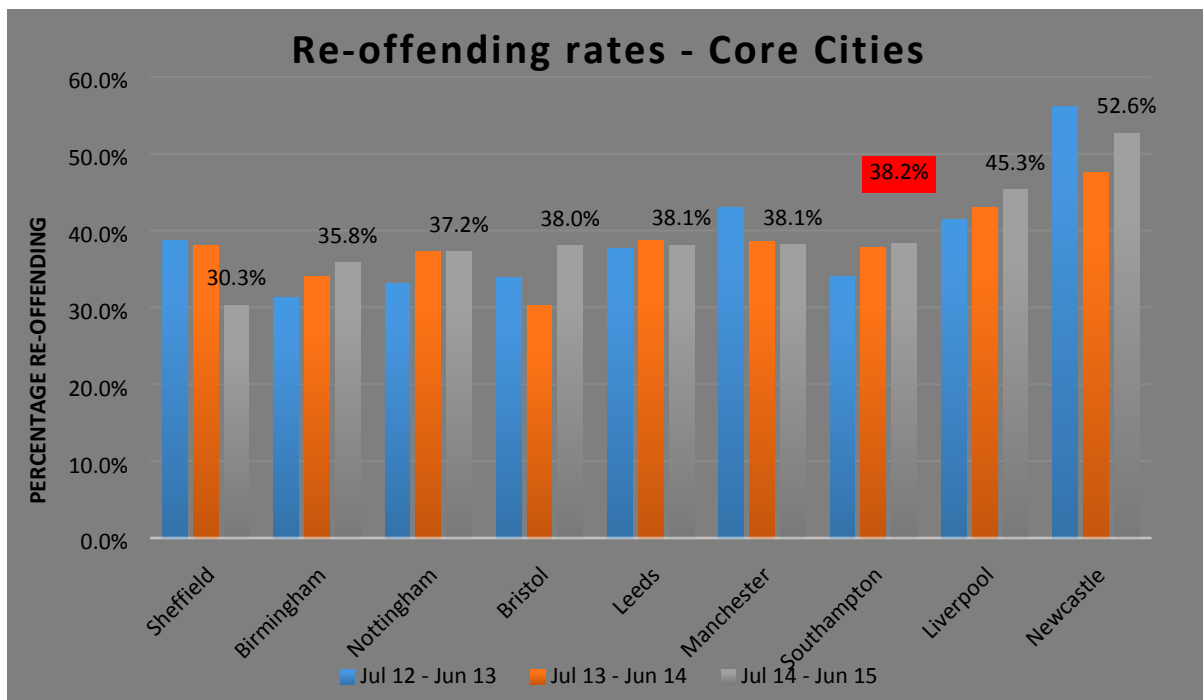


Measure

This indicator measures re-offending using data drawn from the Police National Computer (PNC) – the graph shows the proportion of young people who re-offend. A 12 month rolling cohort starting every quarter measures the number of offenders that re-offend and the number of re-offences that they commit, over the following 12 month period. It is an identical methodology to that used for adult offenders – and covers all young people in a cohort who have received a substantive pre-court or court disposal.

Re-offending Rate in Southampton – Comparator and Core Cities





Re-offending rates saw an upwards trajectory over the previous three years and the city is now above both regional and national averages. Scrutiny of real time data via the Re-offending Tracker is suggestive that this trajectory will continue, albeit not rapidly. The YOS does not compare favourably with either statistical Comparator YOTs or with Core Cities and this is an area which will require significant focus over the coming three years of the new Strategic Youth Justice

The previous management team implemented a number of actions to address re-offending rates including;

- Data analysis of Live Tracker information to identify areas for improvement and target specific cohorts of children who offend
- Building the effectiveness of the team by restructuring the service and increasing qualified, front line capacity and implementing a comprehensive re-training plan, leading into the adoption of Asset Plus.
- Practice development via improved quality assurance systems and auditing Effective early intervention work
- Review of prevention work with Hampshire Constabulary via use of Joint Decision Making Panel and more robust screening processes to integrate better with the local early help offer.
- Development of Robust 'high risk' partnership work via the Priority Young Person Strategy

Going forward the service will need to focus upon

- More robust integrated, child friendly planning
- Development of peer audit practices within the team to develop staff understanding of effective Assessment

- Develop innovative working practices to ensure that the service has capacity to meet the challenges and opportunities of a leaner service, an increased Out of Court cohort and a smaller cohort of more complex young people subject to statutory Court Orders
- Review of the Priority Young Person Strategy
- Development of a multi-agency, whole city Restorative Practice approach to working with children who offend or are at risk of offending

All of this will be reviewed and monitored quarterly via the service’s reducing re-offending action plan. In relation to a target for 2017-20, given how close we are to the National Average it would not be unreasonable to propose that the YOS aims to be better than the National Average by 2020.

First Time Entrants

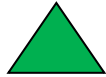
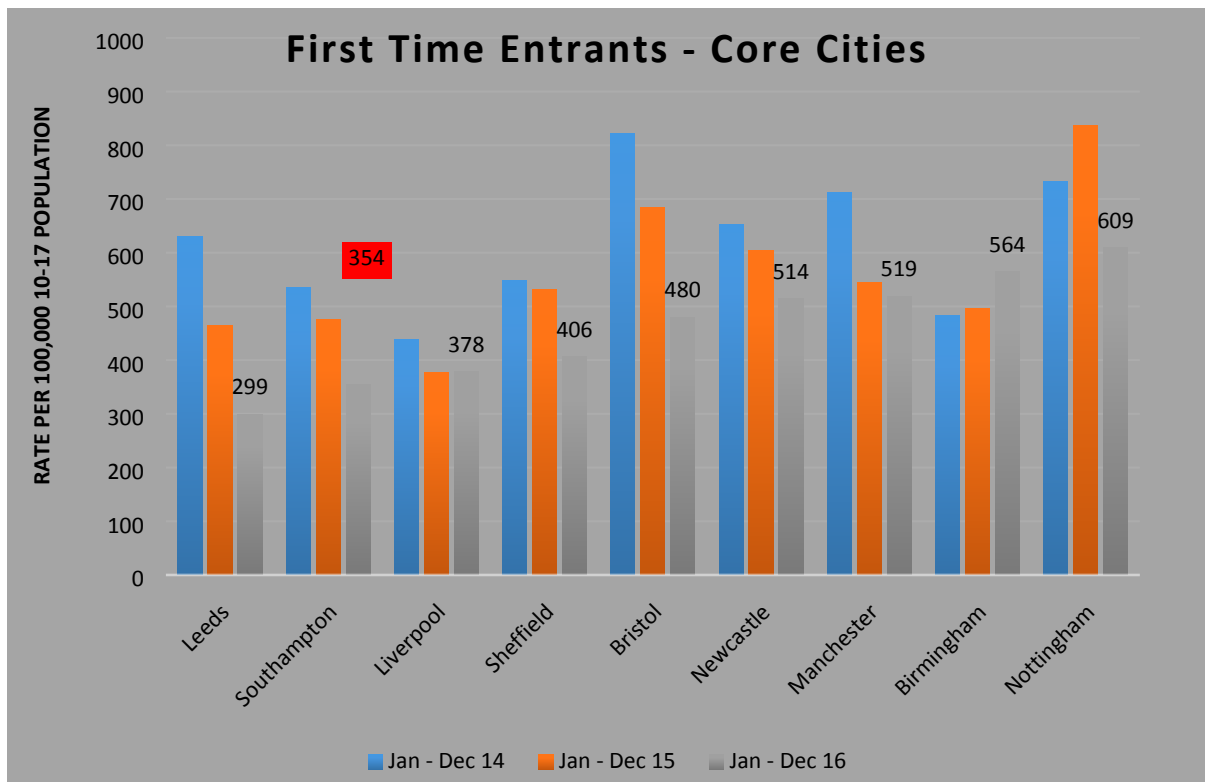
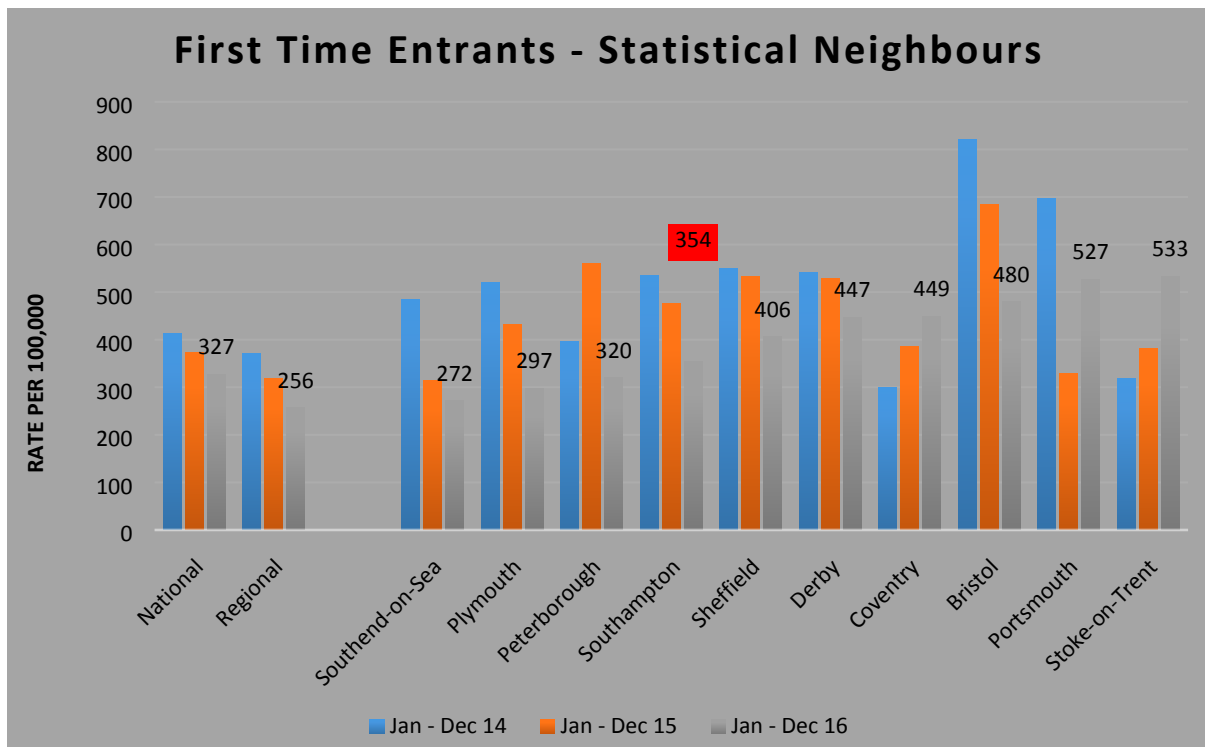
<p><u>RAG Rating</u></p> <p>Green < 460 Amber <600 Red >600 (per 100,000)</p>	
<p><u>Measure</u></p> <p>This indicator measures First Time Entrants (FTE) using data drawn from the Police National Computer – the graph displays the number of FTEs as a rate per 100,000 young people (10 to 17 years) locally. It uses population data taken from the Office of National Statistics midyear estimates.</p> <p>The cohort represents young people who have received a first ‘substantive outcome’ in the period i.e. Reprimand, Final Warning or court outcome.</p>	

Table 3: First Time Entrants Rate in Southampton – Comparator and Core Cities



Huge progress has been made in relation to reducing First Time Entrants into the Youth Justice System. The service is in the top half of comparator statistical YOTs and compares favourably with core cities. The first time entrant's rate is edging closer to the National Average but is still some distance away from the regional average. The

success of the Joint Decision Making Panel has been key to improving performance, as has the YOS's alignment locally within the Early Help Service.

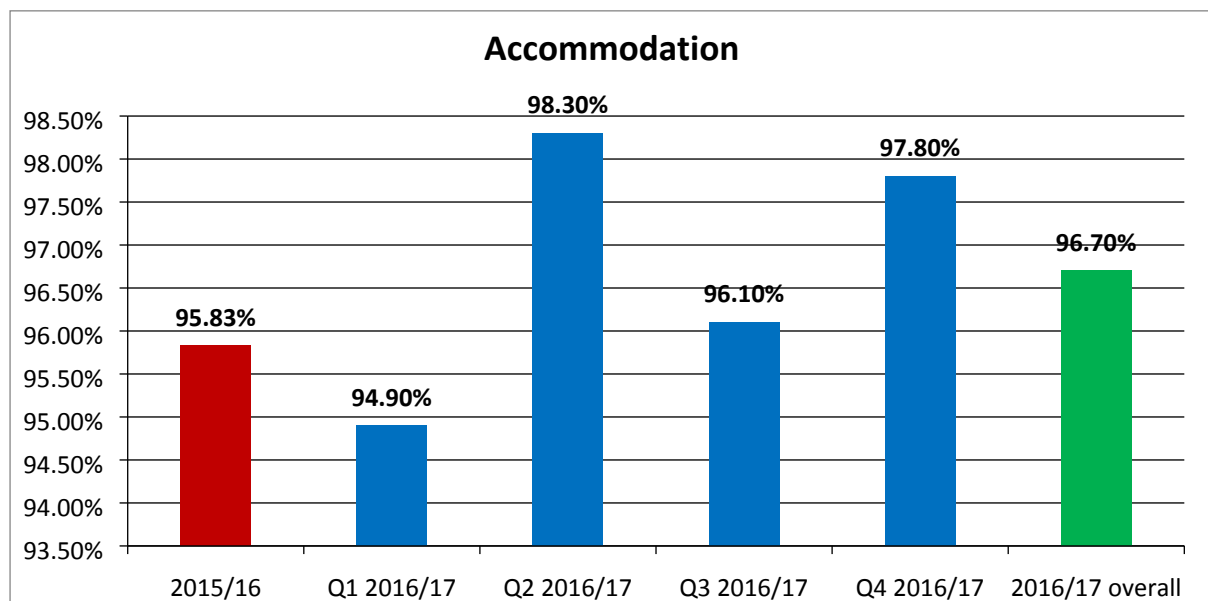
The YOS will continue to develop Early Help and diversionary practice with partners by;

- Developing an action plan following HMIP Out of Court Disposal Thematic Fieldwork feedback in September 2017
- Developing a local multi-agency Restorative approach to early help and diversionary work
- Continue to act upon feedback and develop practice emanating from JDMP Scrutiny Panel

It would be reasonable to set a target for 2017-20 to be better than the National Average rate of first time entrants

Local Indicators

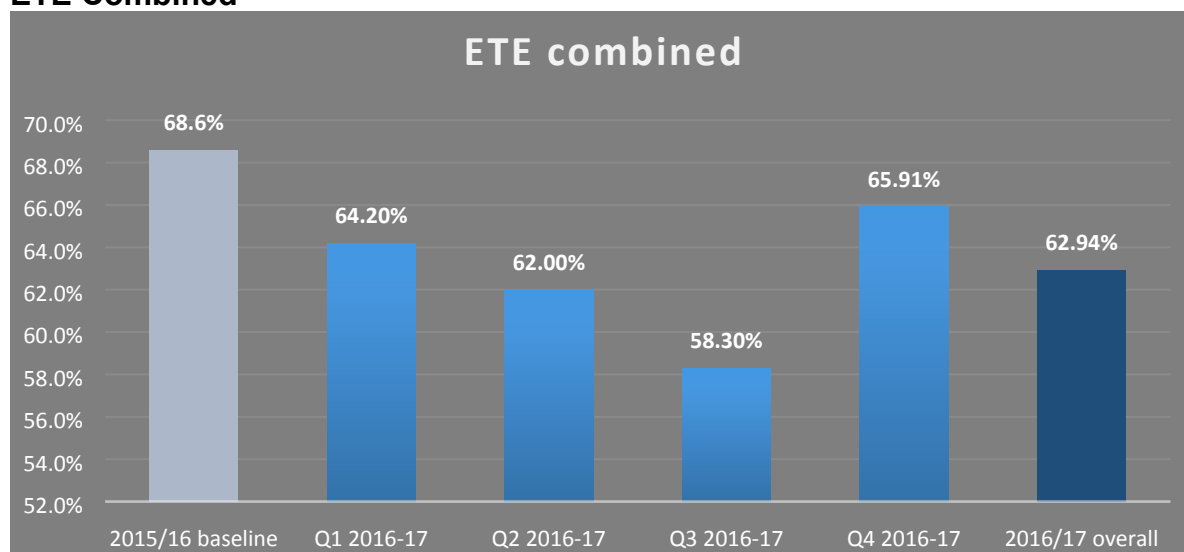
Table 4: Accommodation Suitability



Accommodation suitability has increased over the last few years. Percentages aside, numerically there are very few young people finishing intervention with YOS who do not have appropriate accommodation. This figure has been facilitated by good joint working with partners in the city, including housing and the development of effective partnership agreements- such as the local Resettlement Agreement which provides greater assurances that young people are not released from custody to inappropriate accommodation. Increased emphasis on earlier planning has been visible over the last three years.

Table 5: Engagement in Full Time Education, Training and Employment

ETE Combined



Education, training and employment provision for young people finishing interventions deteriorated over the last 12 months from the 2015/16 baseline; children engaged in Education, Training and Employment at the end of intervention was down by 5.66%. School age children saw the biggest decrease; down by 7.16%, whilst over 16s was down by 4.11%. The YOS work very closely with Education Department colleagues so the outcomes are disappointing. It is hoped that the council's Phase 3 restructure will increase capacity for greater integrated working with colleagues to address this. Action has already been taken to improve outcomes of young people at risk of being NEET at the end of intervention by ensuring that data is shared with Education Service colleagues prior to young people finishing in an attempt to bolster planning and encourage engagement with provision on offer.

Remands into Youth Detention Accommodation

In 2016/17, 4 young people on 5 occasions were remanded into Youth Detention Accommodation.

Table 6: Remand Spend in 2016/17.

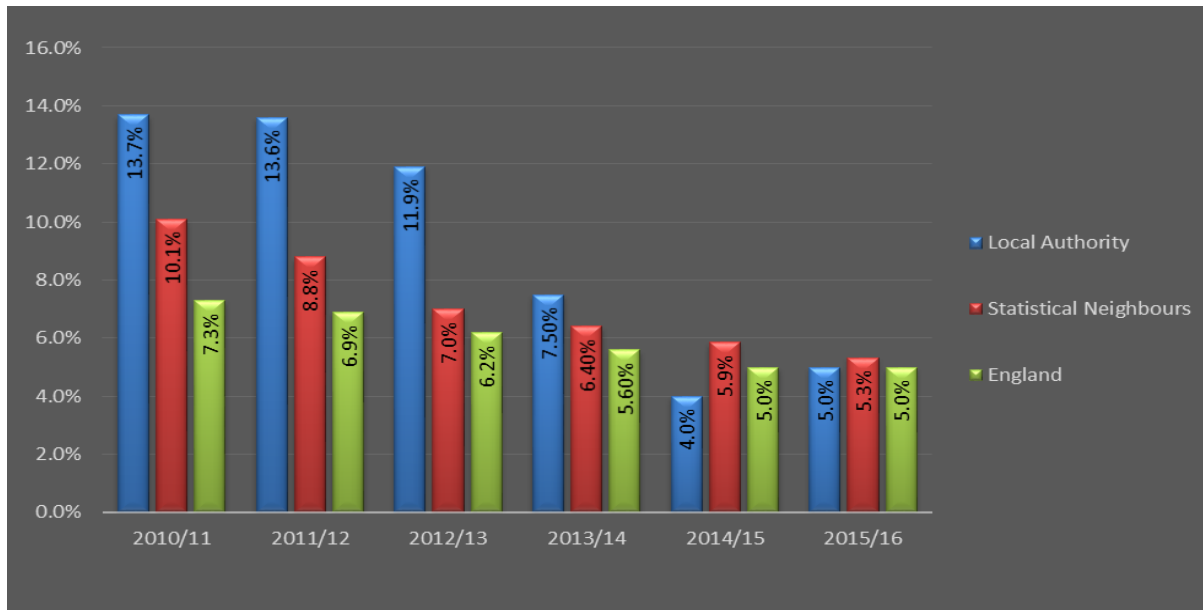
Apr 2016 to Mar 2017	Placement	Total Placement Days	Cost per night (£)		Total Cost of Placements (£)
			From 01/04/2016	From 05/05/2016	
	Secure Children's Home		574		

	Secure Training Centre			490	472	
	YOI	91		177		£16,107
						£16,107

Performance in this area was strong over the last 12 months and reflective of the Court's confidence in robust community bail packages and support being on offer. Provision will be reviewed during the duration of the 17-20 Strategic Plan to ensure maintenance of high quality, supportive and available alternatives to custody for children.

Children Looked After

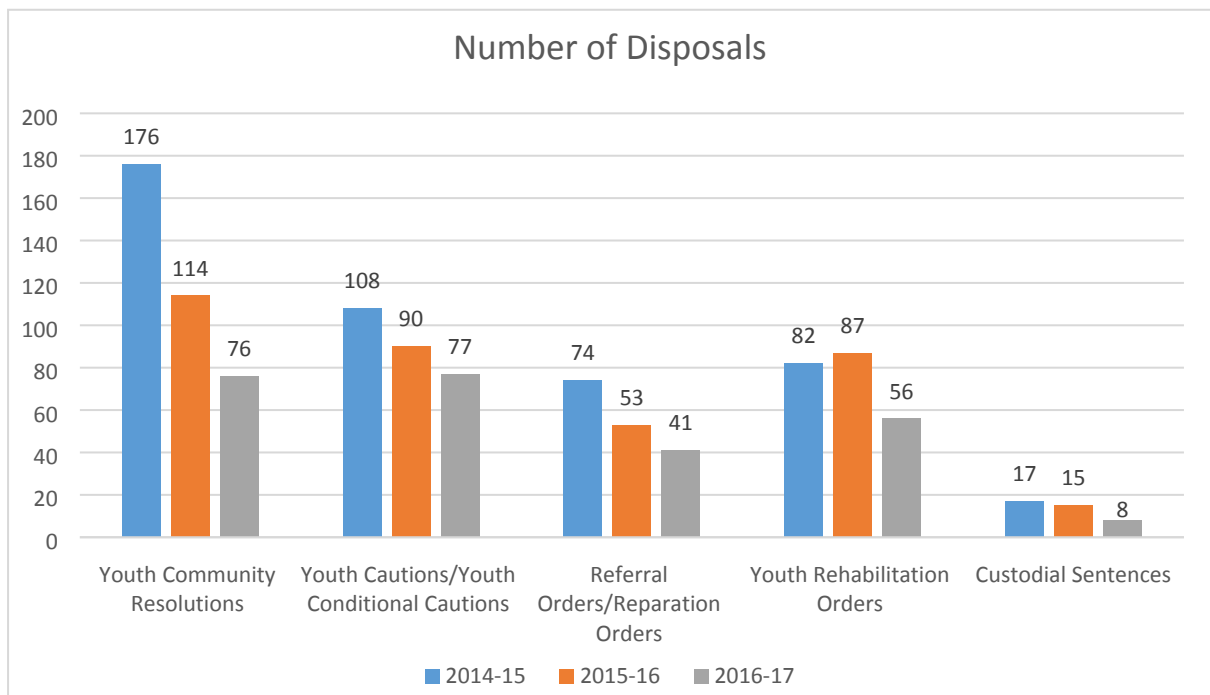
Table 7: Offending by Children Looked After

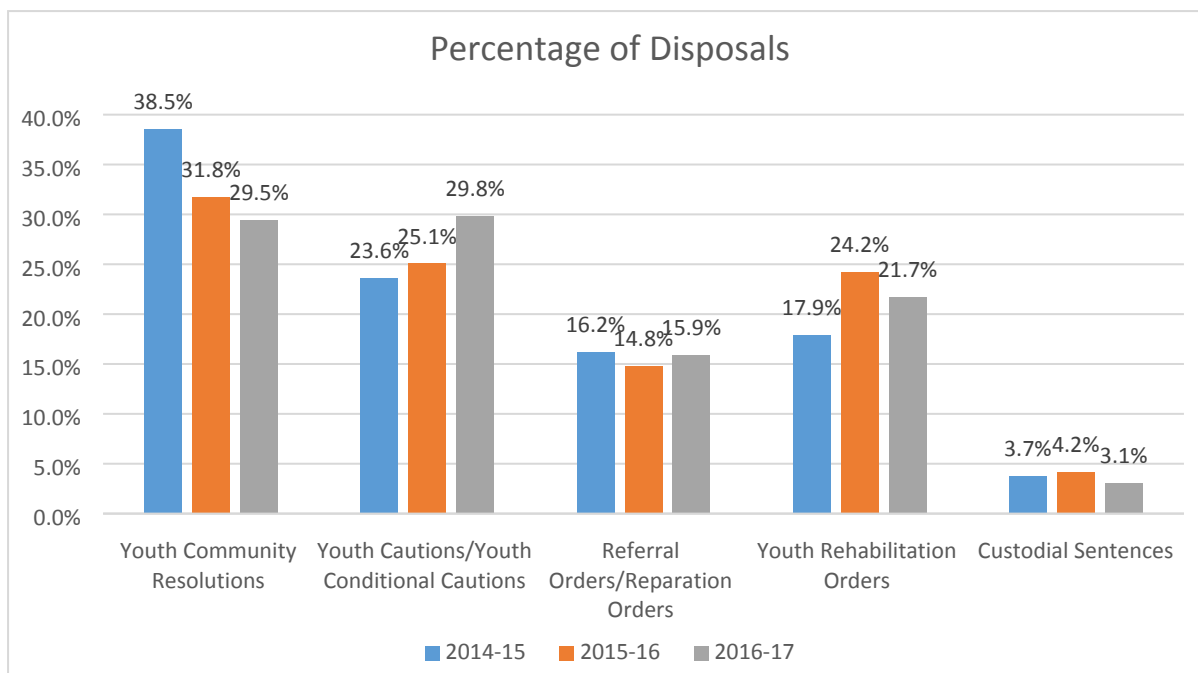


The number of CLA who are convicted or made subject to an out of court disposal in the city is still equitable to the National average and slightly below our statistical neighbours. The trend has been downwards for some years now. Looked after children continue to be prioritised at joint decision making panel and additionally, their needs are reflected in the Reducing Offending Action Plan where appropriate. Feedback is both provided to and received from the Corporate Parenting Board and Children in Care Council in an effort to develop best practice. This will continue to be a priority area and there will also be a focus on Missing, Exploited and Trafficked Children in the 2017-20 Strategy.

Table 8: Southampton Youth Offending Service Disposals 2014-17

Type of disposal	2014-15			2015-16			2016-17		
	No of disposals	No of young people	Percentage of total disposals	No of disposals	No of young people	Percentage of total disposals	No of disposals	No of young people	Percentage of total disposals
Youth Community Resolutions	176	164	38.5%	114	106	31.8%	76	72	29.5%
Youth Cautions/Youth Conditional Cautions	108	99	23.6%	90	81	25.1%	77	71	29.8%
Referral Orders/Reparation Orders	74	72	16.2%	53	52	14.8%	41	40	15.9%
Youth Rehabilitation Orders	82	59	17.9%	87	58	24.2%	56	38	21.7%
Custodial Sentences	17	14	3.7%	15	12	4.2%	8	8	3.1%
Totals	457	408	100.0%	359	309	100.0%	258	229	100.0%





From 2014/15 to 2016/17, the number of young people working with the Youth Offending Service reduced from 408 to 229. The reduction of 179 young people represents 43.9%. The total number of disposals also reduced by 43.5% from 457 to 258.

There has been a decrease in the percentage of Youth Community Resolutions in the last three years and an increase in other out of court disposals. This may be reflective of either an increased complexity of young people coming through the Joint Decision Making Panel and the team will await feedback from HMIP Out of Court Disposal Inspection Fieldwork in August 2017 before agreeing on whether any action is needed to address. The continued reduction will not assist in maintaining a lower number of First Time Entrants.

There has been an increase in Youth Rehabilitation Orders and further scrutiny will be required to establish if this has been the result in declining numbers of custodial sentences or due to re-offending.

The objectives for the coming three years will be to:

- Ensure out of court disposals are appropriately identified and targeted towards children based on risk, need and responsivity.
- Continued reduction of custodial sentences.

Appendix 2



Re-offending 'Live Tracker' 3 year analysis 2013/14-2014/15-2015/16

The Southampton Youth Offending Service have been using a 'Live Tracker' to analyse real time re-offending data over the past 3 years. This live tracker has used a cohort of all young people who commit and get convicted of an offence during a financial year and then looks at any re-offending by that young person during the 12 months after the date they are convicted of the previous offence.

The data within the tracker can then be used to look at several areas including; identifying possible Priority Young People (PYPs - those committing 5 or more further offences); the impact of Youth Community Resolutions (YCRs) may have had on lowering the re-offending binary rate; and profiling specific groups of young people such as 'Looked After Children', particular age groups; or address/postcode areas.

Headlines

This is an assortment of some of the headlines that the live tracker data has revealed.

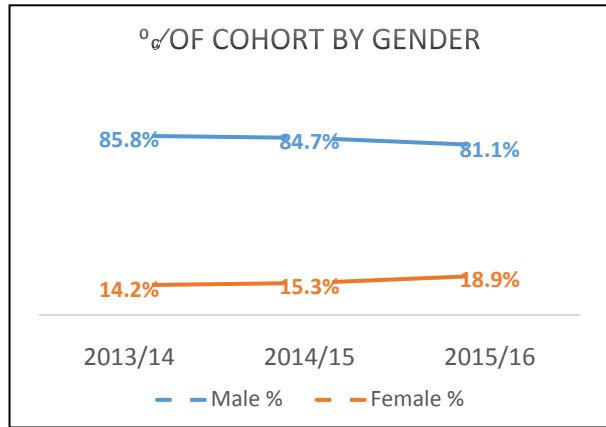
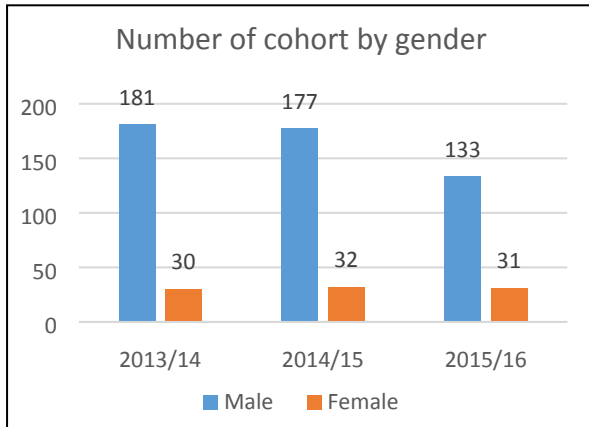
- The cohort size has dropped by 22%, all were male.
- The re-offending rate did drop but has risen again but is still over 4% lower than 2013/14
- The number of young people re-offending has fallen each year
- So has the number of further offences, dropping by over 50%
- Females are shown to be less likely to re-offend than males
- Re-offending rates for YCRs are lower than those for statutory disposals
- Re-offending rates for 'Looked After Children' are higher than not LAC
- Postcode areas SO16 and SO19 have the most further offences
- Violent offences are the most frequently committed further offences
- The number and percentage of PYPs and their further offences has reduced year on year

Cohort

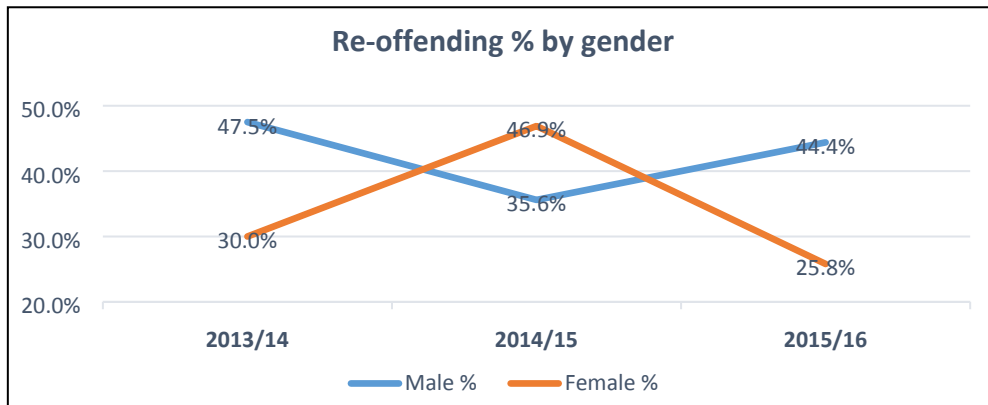
The first section of this report looks at each of the cohorts and compares cohort size, gender, ethnicity and age.

The overall cohort has reduced over the past 3 years by approximately 25%, going down from 211 in 2013/14 to 164 in 2015/16. What is noticeable is that the reduction has been wholly from the male group of young people, the number of females has stayed at just around 30 each year.

	Number of young people	Male	Female	Number of young people that re-offended (M/F)	Percentage of young people that re-offended
2013/14	211	181	30	95 (86/9)	45.0%
2014/15	209	177	32	78 (63/15)	37.3%
2015/16	164	133	31	67 (59/8)	40.9%



The re-offending rates by gender are shown in the graph below. The rise in the female re-offending rate in 2014/15 mirrors a drop in the male re-offending rate for the same year. During that year, 15 of the 32 young females committed a total of 42 offences during the year after their original convictions. The types of offences included Violence, Public Order, Criminal Damage and Theft.



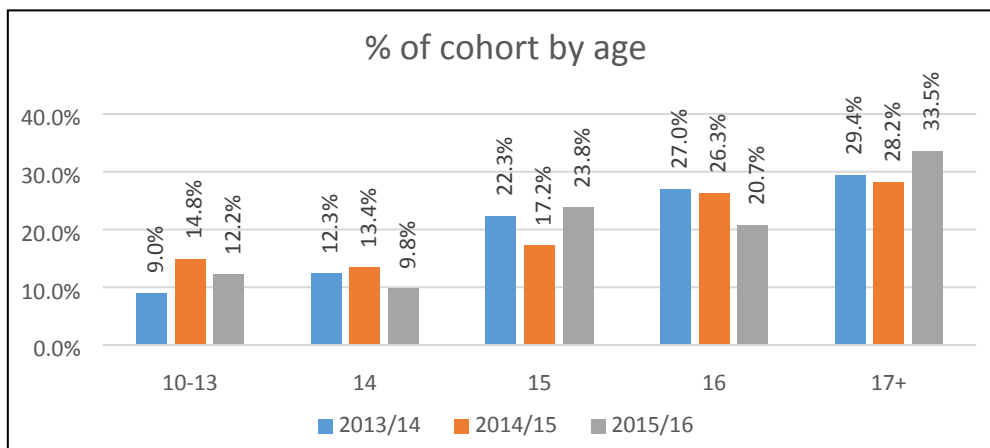
Over the 3 years the average re-offending rate for each gender are;

- Males = 42.5%
- Females = 34.2%

The age of the cohort is broken down into the following groups and the tables and graphs below show the cohort, re-offenders and number of further offences.

Consistently during the 3 years the largest age group is the 16 and 17 year olds who make up over 54% of the total cohort each year. They are also the biggest re-offending group with a rate of just under 48%.

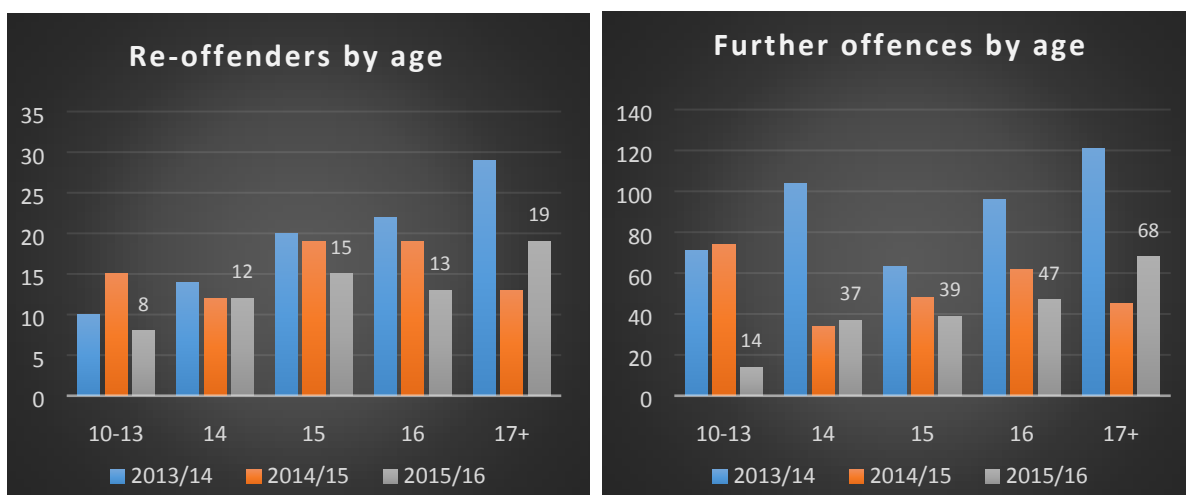
	Age				
	10-13	14	15	16	17+
2013/14	19	26	47	57	62
2014/15	31	28	36	55	59
2015/16	20	16	39	34	55



The following 2 tables show the number of re-offenders by age and the number of further offences committed by each age group.

Re-offenders	Age					Total
	10-13	14	15	16	17+	
2013/14	10	14	20	22	29	95
2014/15	15	12	19	19	13	78
2015/16	8	12	15	13	19	67

Further offences	Age					Total
	10-13	14	15	16	17+	
2013/14	71	104	63	96	121	455
2014/15	74	34	48	62	45	263
2015/16	14	37	39	47	68	205



Re-offending by young people receiving YCRs

Youth Community Resolutions are not included in the live tracker but it is important to look at how they measure up against the statutory disposals and also what the re-offending rates are for them. It may also be an indication of how the overall re-offending rate can be reduced by the use of YCRs.

Between April 2013 and Mar 2016 there were 401 YCRs given to 331 young people.

- 2013/14 – 111 YCRs to 103 young people
- 2014/15 – 176 YCRs to 141 young people
- 2015/16 – 114 YCRs to 95 young people

Of the 331 young people given a YCR, 72 (21.7%) of them re-offended after the YCR and 259 (78.3%) did not re-offend. The re-offending rate for this group is significantly lower than the rest of the cohort.

Re-offending by ‘Looked After Children’

The live tracker collects LAC data at the time of the original disposal, so a young person will either be currently LAC, previously LAC or has never been LAC. The following information is a breakdown of that data and shows the LAC cohort size and re-offending rates.

	Current	Previous	Never
2013/14	14	22	175
2014/15	23	16	170
2015/16	20	8	136

	Current %	Previous %	Never %
2013/14	6.6%	10.4%	82.9%
2014/15	11.0%	7.7%	81.3%
2015/16	12.2%	4.9%	82.9%

There has been an average of 10% of the cohort that are current LAC at the time of their disposal and just under 8% that were previously LAC. Together they equate to 17.6% of the cohort.

	2013/14	2014/15	2015/16
Full cohort	211	209	164
Currently LAC	14	23	20
Re-offended (Number and %)	9 (64.3%)	17 (73.9%)	9 (45.0%)
Previously LAC	22	16	8
Re-offended (Number and %)	14 (63.6%)	7 (43.7%)	6 (75.0%)
Never been LAC	175	170	136
Re-offended (Number and %)	72 (41.1%)	54 (31.8%)	52 (38.2%)

From the data above it shows that the re-offending rates are high for both the current and previous LAC. Although they only make up 17.6% of the cohort, they make up more of the re-offending cohort at 25.8% and they committed 26.2% of all the further offences.

The average re-offending rate (2013-16) for a young person who was a current LAC is 61.4% and for previous LAC is 58.7%, but for a never been LAC it is just 37.0%.

Re-offending by PYPs (young people committing 5+ further offences)

The following is based on all data from young people that are shown to have committed 5+ further offences after their original disposal.

2013/14

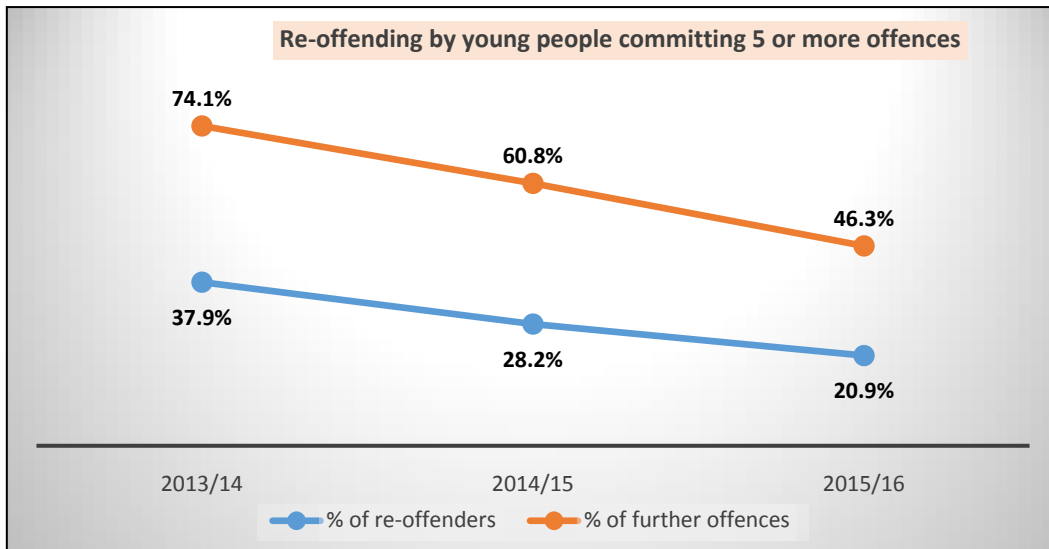
- 36 (37.9%) of the 95 young people that re-offended during the year after their original disposal committed 5 or more further offences.
- Those 36 young people committed 337 (74.1%) of the 455 further offences.

2014/15

- 22 (28.2%) of the 78 young people that re-offended during the year after their original disposal committed 5 or more offences.
- Those 22 young people committed 160 (60.8%) of the 263 further offences.

2015/16

- 14 (20.9%) of the 67 young people that re-offended during the year after their original disposal committed 5 or more further offences.
- Those 14 young people committed 95 (46.3%) of the 205 further offences.



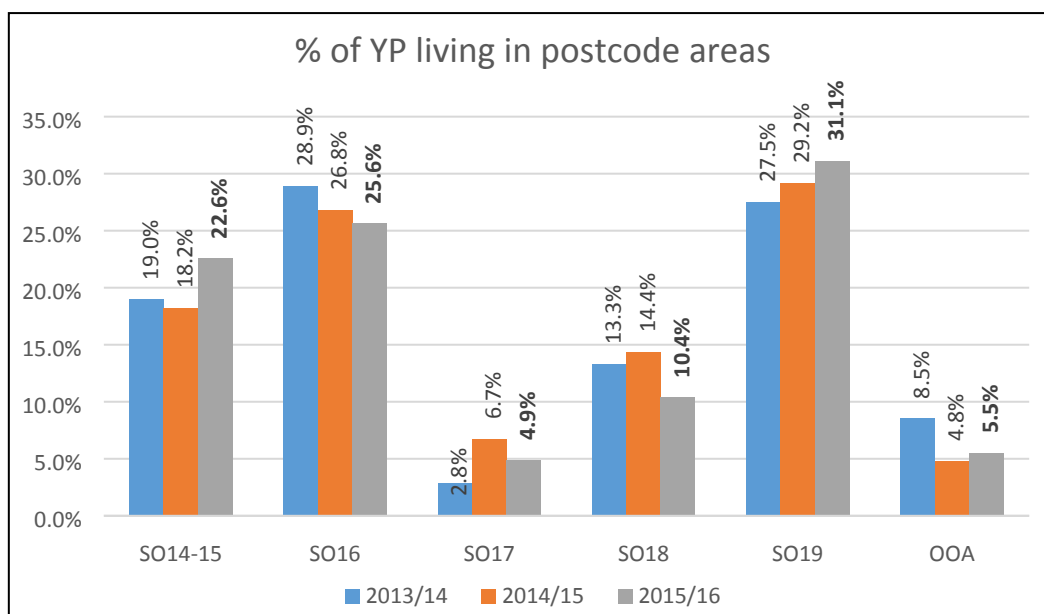
Re-offending by address (postcode)

The next section analyses the data from the postcode area of where each young person was living at the time of their original conviction and looks at numbers and percentages of young people by upper level postcode area and re-offending by area.

Cohort size

The postcode areas of SO14 and SO15 were combined due to the limited fields available in the live tracker at the time. Geographically, areas SO16 and SO19 are the largest and this shows with the number of young people who offended residing there. The table below shows the number and the graph the percentages.

	SO14-15	SO16	SO17	SO18	SO19	Out of SCC area	Totals
2013/14	40	61	6	28	58	18	211
2014/15	38	56	14	30	61	10	209
2015/16	37	42	8	17	51	9	164



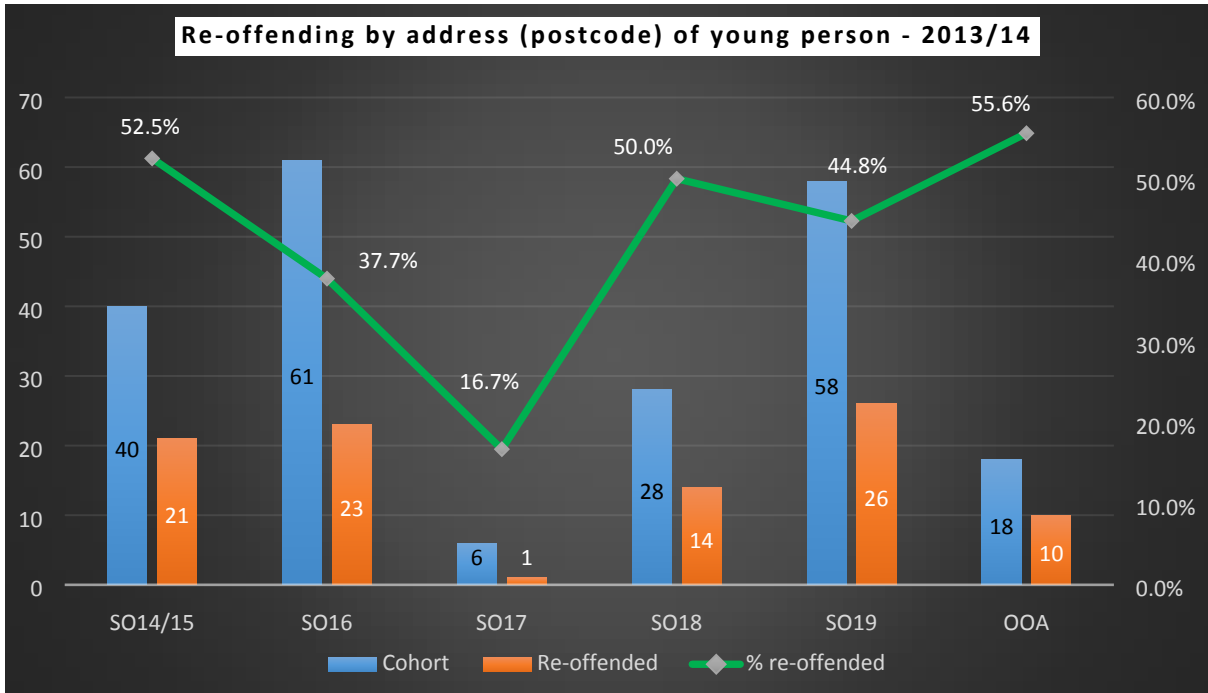
Re-offending

The following tables and graphs show the number in cohort, gender breakdown, number and percentage that re-offended and the number and percentage of further offences for each postcode area over the past 3 years.

As expected the highest percentages of further offences for all 3 years are for SO16 and SO19 with 56.3% of all offences committed by young people with a home address in those 2 areas.

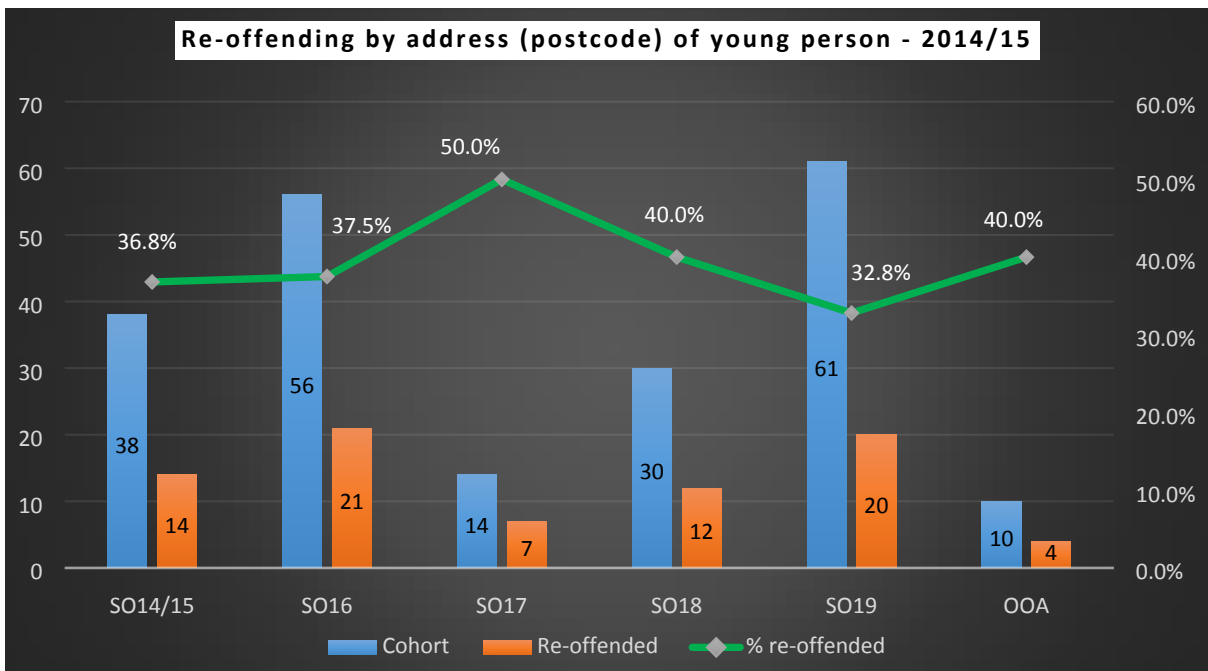
2013/14

	Cohort	Male	Female	Re-offended	% re-offended	No of further offences	% of overall further offences
SO14 and SO15	40	36	4	21	52.5%	96	21.1%
SO16	61	51	10	23	37.7%	123	27.0%
SO17	6	5	1	1	16.7%	5	1.1%
SO18	28	23	5	14	50.0%	44	9.7%
SO19	58	52	6	26	44.8%	117	25.7%
Out Of Area	18	14	4	10	55.6%	70	15.4%



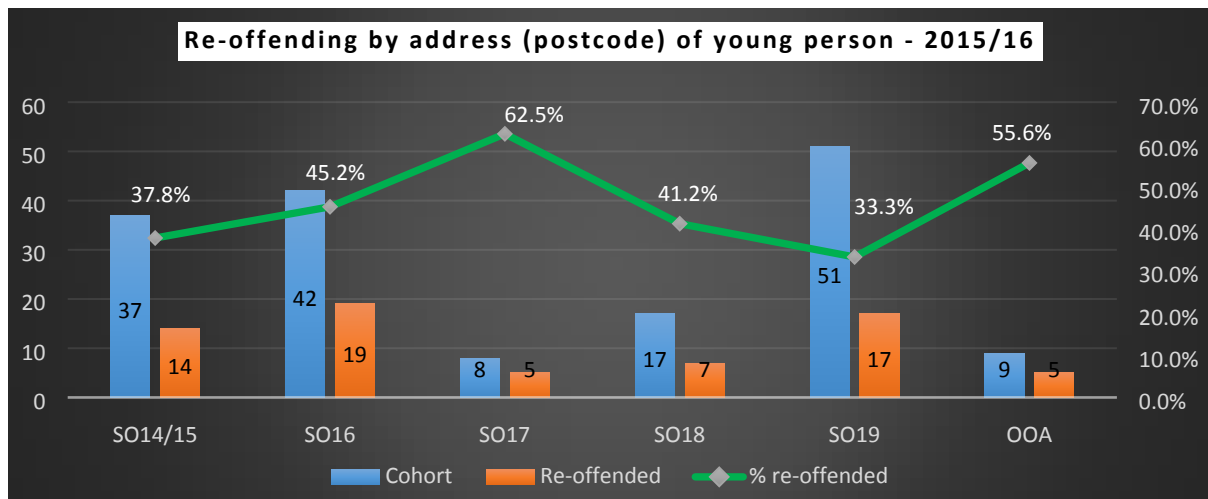
2014/15

	Cohort	Male	Female	Re-offended	% re-offended	No of further offences	% of overall further offences
SO14 and SO15	38	33	5	14	36.8%	52	19.8%
SO16	56	46	10	21	37.5%	64	24.3%
SO17	14	12	2	7	50.0%	15	5.7%
SO18	30	26	4	12	40.0%	46	17.5%
SO19	61	53	8	20	32.8%	71	27.0%
Out Of Area	10	7	3	4	40.0%	15	5.7%



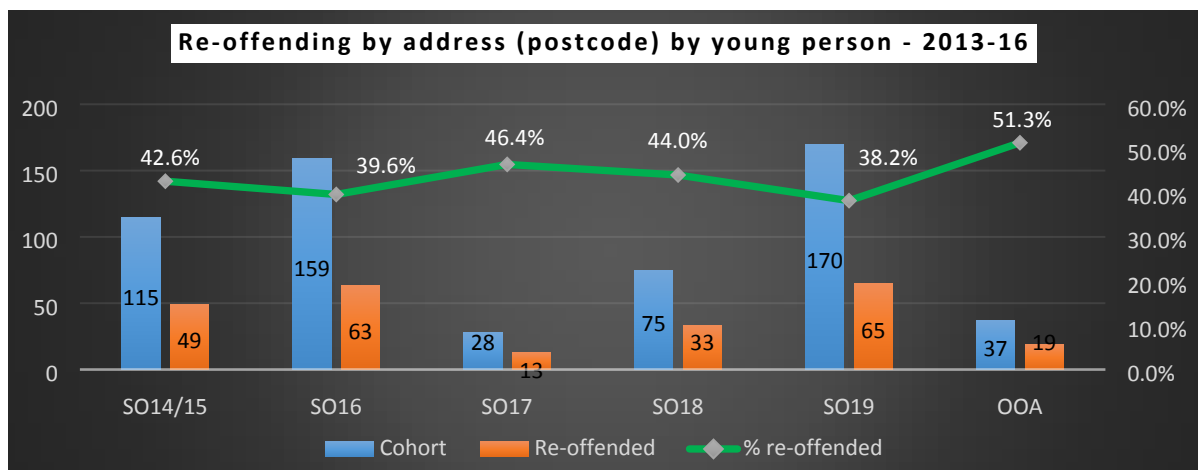
2015/16

	Cohort	Male	Female	Re-offended	% re-offended	No of further offences	% of overall further offences
SO14 and SO15	37	32	5	14	37.8%	39	19.0%
SO16	42	34	8	19	45.2%	50	24.4%
SO17	8	6	2	5	62.5%	19	9.3%
SO18	17	15	2	7	41.2%	21	10.2%
SO19	51	38	13	17	33.3%	58	28.3%
Out Of Area	9	8	1	5	55.6%	18	8.8%



2013-16

	Cohort	Male	Female	Re-offended	% re-offended	No of further offences	% of overall further offences
SO14 and SO15	115	101	14	49	42.6%	187	20.3%
SO16	159	131	12	63	39.6%	237	25.7%
SO17	28	23	5	13	46.4%	39	4.2%
SO18	75	64	11	33	44.0%	111	12.0%
SO19	170	143	27	65	38.2%	246	26.7%
Out Of Area	37	29	8	19	51.3%	103	11.2%

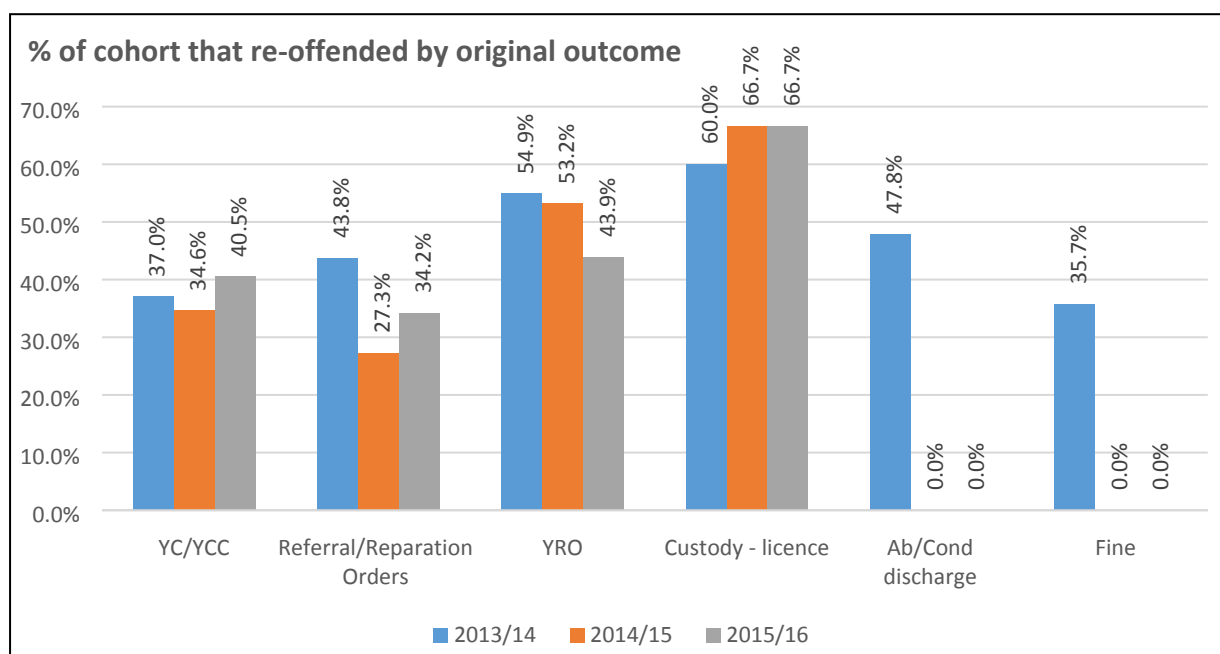


Re-offending by original disposal

The table and graph shown below represent the numbers and percentage of re-offending by each young person based on their original disposal. The highest percentage of re-offending by disposal is for the young people who have had a custodial sentence but this must be looked at in context as the cohort numbers are small so any percentages will automatically look high.

	% re-offending			% re-offending			% re-offending		
	number	re-off	2013/14	number	re-off	2014/15	number	re-off	2015/16
YC/YCC	54	20	37.0%	104	36	34.6%	79	32	40.5%
Referral/Reparation Orders	64	28	43.8%	55	15	27.3%	38	13	34.2%
YRO	51	28	54.9%	47	25	53.2%	41	18	43.9%
Custody - licence	5	3	60.0%	3	2	66.7%	6	4	66.7%
Ab/Cond discharge	23	11	47.8%			0.0%			0.0%
Fine	14	5	35.7%			0.0%			0.0%

Most re-offending by disposal rates appear to have risen from 2014/15 to 2015/16 except for Youth Rehabilitation Orders which has seen a 10% drop.

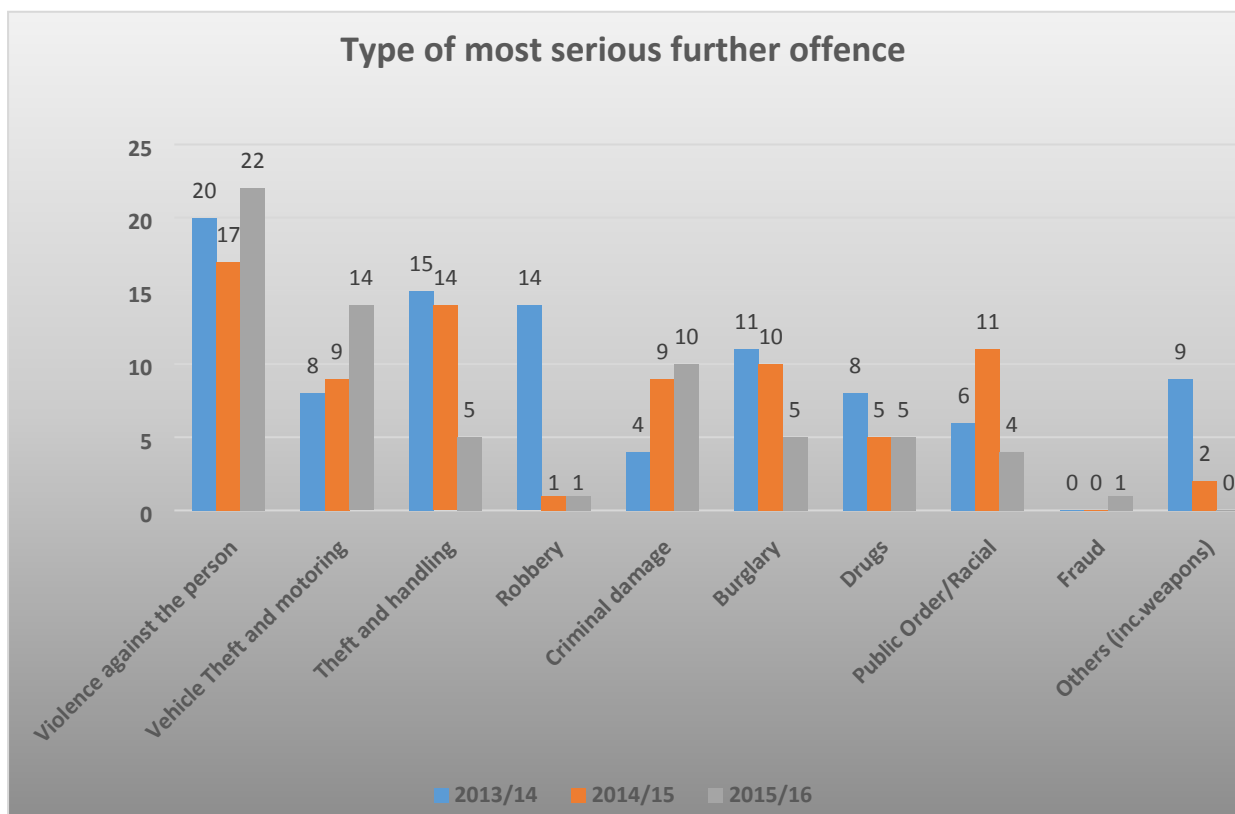


Type of most serious further offence

All further offences committed by young people in the following 12 months after their original disposal are counted in the re-offending live tracker but the only specific information is recorded for the most serious further offence. For example if a young person commits 3 further offences, i.e. Criminal Damage (2), Theft (3) and Arson (5), then the most serious of those by gravity score will be recorded. Therefore the most serious would be Arson (5) and this would be recorded in the live tracker.

The data below shows a breakdown of all most serious offences over the 3 years. The highest number of offences are violence against the person, this includes common assault, ABH/GBH, and assault of a Police Officer.

	2013/14	2014/15	2015/16
Violence against the person	20	17	22
Vehicle Theft and Motoring Offences	8	9	14
Theft and Handling Stolen Goods	15	14	5
Robbery	14	1	1
Criminal Damage	4	9	10
Burglary	11	10	5
Drugs	8	5	5
Public Order/Racial Harassment	6	11	4
Fraud	0	0	1
Others (Inc. weapons)	9	2	0
<i>totals</i>	95	78	67



Report author: Debbie Blythe – Management Information Analyst (SYOS)
Date: 09/06/2017

Proposed Structure – Integrated & Specialist Services (overarching)
Integrated and Specialist Services - Phil Bullingham

Appendix 3b- Breakdown of gender and ethnicity of staff and Contract Type

(NB- The below is correct at time of writing and reflects staff employed on 10.7.17 and does not take vacancies into account. It also includes details of Junior Attendance Centre Sessional Staff and Volunteers not noted in Section 7 of the Youth Justice Strategic Plan)

Fig 1 Staffing of YOS by Gender and Ethnicity

	Managers Strategic		Managers Operational		Practitioners		Administrative		Sessional		Student		Volunteer		Total	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
White British			1	2	6	11		2		2			1	4	8	21
White Irish																
Other White																
White and Black Caribbean																
White and Black African																
White and Asian																
Other mixed	1														1	
Indian										1				1		2
Bangladeshi																
Any other ethnic group																
TOTAL	1		1	2	6	11		2		3			1	5	9	23

Fig 2 Staffing of YOS by Contract Type

	Strategic Manager (PT)	Strategic Manager (FT)	Operational Manager (PT)	Operational Manager (FT)	Practitioners (PT)	Practitioners (FT)	Administration (PT)	Administration (FT)	Sessional	Student/trainees	Volunteer	TOTAL
Permanent		1	1	1	1	6	1					11
Fixed-term					1	1			3		6	11
Temporary/Acting Up				1								1
Seconded Children's Services						1						1
Seconded Probation					1	1						2
Seconded Police						1		1				2
Seconded Health (substance misuse)					1							1
Seconded Health (mental health)					2							2
TOTAL		1	1	2	6	10	1	1	3	6		32

Appendix 4: Breakdown of Activities Funded by Pooled Budget

Component	Activity	Measured By	Amount
Service Development and Performance	<p>Management implementation and oversight of quality assurance activity</p> <p>Development of peer audit process to QA procedures</p> <p>Review of QA processes, completion of QA Reports for Management Board</p> <p>Service development planning and implementation- following themes/deficits identified by QA activity</p> <p>Staff workforce development planning and implementation as a consequence of identified learning needs (including commissioned training)</p> <p>YOS Manager AYM Membership</p>	<p>Continued improvement in quality of assessments against appraisal targets set at the beginning of every year</p> <p>Positive feedback to Management Board following QA activity</p> <p>Completion of workforce development plan</p> <p>Performance Monitoring by Management Board against National KPIs and Local measures agreed by Board at start of year</p>	£103,000
Development of Restorative Practice Strategy	<p>Ensure RP provision is in place and monitored effectively in all cases open to YOS</p> <p>Continued Development of partnership work with Solent University regarding volunteer recruitment and training</p> <p>Development of volunteer's appraisal offer</p> <p>Continued development of Restorative Schools network and links with partner agencies as means of contributing to the development of a 'Restorative' city</p>	<p>Maintenance of database of experienced and well trained volunteers</p> <p>Evidence of high quality RP intervention from service user feedback and questionnaires</p> <p>Increase in schools and partners accessing YOS TPQM accredited RP training</p>	£15,000
Development of Service User Involvement Strategy	<p>Engagement with SCC Young People and Families Participation Officer</p> <p>Service User face to face Have Your Say event</p> <p>Development of self-assessment and self-audit procedures</p>	<p>Review and refresh of Service User Engagement Strategy</p> <p>Implementation of appropriate suggestions made by children, parents/carers and victims</p> <p>HMIP Viewpoint feedback and subsequent changes to practice emanating</p>	£11,000

Component	Activity	Measured By	Amount
		from feedback	
Administration of Management Board	<p>Review and development of YOS Management Board terms and conditions of membership</p> <p>Development of links with SCC Meeting Support Service to provide admin assistance</p>	<p>Quorate attendance at well-functioning, partnership led Management board meetings on a quarterly basis</p> <p>Evidence from YOS Management Board meeting Minutes</p>	£7,000
Development of Priority Young Person Strategy and Reducing Re-Offending Action Plan	<p>Ongoing review, development and implementation of PYP Strategy and chairing of multi-agency strategy meeting</p> <p>Review of reducing re-offending action plan on quarterly basis and implementation of new objectives and actions</p> <p>Monthly review of re-offending tracker and implementation of robust action plan to address developing trends, patterns and cohorts</p> <p>Continued review and refresh of Junior Attendance Centre provision and role it plays in addressing re-offending</p> <p>Continue to implement the recommendations of the Health Needs of Young Offenders report to achieve the stated outcomes and new models of delivery</p>	<p>Continued reduction in re-offending rates highlighted in quarterly performance reports and KPIs</p> <p>Feedback from Youth and Crown Court user groups in relation to confidence of work undertaken</p> <p>Junior Attendance data provided to MoJ on a monthly basis indicating successful completions. Scrutiny of re-offending rates for JAC attendees against baseline Re-Offending rate data</p>	£22,000
Targeted work to reduce custody rates and remand into Youth Detention Accommodation	<p>Management oversight and QA of PSRs, Breach Reports and Court Updates</p> <p>Workforce development and upskilling staff in relation to Court skills</p> <p>Provision of a) Saturday and Bank Holiday Court Cover and b) on call manager (NB required every weekend & BH to be on call in lieu of potential call outs from HYOT colleagues)</p> <p>Attendance by staff and management at relevant training events and user groups</p>	<p>Continued reduction in custody and remand rates against National and Regional averages</p> <p>Quarterly performance reports to YOS Management Board</p>	£15,000
Development of	Continued implementation and	Continued reduction in	£14,000

Component	Activity	Measured By	Amount
<p>Joint Decision Making Panel and other initiatives to reduce FTE numbers</p>	<p>development of JDMP</p> <p>Workforce development of new staff and partners involved in service delivery and decision making</p> <p>Support provided for auditing of outcomes both internally and at countywide Scrutiny Group</p> <p>Work collaboratively with Pathways, Looked After Children's Team and Virtual School Head to improve offending and re-offending outcomes for Looked After Children in Southampton</p> <p>Development of an early help offer for U10s</p> <p>Participation in the development of the Gateway Project to develop an early help approach for 18-25 year olds</p>	<p>FTE- when compared against National and Regional data</p> <p>Performance Reports provided to YJB and</p>	





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Southampton Youth Justice Strategy | 2017-2020





Southampton Youth Offending Service is committed to contributing to a fair and effective criminal justice system which provides value for money, justice for victims and communities, punishment, rehabilitation and positive opportunities for children. We are a service that aspires to provide the best for our children and young people; we want them to achieve and succeed and we recognise the importance of providing supervision and robust support along the way to enable this to happen.

As the service develops, we aspire to apply a strengths-based and restorative approach to our direct work with whole families, to ensure that children's needs are understood and supported within the context of their wider circumstances. To this end, the Youth Offending Service aims to be at the forefront of activity to realise Southampton's ambition to be recognised as a Restorative City.






★ Our priorities

 <p>Reduce youth crime Reducing youth crime in Southampton will positively impact on everyone living and working in the city. There will be less victims of crime and better outcomes for young people who have previously been involved in criminal activity.</p>	 <p>Reduce first time entrants to the youth justice system Offering prevention and early help to address risk factors and build upon strengths can help prevent children and young people from offending or re-offending in the future.</p>	 <p>Reduce custody Custody can have a detrimental impact on the lives of children and young people and their families. Young people who serve custodial sentences are much more likely to re-offend.</p>	 <p>Reduce re-offending Breaking the cycle of offending can help young people significantly improve their life chances and make our local communities safer.</p>
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✓ Our successes

 <p>Reduce youth crime</p>	<ul style="list-style-type: none"> From 2014/15 to 2016/17, the number of young people working with the Youth Offending Service (YOS) reduced from 408 to 229 (43.9%). The total number of out of court disposals (young people who received support without formally entering the criminal justice process) also reduced by 43.5% from 457 to 258. Strong links have been established with schools and further education; especially in relation to work around restorative practice and in the close relationship that has been developed with the local Pupil Referral Unit. In February 2017 young people from the YOS put on a hugely successful exhibition at the Tate Modern. 	<ul style="list-style-type: none"> Improved partnership working with organisations such as Princes Trust and Wheatsheaf Trust to allow a faster response to issues as they emerge. We have improved user feedback through regular 'Have your Say' meetings with young people in conjunction with completion of HMIP Viewpoint Questionnaires. An action plan has been devised and implemented emanating from the Ending Gang and Youth Violence Peer Review, including the development of a service level agreement with Lewisham.
 <p>Reduce first time entrants to the youth justice system</p>	<ul style="list-style-type: none"> Southampton now has far fewer children entering the Youth Justice System for the first time. The number of First Time Entrants is now in the top half of comparator Youth Offending Trusts and compares favourably with core cities. This success is due to changes to the Joint Decision Making Panel as well as further alignment between the local YOS and Early Help Service. 	<ul style="list-style-type: none"> The proportion of young offenders who are Looked after Children fell in the first 3 quarters of the year (2016/17). 14 schools are now actively participating in the Restorative Network with 6 more due to join before the end of the year. Quarterly meetings are well attended and a Restorative Practice Action Plan is in place to further develop the network and links with other agencies and services.
 <p>Reduce custody</p>	<ul style="list-style-type: none"> Custody rates have reduced every year for the past three years and Southampton now has less children in custody than many similar cities. The Deferred Sentence Pilot was embraced by the Court and is now fully embedded as the local approach to sentencing. 	<ul style="list-style-type: none"> The Asset Plus assessment framework is now embedded within the team and procedures have been put in place to ensure that this is fully effective.
 <p>Reduce re-offending</p>	<ul style="list-style-type: none"> 96% of victims were offered the opportunity to participate in restorative justice in 2016/17 compared with 89.5% in 2015/16. A review of data over 2016/17 shows that accommodation for young offenders at point of release continues to be to be suitable and appropriate. 	<ul style="list-style-type: none"> Real-time re-offending data is now reviewed on a monthly basis to identify trends in re-offending which are rapidly addressed. Systems are now in place to ensure that long term trends identified by the Service's data analyst form the basis for key actions going forward from 2017-20.

! Our challenges

 <p>The number of custodial sentences given to young people per 1,000 (0.49 during 2016/17), whilst decreasing, is still significantly higher than the regional (0.2 per 1,000) and national (0.07 per 1,000) averages.</p>	 <p>Whilst 96% of victims were offered the opportunity to participate in restorative justice in the past year, only 9.3% engaged with the service.</p>
 <p>Whilst the rate of 10-17 year old first-time entrants into the youth justice system per 100,000 population (354) has reduced hugely since 2014/15 (550); this is still higher than the England average of 327 per 100,000 and the regional average of 256 per 100,000.</p>	 <p>Engagement in education, training and employment provision for young people finishing interventions deteriorated over the last 12 months from the 2015/16 baseline; children engaged in education, training and employment at the end of intervention was down by 5.66%. School-age children saw the biggest decrease in participation; down by 7.16%, whilst over 16s' engagement fell by 4.11%.</p>
 <p>The reoffending rate increased to 38.2% in 2016/17 which is above the England average of 34.6% and the regional average of 35.2%.</p>	

What young people in Southampton have told us

- During the course of 2016-17 young people undertook HMIP Viewpoint Questionnaires and attended "Have Your Say" meetings with the YOS Management Team in order to provide their perspective on service delivery.
- Viewpoint data from 2016-17 indicates the following strengths in YOS service delivery from those who participated in the survey:
- 100% of children felt that they had enough say about the contents of Referral Order Contracts

- 100% of children felt that they had enough say in the contents of supervision and sentence plans
- 96% of children said someone at YOS asked them to explain what they thought would help prevent them re-offending
- 100% of children said YOS helped them feel safer
- 80% of children who said they needed help with 'strange thoughts' said things got better after YOS intervention
- 92% of children said YOS made them realise change was possible
- 89% of children felt they were less likely to offend

- 100% of children felt the service given by YOS was good
- Areas for development include:
- Only 50% of children who spoke English as a second language were asked what language they wanted to use in sessions
- 20% of children felt external factors made it harder for them to engage
- 35% felt the Viewpoint survey itself could be improved
- 33% of children felt their Education, Training and Employment opportunities had not increased following the intervention.

What are we going to do?

Priorities	Key actions	Lead agency	Lead partners	How we will measure success in
 <p>Reduce youth crime</p>	Work with partners to respond to recommendations arising from the 2016 National Review of Youth Justice to reduce levels of criminogenic need of children who offend.	Youth Offending Service Management Board	Southampton City Council National Probation Service Hampshire Constabulary Southampton Clinical Commissioning Group	Decrease the % of young people who are at a high risk of re-offending according to Asset+ assessments.
	Work with schools and education providers to ensure children who are at risk of offending have access to appropriate and high quality education provision.	Youth Offending Service	Education and Early Years' Service Skills and Development Schools	Improved educational attainment at each key stage for young people who offend.
	Continue to develop a co-ordinated approach with Education Welfare, Families Matter and schools to improve the attendance of children who offend.	Youth Offending Service Management Board	Education and Early Years' Service Skills and Development Schools John Hansard Gallery Wheatsheaf Trust	Improved school attendance levels for children who offend.
	Continue to implement the recommendations of the Health Needs of Young Offenders report to achieve the stated outcomes and new models of delivery, by encouraging partners to commit resource.	Youth Offending Service Management Board	Southampton Clinical Commissioning Group Solent Health Trust Education and Early Years' Service	Increase the % of young people who are accessing health support appropriate to their needs.
	Continue to participate in the Youth Justice Board's Special Educational Needs and Disabilities (SEND) project with partners to develop best practice for working with children with SEND.	Youth Offending Service	Youth Offending Service Families Matter Schools	Improvements in service delivery for young people who offend with SEND.
	Develop and enhance Quality Assurance and Audit arrangements within the team by the introduction of peer auditing and referencing activity to wider stakeholder planning (ie EHCPs, Early Help Assessments etc).	Youth Offending Service/SCC Quality Assurance Service Manager	Youth Offending Service SCC Quality Assurance Service Manager	Proportion of audits that indicate that work is of an 'excellent' standard across a range of different auditing activities.
 <p>Reduce first time entrants to the youth justice system</p>	Review the Southampton Joint Decision Making Panel following feedback from August 2017 HMIP Thematic Inspection to ensure that youth diversion arrangements continue to be robust.	Youth Offending Service	Hampshire Constabulary NHS Liaison and Diversion Service Families Matters	Reduction in first time entrants to Youth Justice System.
	Contribute to the Southampton Gateway Project, to extend the benefits of diversion and out of court disposals for young adults (18 to 24).	Hampshire Constabulary	Youth Offending Service Hampshire Constabulary Families Matters	Reduced offending/re-offending rates of young people aged 18 to 24 year olds who have benefited from an out of court disposal.
	Work collaboratively with Pathways, Looked After Children's Team and Virtual School Head to improve offending and re-offending outcomes for Looked After Children in Southampton.	Youth Offending Service/ Children's Social Care	Youth Offending Service Children's Social Care	Reduce the number of Looked After Children entering the criminal justice system.
	Contribute to the city's ambition to become a Restorative City by further developing restorative practice in schools and with other partners in order to provide innovative, outcome focussed opportunities for children.	Education and early years' service	Youth Offending Service Families Matter Schools	Increase the number of schools working with Youth Offending Service.
	Sell high quality training rooted in areas of Youth Offending Service expertise; particularly restorative practice.	Education and early years' service	Youth Offending Service	Level of income generated by YOS.
	Extend the reach of our arts project and restorative practice offer to benefit more young people and to develop Southampton YOS as a national exemplar of good practice.	Youth Offending Service	John Hansard Gallery Restorative Practice Council	Gaining Platinum 'Artsmark' standard for our arts provision.
 <p>Reduce custody</p>	Continue to work with the West Hampshire Youth Bench to identify and implement alternative approaches to youth custody via deferred sentence strategy.	Youth Offending Service Management Board	West Hampshire Youth Bench	Reduce custody rates by 20%.
	Participate in the South East Region Resettlement Forum to improve outcomes for young people leaving custody.	Youth Offending Service	No Limits Next Steps	Ensure no young people leaving custody go into inappropriate accommodation upon release.
 <p>Reduce re-offending</p>	Ensure that resources are targeted at the most prolific young offenders and those at risk of involvement in serious youth crime by reviewing the Priority Young People scheme with partners.	Youth Offending Service Management Board	Hampshire Constabulary Community Safety Team	Maintain a low re-offending rate. Decrease in serious youth crime and drug distribution. Decrease in violent re-offending.
	Specific focussed management support with practitioners to deliver high quality, integrated intervention planning and co-ordinated step down planning when children exit the service.	Youth Offending Service	Youth Offending Service	All plans quality assured by management team achieve rating of 'good'.
	Develop the case formulation approach to manage the risks and needs of those young people at most risk of re-offending.	Youth Offending Service	Southampton Children and Adolescent Mental Health Service	Reduction of cohort numbers subject to Priority Young People strategy by 20% as a result of reduced re-offending.
	Deliver action plan to improve offending and re-offending outcomes for Looked After Children in Southampton.	Youth Offending Service Management Board	Hampshire Constabulary Children and Families Service	Increase the use of restorative interventions with Looked After Children.

DECISION-MAKER:	CABINET COUNCIL		
SUBJECT:	SAFE CITY STRATEGY 2017-20		
DATE OF DECISION:	20 MARCH 2018 21 MARCH 2018		
REPORT OF:	CABINET MEMBER FOR HEALTH AND COMMUNITY SAFETY		
<u>CONTACT DETAILS</u>			
AUTHOR:	Name:	Felicity Ridgway, Service Lead Policy, Partnerships and Strategic Planning	Tel: 023 8083 3310
	E-mail:	Felicity.ridgway@southampton.gov.uk	
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STATEMENT OF CONFIDENTIALITY		
NOT APPLICABLE		
BRIEF SUMMARY		
<p>There is a legislative requirement for the Safe City Partnership to undertake a Community Safety Strategic Needs Assessment each year, and to review the Safe City Strategy using the evidence from this needs assessment. The 2016/17 Strategic Needs Assessment was published in December 2017.</p> <p>The Safe City Strategy 2017-2020 was approved by Full Council in March 2017. This has now been reviewed against the evidence and recommendations of the Community Safety Strategic Needs Assessment. The strategy has been updated accordingly, and is now presented for approval.</p>		
RECOMMENDATIONS:		
Cabinet	(i)	To consider and recommend to Council the updated Safe City Strategy 2017-20.
Council	(ii)	To approve the updated Safe City Strategy 2017-20.
REASONS FOR REPORT RECOMMENDATIONS		
1.	<p>The Southampton Safe City Strategic Assessment has been used to review and update the data, actions and measures in the Safe City Strategy 2017-20. Undertaking a strategic needs assessment and revising the strategy in light of that evidence ensures that the Safe City Partnership is compliant with its statutory responsibility and there are clear actions to reduce crime and keep the people of Southampton safe.</p>	
ALTERNATIVE OPTIONS CONSIDERED AND REJECTED		

2.	An alternative option is to not update the strategy. However, this would risk the Safe City Partnership not meeting its statutory obligations to formulate and implement, for each relevant period, a strategy for the reduction of crime and disorder in the area. In turn, implementing a strategy with outdated data could negatively impact community safety in the city.
DETAIL (Including consultation carried out)	
	Crime data
3.	The Southampton Safe City Strategic Assessment was published in December 2017. This shows that Southampton continues to have the highest overall crime rate amongst its statistical neighbours at 121.5 crimes per 1,000 population (compared to the national average of 73 per 1,000 population). However, increases in crime can be seen among our neighbouring districts, with Portsmouth's crime rate increasing to 120.6 crimes per 1000 population (previously 105.8 in 2015/16) and Hampshire's increasing by 61.7 per 1000 population (previously 55.5 in 2015/16). The statistics suggest that although Southampton continues to have an increasing crime rate, this is in line with the rate recorded nationally.
4.	The assessment also noted that recorded crimes in Southampton have increased by 13.3%. This mirrors rises of 17.2% and 13.2% in Portsmouth and the Hampshire Constabulary area respectively, and a rise of 10% in police recorded crime reported nationally over the same time period. Previous increases in crime in 2014/15 and 2015/16 were likely to have been driven by changes in recording and reporting practices following the publication of Her Majesty's Inspectorate of Constabulary (HMIC) findings in November 2014. However, changes to crime integrity data have now been in place for over 2 years, suggesting the recorded rise in 2016/17 is likely to be attributable, at least in part, to a real increase in crime. This conclusion is reinforced by a rise in calls for service, as 999 calls are up 6.7% over the previous year's figures, and the volume of 101 calls as risen by 1.3% during the same period.
5.	<p>The Safe City Strategic Needs Assessment identified a number of successes, including:</p> <ul style="list-style-type: none"> • Theft of a motor vehicle has reduced by 26%, from 599 in 2015/16 to 444 in 2016/17. • Threats to kill have reduced by 11%, from 130 in 2015/16 to 116 in 2016/17. • Around 8% (1,726) of offences were identified as involving a vulnerable victim in 2016/17, a large decrease on the 28.5% (4,600) recorded in 2015/16. • The numbers of vulnerable people going missing regularly have reduced significantly though improved partnership working. • There has been a reduction in both the number of road collisions and the number of road casualties. The annual number of collisions fell from 594 in 2015 to 532 in 2016 and the annual number of casualties fell from 681 in 2015 to 650 in 2016. • In 2016/17 First Time Entrants (FTE) to the Youth Justice System fell for the fourth year running; the number of reoffenders also reduced from 342 in 2013/14 to 266 in 2014/15 (latest available data).

6.	<p>However, alongside the overall rise in crime, the Needs Assessment has highlighted a number of challenges for the city:</p> <ul style="list-style-type: none"> • Recorded crime has increased by 13.3% in 2016/17. In the same period, there was a 6.7% increase in calls to emergency services and 1.3% increase in calls to 101 non-emergency. • 121.5 crimes per 1000 population were recorded in Southampton, which is significantly higher than the national average, but similar to Portsmouth, as the other large city within Hampshire Constabulary's area, which recorded 120.6 crimes per 1000 population. • Violent offences in Southampton rose by 14%, from 8340 in 2015/16 to 9544 in 2016/17. • There was a 58% increase in reported serious sexual offences, from 371 in 2015/16 to 585 in 2016/17; this may be partly due to an increase in reporting of historic sexual offences. • There was an 18% increase in reported domestic violent crimes, from 2403 in 2015/16 to 2825 in 2016/17. • There was a 16% increase in non-domestic burglaries, with burglaries from sheds accounting for 31% of the total. • There were around 1,500 incidents of alcohol related violent crime in Southampton in 2016/17, up from 1457 in 2015/16. • Southampton has higher rates of drug related deaths than England, with 6 recorded deaths per 100,000 population between 2014/16, compared to 4 recorded deaths per 100,000 population nationally between 2014/16. • Those committing multiple offences in Southampton were responsible for 62% of all recorded crime. • Outcomes for young offenders are improving, however it is important to continue work to understand pathways into criminality for first time entrants.
	Strategy update
7.	<p>The Safe City Partnership notes the increase in crime across the city as a significant concern, and the strategy sets out the key actions that will be taken to address these challenges. The Safe City Partnership will work closely with the OPCC and Chief Commissioner to ensure partnerships work together to reduce crime, promote public safety and create vibrant, inclusive communities.</p>
8.	<p>The Safe City Partnership has reviewed and updated the actions and measures in the strategy, in response to the recommendations highlighted in the Strategic Needs Assessment. The evidence demonstrates that the Safe City Strategy priorities continue to be key issues for the city and should remain, as follows:</p> <ul style="list-style-type: none"> • Reduce crime, reoffending and anti-social behaviour • Reduce the harm caused by drugs and alcohol • Protecting vulnerable people • Reduce youth crime.
9.	<p>However, some of the actions have been updated to respond to the key issues highlighted in the needs assessment. The key proposed changes to the strategy are:</p> <ul style="list-style-type: none"> • Statistics have been updated to reflect the most recent evidence. • Two new actions have been included for “reducing crime, reoffending

	<p>and anti-social behaviour”. They are “to explore opportunities with business to monitor commercial burglary hotspots across the city” and “to monitor data from a range of sources to better understand violent crime trends”.</p> <ul style="list-style-type: none"> • One action has been removed under “reduce the harm caused by drugs and alcohol”. This was “to ensure single pathways for drug and alcohol treatment services is effective at helping people complete their treatment”, and has been removed due to it being covered by the Drugs and Alcohol Strategies. • One action has been removed under “protecting vulnerable people”. This was “to implement and monitor the Domestic Abuse Improvement Plan”, and has been removed due to this being covered by the Multiagency Domestic and Sexual Abuse Strategy. However, a new action has been included relating to domestic abuse: “to investigate the rates of arrest and charges for domestic violent crime” as recommended in the needs assessment. • One further new action has been added under “protecting vulnerable people”, “to continue to address rough sleeping activity in the city, ensuring strong pathways of support are available for individuals with complex needs”. This was recommended by the needs assessment. • One new action was added under “reduce youth crime”, “to reduce children’s use of weapons and raise awareness with schools and youth groups”. This was highlighted as a priority in the Safe City Strategic Assessment.
10.	The updated strategy was presented and agreed at the Safe City Partnership meeting on 16 th February 2018. The strategy will be monitored by the Safe City Partnership and reviewed again following the publication of the Safe City Strategic Needs Assessment 2017/18 in December 2018.
RESOURCE IMPLICATIONS	
<u>Capital/Revenue</u>	
11.	There are no additional resource requirements arising from the approval of this strategy. The partnership working arrangements aim to ensure that the existing resources from each partner are targeted at the key actions identified.
<u>Property/Other</u>	
12.	None
LEGAL IMPLICATIONS	
<u>Statutory power to undertake proposals in the report:</u>	
13.	Southampton City Council has a statutory responsibility to formulate and implement, for each relevant period, ‘a strategy for the reduction of crime and disorder in the area’ under section 6 of the Crime and Disorder Act 1998 (reinforced in Schedule 9(3) of the Police and Justice Act 2006) .
<u>Other Legal Implications:</u>	
14.	None.
RISK MANAGEMENT IMPLICATIONS	
15.	The strategy responds to the crime risks identified in the Safe City Needs Assessment and any new risks will be managed by the Safe City

	Partnership if they arise.
POLICY FRAMEWORK IMPLICATIONS	
16.	The Crime & Disorder Reduction Strategy (Safe City Strategy) is a requirement within the Policy Framework.

KEY DECISION?	No
WARDS/COMMUNITIES AFFECTED:	All wards
<u>SUPPORTING DOCUMENTATION</u>	
Appendices	
1.	Safe City Strategy 2017-20 (updated)
2.	

Documents In Members' Rooms

1.	Equality and Safety Impact Assessment	
Equality Impact Assessment		
Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.		Yes
Privacy Impact Assessment		
Do the implications/subject of the report require a Privacy Impact Assessment (PIA) to be carried out.		No
Other Background Documents		
Southampton Safe City Strategic Assessment 2016/17 (Southampton Safe City Strategic Assessment) – this can be viewed via the following link: http://www.publichealth.southampton.gov.uk/images/safe-city-strategic-assessment-2016-17-v1.2.pdf		
Other Background documents available for inspection at:		
Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)	
1.	None	





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Southampton Safe City Strategy | 2017-2020

Southampton is a safe city...we are working to make it a safer city

Southampton is a vibrant and diverse city and we are committed to ensuring everyone who lives and works in the city, and those who visit it, can live safe and independent lives. The Safe City Partnership is a group of organisations working together to ensure that Southampton remains a safe city. The Partnership has identified four main priorities for keeping Southampton safe over a three year period. These are reviewed and updated every year to make sure the priorities are based on the latest crime data and intelligence included in the annual Southampton Safe City Strategic Assessment.

Our priorities Why is this important?




 <p>Reduce crime and anti-social behaviour</p>	<p>Recorded crime rates in the city have increased in 2016/17 and residents are also reporting feeling less safe. The Safe City Partnership wants to build on the successful activity taking place across the city to reduce crime and keep people safe. Partners will work together to address crime and anti-social behaviour, reduce reoffending, and contribute towards making Southampton a vibrant and attractive city where people feel safe.</p>
 <p>Reduce the harm caused by drugs and alcohol</p>	<p>The effects of drugs and alcohol can reduce inhibitions, leaving people vulnerable to becoming either a victim or perpetrator of anti-social behaviour, violence, and other crime, as well as having negative impacts on their health. Alcohol remains a key contributing factor in violent crimes and sexual offences. Drug related violence rose by over 60% this year (from 62 in 2015/16 to 101 in 2016/17) and drug offences have risen by 2% (from 708 in 2015/16 to 722 in 2016/17). By helping individuals to make better choices their own health will be improved and levels of crime will be reduced.</p>
 <p>Protecting Vulnerable People</p>	<p>We want to protect vulnerable people to help improve their quality of life, and prevent the growth of criminal behaviour that targets vulnerable people. This includes supporting victims of domestic violence, sexual abuse and vulnerable victims*. 8% (1726) of offences were identified as involving a vulnerable victim in 2016/17.</p>
 <p>Reduce Youth Crime</p>	<p>Reducing youth crime in Southampton will positively impact on everyone living and working in the city. There will be less victims of crime and better outcomes for young people who have previously been involved in criminal activity. The Youth Offending Service has been successful in reducing the number of young offenders (from 79 in 2015/16 to 61 in 2016/17), and continuing this trend remains a priority.</p>

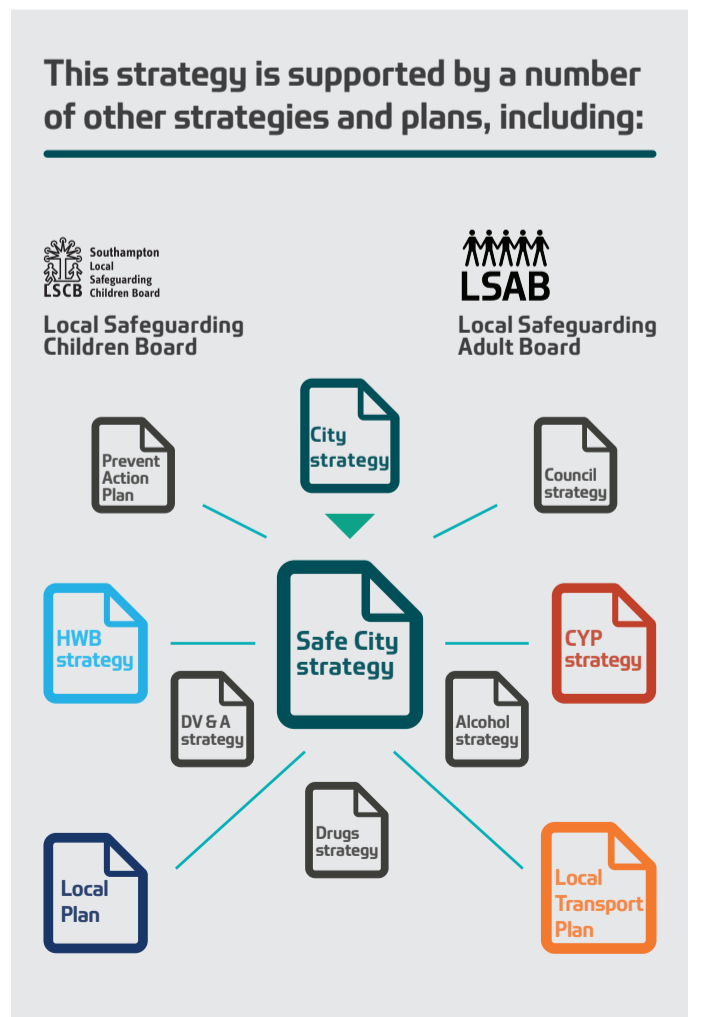
*A vulnerable victim is defined as anyone who is (a) under 18 years of age at the time of the offence, or (b) likely to have the quality of their evidence affected by mental disorders, significant impairments of intelligence and social function or physical disability or disorder.

Some of our successes in 2016/17

<p>26% ↓ Theft of a motor vehicle has reduced by 26%, from 599 in 2015/16 to 444 in 2016/17.</p>	<p>11% ↓ Threats to kill have reduced by 11%, from 130 in 2015/16 to 116 in 2016/17.</p>	<p> There has been a reduction in both the number of road collisions and the number of road casualties. The annual number of collisions fell from 594 in 2015 to 532 in 2016 and the annual number of casualties fell from 681 in 2015 to 650 in 2016.</p>	<p>4th In 2016/17 First Time Entrants (FTE) to the Youth Justice System fell for the fourth year running; the number of reoffenders also reduced from 342 in 2013/14 to 266 in 2014/15 (latest available data).</p>
<p>8% ↓ Around 8% (1726) of offences were identified as involving a vulnerable victim in 2016/17, this is a large decrease on the 28.5% (4,600) recorded in 2015/16.</p>	<p> The numbers of vulnerable people going missing regularly have been reduced significantly though successful partnership working.</p>		

However, there are still some areas of challenge:

<p>121.5 121.5 crimes per 1000 population were recorded in Southampton, which is significantly higher than the national average, but similar to Portsmouth, as the other large city within Hampshire Constabulary's area, which recorded 120.6 crimes per 1000 population.</p>	<p>13.3% ↑ Recorded crime has increased by 13.3% in 2016/17. In the same period, there was a 6.7% increase in calls to emergency services and 1.3% increase in calls to 101 non-emergency.</p>	<p>18% ↑ There was an 18% increase in reported domestic violent crimes, from 2403 in 2015/16 to 2825 in 2016/17.</p>	<p> Outcomes for young offenders are improving, however it is important to continue work to understand pathways into criminality for first time entrants.</p>
<p> Southampton has higher rates of drug related deaths than England, with 6 recorded deaths per 100,000 population between 2014/16, compared to 4 recorded deaths per 100,000 population nationally between 2014/16.</p>	<p>58% ↑ There was a 58% increase in reported serious sexual offences, from 371 in 2015/16 to 585 in 2016/17; this may be partly due to an increase in reporting of historic sexual offences.</p>	<p>62% Those committing multiple offences in Southampton were responsible for 62% of all recorded crime.</p>	<p>14% ↑ Violent offences in Southampton rose by 14%, from 8340 in 2015/16 to 9544 in 2016/17.</p>
		<p> There were around 1,500 incidents of alcohol related violent crime in Southampton in 2016/17, up from 1457 in 2015/16.</p>	<p>16% ↑ There was a 16% increase in non-domestic burglaries, with burglaries from sheds accounting for 31% of the total.</p>



“ What do residents say*? ”

• Most people feel safe in their local area during the day (76%) but this figure falls to 42% at night. This has decrease since 2015, when 91% reported they felt safe during the day, and 52% at night.





• 33% of residents felt that rough sleeping was a very big issue in Southampton.

• 58% of residents felt that begging in the streets was a very big or fairly big problem in Southampton, compared to 37% in 2015.

• 56% thought that dealing or using drugs was a very big or fairly big problem in Southampton, compared to 39% in 2015.

*Southampton Community Safety Survey 2017

? How we are going to make Southampton safer?

Priorities	Key actions	Lead Agency	How we will measure success in March 2020?
 Reduce crime, reoffending and anti-social behaviour	Continue to raise awareness and improve communication to help people understand what they need to do to avoid becoming a victim of crime and encourage reporting focusing on deprived and hard to reach communities/areas.	All	Increased percentage of people in the city who feel safe in their local areas during the day and night
	Continue to engage with the public to identify and respond to issues specific to each neighbourhood area that most significantly impact communities (crime and anti-social behaviour).	Hampshire Constabulary	Decreased recorded anti-social behaviour rate
	Support evidence based approaches to tackle emerging crime patterns and prevent crime, while supporting initiatives in deprived areas.	Hampshire Constabulary	Reduced offending rate
	Support communities to give victims of hate crime the confidence to report incidents, and ensure this crime data is monitored to identify trends.	Hampshire Constabulary	Number of reported hate crimes across the city
	Working collaboratively with the Probation Services to reduce reoffending by improving outcomes for offenders through timely access to substance misuse services, mental health services, diversion services, employment training, family support, accommodation and education opportunities.	Probation Services	Decreased reoffending rate
	Continue to address activity in the city associated with anti-social behaviour through joint working, in order to disrupt and reduce begging and improve awareness through education.	Southampton City Council / Hampshire Constabulary	Reduced numbers of residents reporting street begging as a problem
	Explore opportunities with businesses to monitor commercial burglary hot spots in order to prevent and reduce the number of burglary offences in the city.	Hampshire Constabulary	Reduced number of commercial burglary offences committed
Monitor data from a range of sources in order to better understand violent crime trends.	Hampshire Constabulary	Reduced violent crime rates	
 Reduce the harm caused by drugs and alcohol	Work with the Health and Wellbeing Board to monitor and support the delivery of the Alcohol Strategy to reduce alcohol-related crime, disorder and violence in the city.	All	Decreased number of alcohol related violent crimes being committed
	Implement the Drugs Strategy, focusing on prevention, treatment and enforcement, working to reduce drug related deaths and the impact of drug related litter.	Hampshire Constabulary	Reduced number of drug offences across the city.
	Maintain operations to safeguard vulnerable people against drugs activity and associated crime.	Hampshire Constabulary	Increased numbers of people safeguarded via Operation Fortify
 Protecting vulnerable people	Work collaboratively with Public Health and the Domestic and Sexual Abuse Strategic Group to implement the Multiagency Domestic and Sexual Abuse Strategy 2017-20.	Southampton City Council	Reduced number of High Risk Domestic Abuse (HRDA) cases recorded
	Investigate the rate of arrests and charges for domestic violent crime and review practices and officer training if necessary to ensure the most effective method of reducing Domestic and Sexual Abuse in the city.	Hampshire Constabulary	Increased proportion of recorded incidents of domestic related violence resulting in arrest and criminal charges
	Ensure there are appropriate referral routes in place to programmes for perpetrators of domestic violence and abuse.	Probation Services	Increased number of identified perpetrators of domestic abuse engaged in and completing programmes or interventions
	Encourage increased reporting and sharing of local intelligence related to Modern Day Slavery, Harmful Practices, those Missing, Exploited or Trafficked, Domestic Violence and Abuse to better understand the extent of these crimes and increase learning regarding intervention and safeguarding.	Hampshire Constabulary	Decreased Missing Exploited or Trafficked cases
	Enhance support to identified vulnerable people through health and safety community projects and work to build community resilience.	Hampshire Fire and Rescue Service	Increased number of people supported by HFRS projects
	Continue to support the counter extremism and Prevent agenda and maintain routes for safeguarding people at risk of radicalisation.	Prevent Working Group	Number of referrals to Channel Panel (South East Region)
	Continue to address rough sleeping activity within the city, ensuring strong pathways of support are available for vulnerable and high risk individuals with complex needs.	All	Reduced numbers of rough sleepers
 Reduce youth crime	Work together to ensure that families of children who offend have support, prioritising resources for the most high risk offenders.	Youth Offending Service	Increased numbers of families turned around through Families Matter programme
	Promote child-friendly restorative practises, working with partners and schools to achieve our ambition of becoming a restorative city.	Youth Offending Service	Increased number of schools and agencies adopting Restorative Practices
	Monitor reoffending rates for young people, prioritising resources at those assessed as the most high risk and high need young offenders in the city.	Youth Offending Service	Reduced reoffending rates for young people
	Work collaboratively to reduce children's use of weapons and raise awareness with schools and youth groups.	Youth Offending Service	Reduced weapon related incidents in schools

DECISION-MAKER:	CABINET		
SUBJECT:	APPROVAL TO PROCURE WATER CONTRACT FOR COUNCIL COMMERCIAL BUILDINGS AND SERVICES		
DATE OF DECISION:	20 MARCH 2018		
REPORT OF:	CABINET MEMBER FOR SUSTAINABLE LIVING		
<u>CONTACT DETAILS</u>			
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STATEMENT OF CONFIDENTIALITY	
Not applicable.	
BRIEF SUMMARY	
The water market in England was deregulated in April 2017.	
Southern Water, Southampton City Council's (SCC) regional water supplier, has exited from the retail water market and SCC are now required to comply with Public Contracts Regulations 2015 by contracting with a retail supplier.	
It is proposed that SCC take part in a joint procurement with 36 other local authorities within our existing London Energy Project (LEP) membership, and award the contract to the preferred bidder for water, following a compliant procurement process, to enable SCC to comply with regulation and benefit from improved contract terms.	
RECOMMENDATIONS:	
(i)	To approve the joint procurement of water through the Crown Commercial Services (CCS) Framework for Water, Wastewater and Ancillary Services, the mini tender to be managed by Yorkshire Purchasing Organisation (YPO), to appoint a single water retailer to meet LEP member authorities' business requirements. YPO is a Central Procurement Body (CPB), publicly owned by 13 local authorities.
(ii)	To delegate authority to the Associate Director, Capital Assets, to enter into a Memorandum of Understanding with YPO to manage the mini-competition to procure a water retailer through the CCS Water, Wastewater and Ancillary Services Framework.
(iii)	To endorse the awarding of a new water retail contract by YPO on the most economically advantageous terms Assessed on the basis of quality (55%) and price (45%) for a period of two years with the option to extend for a further two years and that any extension should enable the impact of water price review to be taken into account.
(iv)	To authorise the Associate Director, Capital Assets on Consultation

		with the Service Director, Legal & Governance, to finalise any specific terms of the contract with the preferred bidder, award and enter into the call off contract under the framework agreement, and do all things necessary to facilitate the execution, implementation and operation of the contract, including any extension agreement to comply with the Authority's agreed procurement and management strategy.
	(v)	To endorse the use of the London Energy Project Team to manage supplier performance and service development to deliver services in line with London Energy Project authorities' collective business requirements post award to maximise benefits.

REASONS FOR REPORT RECOMMENDATIONS

1.	The water market in England was deregulated in April 2017. Southern Water, the regional water supplier prior to April 2017, exited from the retail water market to focus on wholesale supply only. This meant that they will no longer directly supply water to SCC commercial sites and the council will therefore need to procure a new water supply.
2.	Compliance with Public Contract Regulations (PCR) 2015 is required; Cabinet Office guidance suggests that a competitive process should have been followed by April 2018. The newly deregulated market offers minimal savings opportunities and the most economically advantageous approach is to collaborate with other authorities.
3.	The intention is to appoint a single water and waste water retailer to meet business requirements for back-office and water efficiency products and services, with each London Energy Project authority having a separate contract.
4.	On behalf of local and other public sector authorities, the London Energy Project, of which Southampton City Council is a member, will co-ordinate a mini-competition to access a call-off contract(s) through the Crown Commercial Services (CCS) Framework for Water, Wastewater and Ancillary Services.
5.	The opportunity for water supply cost savings in the first three years of deregulation to 2020 are minimal as market costs are defined until 2020. Therefore, we have assessed the above as the cheapest, least resource intensive route to compliant procurement.

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

6.	Do Nothing - The option of doing nothing has not been considered, since PCR 2015 dictates that authorities will be required to conduct a competitive process to select a retailer for water and waste water services.
7.	Individual Authority Tender and/or CPB Framework Mini-Competition. A CPB is a contracting authority which acquires goods or services intended for one or more contracting authorities. The option of SCC conducting its own tender or mini-competition is not recommended because the risks and costs of tender, including use of staff resources to write the service specification and conduct the tender are not commensurate with potential benefits of retailer service

	efficiencies and savings; authorities have very few bespoke or unique business/service requirements; and retailers are unlikely to offer as attractive a price, service or enhancements for individuals as they would for the group.
DETAIL (Including consultation carried out)	
8.	Water deregulation, which only affects non domestic services, aims to introduce competition into the market place to encourage improvement and innovation of products and services and better value for money for the customer. Water suppliers (wholesalers) will sell water and waste water supplies/services to licensed retailers. These elements can be contracted separately or through a single retailer who will package these services to include billing, payment and customer services, along with other products such as water efficiency advice, leak detection, advanced metering etc. The value of the retail service is on average 7% of the overall water and waste water contract value.
9.	London Energy Project is a group of 36 authorities (primarily in London) that together spends approx. £0.5billion annually on energy and water. The group's principal purpose is to use the authorities' combined spending power to minimise risk; reduce procurement, contract operation and back-office costs and achieve better commercial outcomes.
10.	LEP's work programme is coordinated and managed by a shared intelligent client team hosted by Haringey Council, which operates on a cost-recovery only basis under collective authority-led governance. LEP is able to maintain its independent, market-neutral position through direct member authority contributions.
11.	The LEP Team managed a pre-market engagement programme with over 60 authority stakeholders, 3 Central Purchasing Bodies (CPBs) (public sector buying organisations) and 5 water retailers to establish what products, services and innovation are available within the retail market, whether these will meet local authority multi-site business requirements, how to best attract market interest and obtain competitive pricing and whether a pan-LEP water retailer contract will provide authorities with better value and the opportunity to develop and shape this market.
12.	<p>Pan London Energy Project Contracting Options - The recommended option is for the LEP Team to manage (at no additional cost) a pan-LEP mini competition for all LEP members to access a single retailer through a single CPB framework. This is because a CPB framework for water provides a reasonable route to market at an affordable price for service and that LEP staff resources are more effectively used to support fit for purpose service specification and retailer evaluation, i.e. deploying LEP resources to conduct a full tender exercise adds costs and delivers little additional benefits. The key reasons for this are:</p> <ul style="list-style-type: none"> the pan-LEP aggregated customer base is both extremely attractive and prestigious. this means retailers are more likely to respond with high quality, well priced bids with services that meet LEP business requirements and provide us greater influence and leverage in the retail business to design efficient delivery models and added value services;

	<ul style="list-style-type: none"> • the resource any CPB can afford to dedicate to a large aggregated tender is greater than to individual authority requirements; • a single retailer for water would not restrict market competition and will deliver greater benefits than multiple retailers, for example a dedicated customer service management function, technology deployment trials, flood and drought protection support services and subsequently improved strategic supplier and contract management, by the LEP Team for LEP authorities • most of our collective requirements can be met, however, retailers have vastly differing capabilities in core business functions, such as consolidated billing and online portfolio, account and query management platforms, these aspects must therefore be tested as part of the mini-competition process and the quality/price ratio must be appropriate for the competitive price differential vs potential for savings through efficiency gains; and, • the LEP team will manage the service specification and mini-competition evaluation process, releasing individual authority resources and post contract award, oversee pre-contract set-up and manage the strategic retailer relationship.
13.	<p>The conclusions are that a single water and waste water retail service provider for all LEP member authorities will deliver better outcomes for everyone.</p> <p>This will enable:</p> <ul style="list-style-type: none"> • an authority focussed service specification with clear service level agreements and key performance indicators; • improved terms and conditions and the potential for enhancements, such as a dedicated LEP customer services and account management provided by the retailer at no additional cost; • enhanced services, such as technology deployment trials; and • the CPB being able to offer greater resource to the procurement and contract because of the single LEP approach and value.
RESOURCE IMPLICATIONS	
<u>Revenue</u>	
14.	Estimated contract value is £1.9 million, which is based on a 4 year term with an estimated annual spend of £490k.
15.	It is estimated that only 7% of the total water cost is made up of the existing de-regulated retail element portion of the bill. The remaining 93% of the costs are covered by the deemed regulated service delivered by Southern Water. Therefore, only a small proportion of 7% of the existing water cost can be looked at to make any savings. Market research suggest that estimated savings are expected to be in the region of 1% of this water retail margin. This means that SCC would likely see savings of £340 per annum – which equates to £1,360 over the 4 year period; however, due to the fledgling nature of the market, these savings are likely to increase post 2020. Other than a small amount of officer time there is no cost to SCC to run this procurement route as it is covered by our existing membership of the London Energy Project.

16.	The above contract value covers all SCC sites water costs and is paid directly by each site budget and cost centres, which includes retained schools where required.
<u>Property/Other</u>	
17.	Water supply and disposal of wastewater is an essential requirement of all occupied property.
LEGAL IMPLICATIONS	
<u>Statutory power to undertake proposals in the report:</u>	
18.	Section 1 of the Localism Act 2011. There is a requirement in both the Public Contracts Regulations (PCR) and the Council's Contract Procedure Rules (CPR) for the Council to comply with EU procurement regimes when procuring water and waste water.
19.	Compliance is achieved via the YPO (the Central Purchasing Body) Water and Wastewater Procurement and Supply framework.
20.	All the regulatory requirements on the Council to tender for the energy supply have been complied with.
<u>Other Legal Implications:</u>	
21.	None
RISK MANAGEMENT IMPLICATIONS	
22.	The recommendations present minimal risk to service delivery and will ensure compliance with procurement regulations.
23.	Risks associated to service delivery, post contract award, will be managed in partnership with the London Energy Project (LEP) under a supplier relationship management process.
POLICY FRAMEWORK IMPLICATIONS	
24.	The proposals support the Council's policy framework.

KEY DECISION?	Yes
WARDS/COMMUNITIES AFFECTED:	All
<u>SUPPORTING DOCUMENTATION</u>	
Appendices	
1.	None
Documents In Members' Rooms	
1.	None
Equality Impact Assessment	
Do the implications/subject of the report require an Equality and	No

Safety Impact Assessment (ESIA) to be carried out.		
Privacy Impact Assessment		
Do the implications/subject of the report require a Privacy Impact Assessment (PIA) to be carried out.		No
Other Background Documents Other Background documents available for inspection at:		
Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)	
1.		
2.		

DECISION-MAKER:	CABINET		
SUBJECT:	CHANGES TO EXISTING REVENUE AND CAPITAL BUDGET		
DATE OF DECISION:	20 MARCH 2018		
REPORT OF:	CABINET MEMBER FOR FINANCE		
<u>CONTACT DETAILS</u>			
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Director	Name:	Mel Creighton	Tel: 023 8083 4897
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STATEMENT OF CONFIDENTIALITY

NOT APPLICABLE

BRIEF SUMMARY

The purpose of this report is to inform Cabinet of changes in the overall General Fund and Housing Revenue Account (HRA) capital programme for the period 2017/18 to 2021/22. The report details £3.45M of additions to the General Fund capital programme.

RECOMMENDATIONS:

It is recommended that Cabinet:

	(i)	Approve the addition of £0.41M to the Education & Children's Social Care programme and approval to spend £0.41M as detailed in paragraph 4.
	(ii)	Approve the addition of £0.04M to the Environment and Transport - City Services programme and approval to spend £0.04M as detailed in paragraph 6.
	(iii)	Note the addition of £3.00M to the Housing & Adult Social Care programme for which approval will be sought as part of the capital outturn report which will be presented to Council in July 2018, as detailed in paragraph 7.

REASONS FOR REPORT RECOMMENDATIONS

1.	The capital programme is reviewed on a quarterly basis in accordance with the Council's Capital Strategy. The forecast position is reported to the Council Capital Board with any required programme update reported to Cabinet and Council for approval. This is required to enable schemes in the programme to proceed and to approve additions and changes to the programme.
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ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

2.	Changes to the capital programme are undertaken within the resource constraints imposed on it. No new schemes can be added unless specific additional resources are identified. Alternative options for new capital
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spending are considered as part of the budget setting process in the light of the funding available and the overall financial position.

DETAIL (Including consultation carried out)

CONSULTATION

3. Service Directors, Service Leads and Project Managers have been consulted in preparing the reasons for variations contained in this report. Each addition below has been subject to the relevant consultation process which reflects the role played by Council Capital Board. The content of this report has been subject to consultation with Finance Business Partners for each service.

Education & Childrens Social Care

4. Bitterne Park Autism Resource Base (ARB) (Addition of £0.41M in 2018/19)
 Refurbishment is required of an independent building at Bitterne Park School to accommodate a thirty-six place Autism Resource Base, (ARB) at maximum capacity. The facility will reduce the demand for Out of City Placements for Secondary Age Children with High End Autistic needs by building capacity within the City. The facility will be managed, staffed and operated by Great Oaks School in partnership with Bitterne Park School. Approval is sought for the addition of £0.41M to the existing project within the Education & Children’s Social Care programme in 2018/19 and approval to spend £0.41M. This will be fully funded by government grant.

5. The revenue implications based on the per place funding of £10,000 per child would be in the region of £0.36M per year, (place funding has been requested from Education Funding Agency) and an additional £0.05M per year on-going revenue costs associated with the building (to be met from existing budgets), totalling £0.41M per year.

	2018/19	2019/20	2020/21	2021/22	2022/23
	£M	£M	£M	£M	£M
Cost	0.25	0.35	0.41	0.41	0.41

Additionally it is expected that cost reduction savings will be achieved from high cost out of city placements, in the region of £0.90M in the longer term.

E&T - City Services

6. Southampton Common Play Area (Addition of £0.04M in 2017/18)
 In November 2015, Cabinet considered a number of options for the upgrade of the Common play area, and subsequently agreed to the expenditure of £0.50m on a new play area to replace the existing facilities. The play area was recently installed, and since it has opened, it has become clear that due to the popularity of the play area, there are areas which are taking more wear and tear than others. This has resulted in areas of muddy and worn ground which is often slippery and could become a health and safety risk. Approval is being sought to surface the worn areas with a resin bonded shredded tyre surfacing as per other areas of the site, and to upgrade some of the newly installed equipment area to mitigate the health and safety risks, prior to the heavy usage expected with the Easter Holidays at the beginning of April. The cost of the works to be undertaken is £0.04M, therefore

	approval is sought for the addition of £0.04M to the existing project within the E&T City Services programme in 2017/18 and approval to spend £0.04M. The works are to be funded from S106 contributions.
	<u>Housing & Adult Social Care</u>
7.	<p><u>Modular Housing (Addition of £3.00M in 2019/20)</u></p> <p>Upscaling the adoption of off-site construction technologies in housing delivery is now widely considered to be significant in addressing the skills challenges faced in the construction industry and in delivering better quality homes at a faster pace. It also has the potential to help address social issues such as fuel poverty through the provision of better insulated homes that require less energy to heat. The proposal is to invest in setting up an off-site manufacturing facility in Southampton with the initial aim of meeting the development and regeneration needs of Southampton City Council and partner housing associations but with the potential to expand quickly across the Solent region and potentially beyond.</p> <p>The overall proposal is to co-invest £6.00M in the form of equity in a newly formed company, split equally between the Solent LEP (£3.00M) and Southampton City Council (£3.00M). Further start up investment is being sought from the Homes & Communities Agency (HCA) through the Accelerating Construction Programme.</p> <p>Approval for the scheme will be requested as part of the capital outturn report which will be presented to Council in July 2018.</p> <p>This scheme will be funded from council resources, and represent an over programming until the announcement of resources for the Secondary School Expansion are received.</p>
RESOURCE IMPLICATIONS	
<u>Capital/Revenue</u>	
8.	This report principally deals with capital and the implications are set out in the main body of the report. However, the revenue implications arising from borrowing to support the capital programme are considered as part of the General Fund revenue budget. In addition any revenue consequences arising from new capital schemes are considered as part of the approval process for each individual scheme.
<u>Property/Other</u>	
9.	There are no specific property implications arising from this report other than the schemes already referred to within the main body of the report.
LEGAL IMPLICATIONS	
<u>Statutory power to undertake proposals in the report:</u>	
10.	Financial reporting is consistent with the Chief Financial Officer's duty to ensure good financial administration within the Council. The Capital Programme update is prepared in accordance with the Local Government Acts 1972 – 2003.
<u>Other Legal Implications:</u>	
11.	None directly, but in preparing this report, the Council has had regard to the Human Rights Act 1998, the Equality Act 2010, the duty to achieve best value and statutory guidance issued associated with that, and other associated

	legislation.
RISK MANAGEMENT IMPLICATIONS	
12.	None.
POLICY FRAMEWORK IMPLICATIONS	
13.	The update of the Capital Programme forms part of the overall Budget Strategy of the Council.

KEY DECISION?	Yes/No
WARDS/COMMUNITIES AFFECTED:	NONE
<u>SUPPORTING DOCUMENTATION</u>	
Appendices	
1.	None
Documents In Members' Rooms	
1.	None
2.	
Equality Impact Assessment	
Do the implications/subject of the report require an Equality and Safety Impact Assessments (ESIA) to be carried out.	No
Privacy Impact Assessment	
Do the implications/subject of the report require a Privacy Impact Assessment (PIA) to be carried out.	No
Other Background Documents	
Equality Impact Assessment and Other Background documents available for inspection at:	
Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)
1.	
2.	

DECISION-MAKER:	CABINET		
SUBJECT:	THE PROPOSED DISPOSAL OF FOUR SURPLUS SITES TO ACCELERATE THE PROVISION OF AFFORDABLE HOMES IN THE CITY.		
DATE OF DECISION:	20 MARCH 2018		
REPORT OF:	LEADER OF THE COUNCIL		
<u>CONTACT DETAILS</u>			
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Director	Name:	Mike Harris	Tel: 023 8083 2882
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STATEMENT OF CONFIDENTIALITY	
None.	
BRIEF SUMMARY	
<p>This report seeks approval of the sale of the Council’s land on four sites to enable the redevelopment of the sites principally for new affordable homes. The four sites are the:</p> <ul style="list-style-type: none"> • former Brownhill House Care Home, Lower Brownhill Road, Lordshill • former Lordshill Housing Office, Lordshill Centre East, Lordshill • former Lordshill Community Centre, Andromeda Road, Lordshill • former Oaklands Community School, Fairisle Road, Lordshill 	
RECOMMENDATIONS:	
(i)	<p>To approve the disposals of the following sites</p> <ul style="list-style-type: none"> • former Brownhill House Care Home • former Lordshill Housing Office • former Lordshill Community Centre • former Oaklands Community School <p>On a leasehold or freehold basis at less than Best Consideration where appropriate and that the disposals will contribute to the promotion or improvement of the economic, social and environmental wellbeing of the area.</p>
(ii)	<p>To delegate authority to the Associate Director – Capital Assets following consultation with the Leader of the Council, the Service Director Finance and Commercialisation and the Service Director Legal and Governance to agree detailed terms and conditions and to take any other actions required to give effect to this decision.</p>
REASONS FOR REPORT RECOMMENDATIONS	
1.	To facilitate the development of new homes in the city.
ALTERNATIVE OPTIONS CONSIDERED AND REJECTED	
2.	Do nothing, this would leave these sites undeveloped and incurring cost to the

	authority in relation to security and maintenance.
3.	Market these sites to private developers which would (if attractive) result in proposals that would only be required to be policy compliant in terms of affordable housing provision (35%). Ultimately affordable housing may also still not be provided if the inclusion were to undermine the financial viability of the scheme.
DETAIL (Including consultation carried out)	
4.	This report sets out proposals to take proactive action to address the current failure of the market to deliver sufficient affordable homes within the city. There has been a significant reduction in the number of new affordable homes completed in recent years. In 2014/15 there were over 400 new homes completed in 2015/16 this reduced to 204 and 156 in 2016/17. There are currently predicted to be 33 new affordable home completed in 2017/18. Limited government funding for Affordable Housing in recent years and increasing viability challenges by developers are the main contributing factors. The issue is common to most councils and it is therefore proposed to use council owned sites to help accelerate the delivery of affordable homes in the city.
5.	The Brownhill House site in Lower Brownhill Road has been surplus to requirements since the closure of the care home. Initial expressions of interest were sought from registered providers to provide housing on the site. This process which included evaluation of the indicative plans, financial offer and deliverability has resulted in Sovereign being selected as the preferred partner. Heads of Terms have now been agreed with Sovereign and a public consultation event took place in November 2017 on their proposals for the site. Sovereign's architects are now in the process of preparing planning application drawings for a scheme which should deliver 29 properties. The scheme will deliver 100% affordable homes, a mix of shared ownership and affordable rented. There is therefore a strong case for the disposal of the land at less than best consideration.
6.	The former Lordshill Housing Office site in Lordshill Centre East, Lordshill and the former Lordshill Community Centre site in Andromeda Road in Lordshill became surplus to service requirements. The Community Association has relocated to a new venue (a former youth centre) adjacent to the Oakland's Community Pool. The two sites were offered together to Housing Association Partners and expressions of interest received in June 2017. A preferred Housing Association partner has now been identified and whilst detailed plans are currently being finalised it is expected that the sites will deliver circa 48 homes. Again it is expected that the site will comprise 100% affordable homes with a mix of shared ownership and affordable rented properties. There is therefore a strong case for the disposal of the land at less than best consideration.
7.	The former Oaklands Secondary School site which is accessed directly from Fairisle Road, Lordshill has a gross area of 3.14 hectares. The site has been vacant since the opening of the Lordshill Academy and was subsequently demolished for health and safety reasons.
8.	The city council developed a scheme for the site and applied for outline planning permission for 103 dwellings at a residential density of 33 dwellings per hectare. All matters, with the exception of external appearance secured

	planning approval, the scheme will consist of a mix of two and three story blocks with pitched roofs. The scheme which secured planning approval proposed 35% affordable housing which is compliant with Policy CS15 and 43% of the dwellings met the definition family dwellings by providing at least 3 bedrooms and a private garden. The policy CS16 requires a minimum of 30% family housing.
9.	Outline terms have been agreed which will see the 103 homes being developed as per the planning approval, and an agreement with a developer and finance company which will result in the council owning the majority of the properties on the site after a 40 year period. The homes will be a mix of affordable and market rent and it is expected that approximately 50% of the homes will be available for affordable rent. After a 40 year period the Council will have the option to acquire the homes for a nominal sum. Because this scheme should deliver a high level of affordable homes it creates a strong case for the disposal of the land at less than best consideration.
10	The Council is working with Homes England to secure funding for the site under the government's Accelerated Construction Programme. Homes England are carrying out diligence on the site and if funding is approved this would support the development of the site as a pilot for Modern Methods of Construction.

RESOURCE IMPLICATIONS

Capital/Revenue

11	It is proposed that the sites in this report are sold at less than best consideration in order to accelerate the delivery of affordable homes in the city. The financial terms for the proposed deals are still to be agreed but the sale of these site will deliver capital receipts to the Council. Once the developments are completed they will provide eligible housing for the current New Homes Bonus scheme, which would increase grant income for a short period after completion, and also generate revenue income from Council Tax over the life of the properties.
12.	The funding model for the Oakland's School Site will provide rental income throughout the life of the lease and give the Council the opportunity to purchase a the property for a nominal value on completion of the lease in 40 years.

Property/Other

12.	The sale of surplus Council land for development is consistent with the Council's Corporate Property Strategy.
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LEGAL IMPLICATIONS

Statutory power to undertake proposals in the report:

13.	The Power for the Council to dispose of a property is provided by Section 123 of the Local Government Act 1972. The General Disposal Consent (England) 2003 allows Local Authorities to dispose of land at less than best consideration where the authority considers it will contribute to the promotion or improvement of economic, social, or environmental well-being of an area and the undervalue is less than £2 million.
-----	--

Other Legal Implications:

14.	
RISK MANAGEMENT IMPLICATIONS	
15.	In general the council's main objective for these sites is to secure the maximum number of affordable homes. There is a risk that the council is unable to conclude the sale agreements with companies to develop affordable homes on these sites but significant progress has been made.
16.	In the case of Brownhill House, Andromeda Road and the Lordshill Housing Office there will be a contract for the sale of the land which will state that the site is being disposed of for the purposes of affordable housing. There will be a restrictive covenant that will seek to prevent the units from being let or sold as market units. Whilst there are risks, these sites will be sold to the councils Registered Housing Association Partners and it will be in their commercial interest to progress the completion of the homes, they will risk loss of Homes England funding towards the development if they fail to complete the development.
17.	In the case of the former Oakland's Community School site, there is a need for progress to be made as the planning permission expires in October 2018 and it would be a significant disadvantage not to be able to benefit from the planning approval.
POLICY FRAMEWORK IMPLICATIONS	
18.	These proposals will help deliver new homes including affordable homes in line with the Southampton City Council Housing Strategy 2016-2025, they will also contribute towards the targets in the Core Strategy. The Southampton City Council Core Strategy Adopted version January 2010 in policy CS4 outlines the target to provide an additional 16,300 homes to be provided between 2006 and 2026. The Planning Authority monitoring report April 2015 – March 2016 says that the target of 16,300 homes will be replaced with 19,450 homes needed between 2011 -2034 in the New Emerging Local Plan.
19.	The former Oaklands School site and the former Lordshill Housing Office site are both included in the Strategic Housing Land Availability Assessment (March 2013). The purpose of the SHLAA is to: <ul style="list-style-type: none"> • Identify sites with potential for housing • Assess how many houses/flats might be developed on a site • Assess when they are likely to be developed

KEY DECISION?	Yes
WARDS/COMMUNITIES AFFECTED:	Coxford and Redbridge
<u>SUPPORTING DOCUMENTATION</u>	
Appendices	Page 182

1.	Plan – Former Brownhill House Care Home Site
2.	Plan – Former Lordshill Housing Office Site
3.	Plan – Former Oaklands School Site
4.	Plan – Former Lordshill Community Centre Site

Documents In Members' Rooms

1.	Equality and Safety Impact Assessment
2.	

Equality Impact Assessment

Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.	Yes
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Privacy Impact Assessment

Do the implications/subject of the report require a Privacy Impact Assessment (PIA) to be carried out.	No
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Other Background Documents



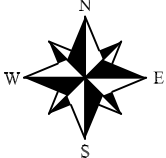
Other Background documents available for inspection at:

Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)
1.	
2.	

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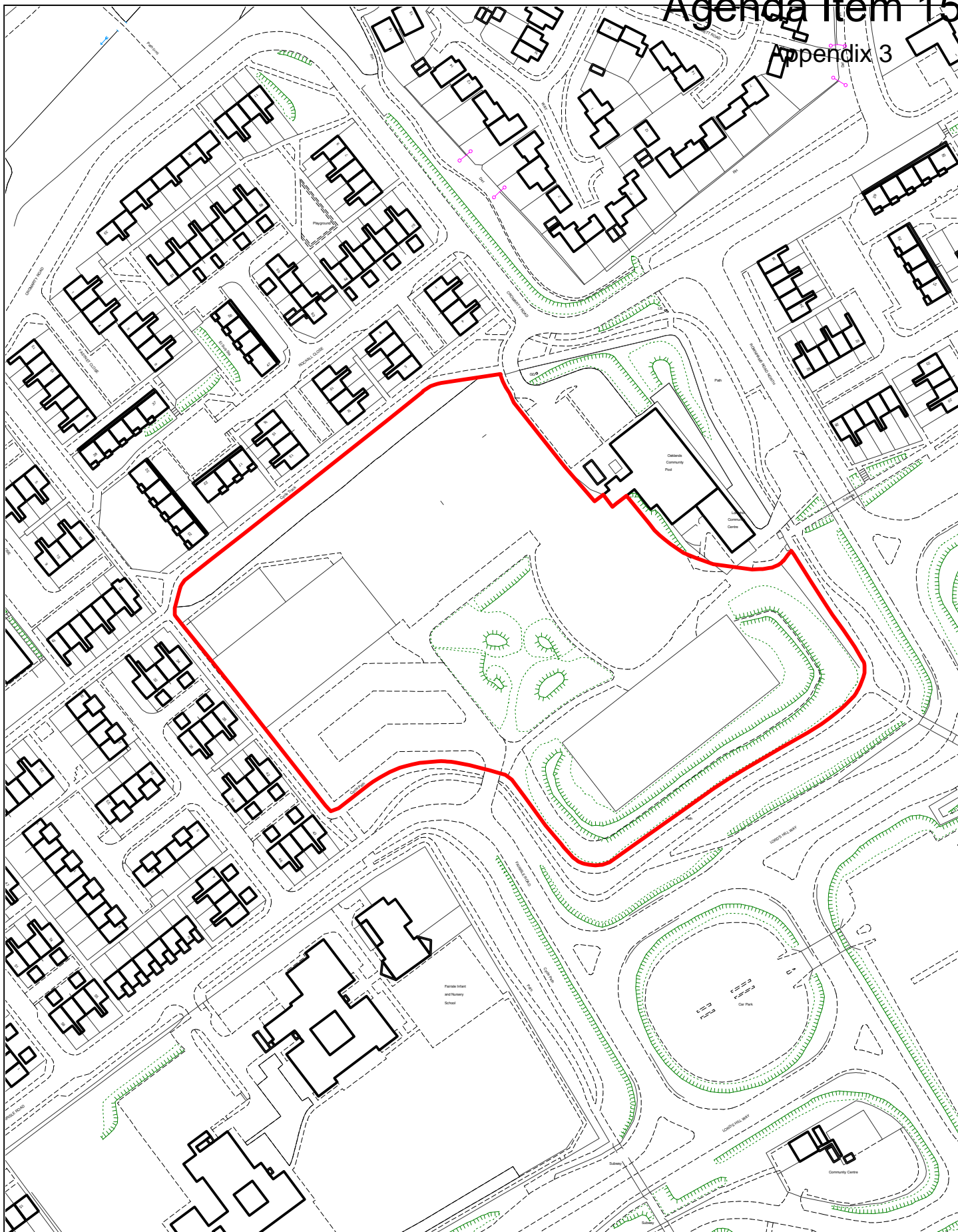


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 <p>CAPITA CAPITA Property Services One Guildhall Square, Above Bar Street Southampton, SO14 7FP. www.capita.co.uk</p>	<p>Plan No V3719</p>	<p>Title Brownhill House Lower Brownhill Road Page 185</p>		

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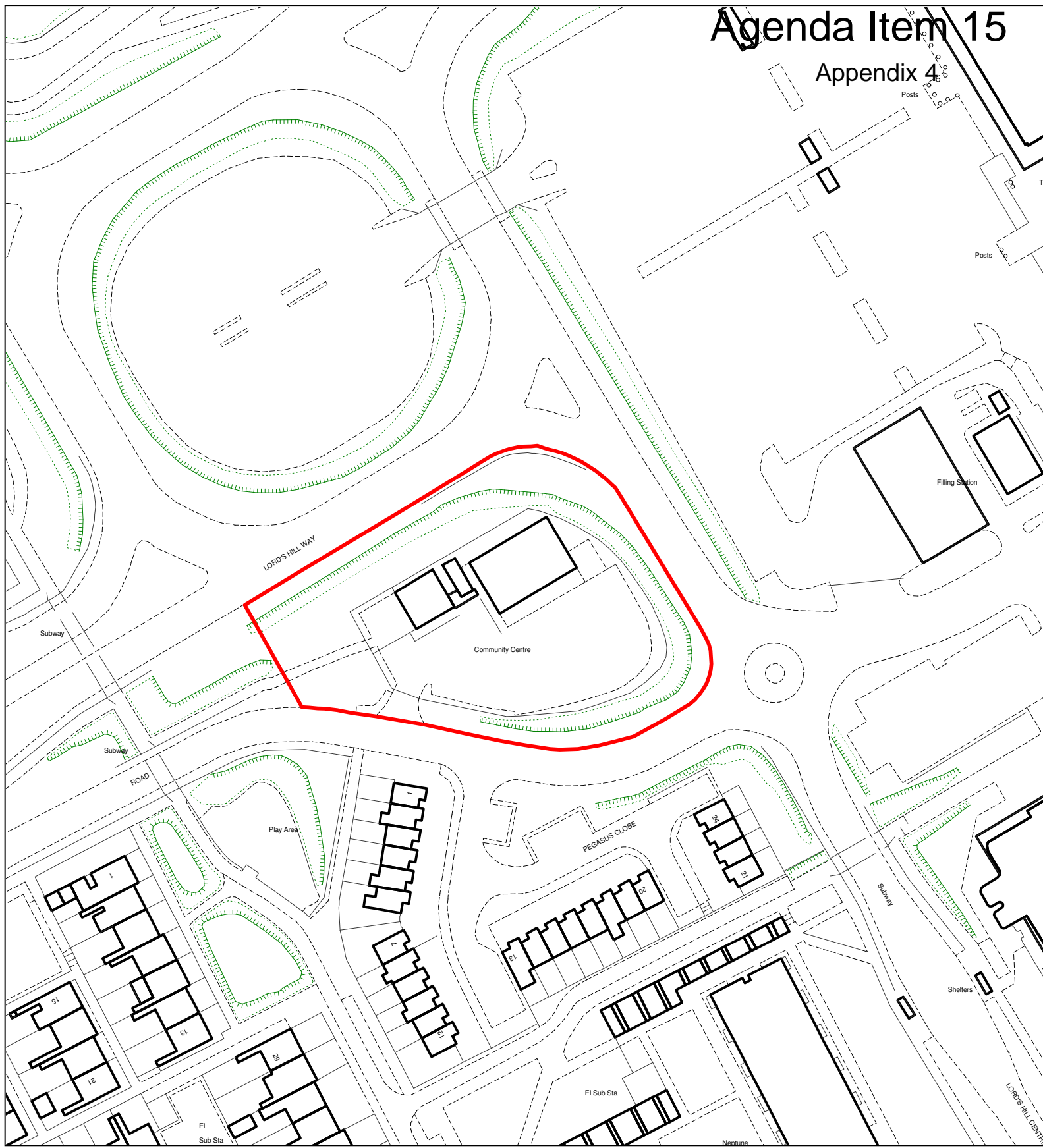
06/09/17

Plan No

Page 189
Site of Oaklands School



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CAPITAL ASSETS 3rd Floor, One Guildhall Square, Above Bar Street, Southampton. SO14 7FP		SCALE 1:1000	DATE 02/03/2018
Plan No V7404	Page 191 Former Lordshill Community Centre, Andromeda Road		

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