

# Public Document Pack

## Cabinet

Tuesday, 16th October, 2018  
at 4.30 pm

### **PLEASE NOTE TIME OF MEETING**

Council Chamber - Civic Centre

This meeting is open to the public

#### **Members**

Leader and Clean Growth & Development –  
Councillor Hammond  
Adult Care - Councillor Fielker  
Aspiration, Schools & Lifelong Learning –  
Councillor Paffey  
Children & Families - Councillor Jordan  
Community Wellbeing – Councillor Shields  
Finance & Customer Experience - Councillor Chaloner  
Green City – Councillor Leggett  
Homes & Culture - Councillor Kaur  
Transport & Public Realm - Councillor Rayment

(QUORUM – 3)

#### **Contacts**

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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](http://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](http://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)**

<b>2018</b>	<b>2019</b>
19 June	15 January
17 July	12 February <b>(Budget)</b>
21 August	19 February
18 September	19 March
16 October	16 April
20 November	
18 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 - 4)

Record of the decision making held on 18<sup>th</sup> September, 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 CONSULTATION ON THE PROPOSED CREATION OF A NEW COMBINED FIRE AUTHORITY FOR HAMPSHIRE, ISLE OF WIGHT, PORTSMOUTH AND SOUTHAMPTON (Pages 5 - 30)

To consider the report of the Leader of the Council, Clean Growth and Development outlining the Hampshire Fire and Rescue Authority consultation on the proposed creation of a new Combined Fire Authority for Hampshire, Isle of Wight, Portsmouth and Southampton.

**9 ACCEPTANCE OF EUROPEAN SOCIAL FUNDING FOR THE DELIVERY OF A SOLENT APPRENTICESHIP HUB □ (Pages 31 - 40)**

To consider the report of the Cabinet Member for Aspiration, Schools and Lifelong Learning, recommending acceptance of a grant of £1million from the European Social Fund to develop and deliver an Apprenticeship Hub. The Hub aims to increase quantity and quality of apprenticeship training across the Solent area to meet the skills needs of local employers and upskill the local workforce.

**10 MEDIUM TERM FINANCIAL STRATEGY UPDATE 2018/19 TO 2022/23 (Pages 41 - 114)**

To consider the report of Cabinet Member for Finance and Customer Experience detailing the current MTFs assumptions, seeking approval for consultation on budget proposals and the necessary delegations to enable the proposals to take effect.

NOTE: This report is submitted for consideration as a general exception under paragraph 15 of the Access to Information procedure Rules in Part 4 of the Council's Constitution, notice having been given to the Chair of Overview and Scrutiny Management Committee and the public.

The matter requires a decision in order to enable full consultation, where relevant, of the proposals set out in this report to ensure that the Council Tax and Budget Setting Process for 2019/20 is concluded within the statutory deadlines.

Monday, 8 October 2018

Director of Legal and Governance

SOUTHAMPTON CITY COUNCIL  
EXECUTIVE DECISION MAKING

RECORD OF THE DECISION MAKING HELD ON 18 SEPTEMBER 2018

Present:

Councillor Hammond	-	Leader and Clean Growth and Development
Councillor Rayment	-	Cabinet Member for Transport and Public Realm
Councillor Chaloner	-	Cabinet Member for Finance and Customer Experience
Councillor Jordan	-	Cabinet Member for Children and Families
Councillor Kaur	-	Cabinet Member for Homes and Culture
Councillor Shields	-	Cabinet Member for Community Wellbeing
Councillor Fielker	-	Cabinet Member for Adult Care
Councillor Dr Paffey	-	Cabinet Member for Aspiration, Schools and Lifelong Learning

11. EXECUTIVE APPOINTMENTS

- Health and Wellbeing Board – Cllr Payne replaced by Cllr Fielker
- Joint Commissioning Board – Cllr Payne replaced by Cllr Fielker
- Learning Disabilities Partnership Board – Cllr Payne replaced by Cllr Fielker
- Southern Health NHS Foundation Trust – Cllr Leggett replaced by Cllr Fielker
- Southampton Housing Partnership – Cllr Payne replaced by Cllr Kaur
- Standing Conference on Problems Associated with The Coastline – Cllr Hammond replaced by Cllr Leggett
- Community Champion for Armed Forces – Cllr Rayment replaced by Cllr McEwing
- No need for representation on Solent NHS Trust disbanded as of September 2018

12. CORPORATE REVENUE FINANCIAL MONITORING FOR THE PERIOD TO THE END OF JUNE 2018

Recommendations in the report noted.

13. CAPITAL FINANCIAL MONITORING FOR THE PERIOD TO THE END OF JUNE 2018

Recommendations in the report noted.

14. CHANGES TO EXISTING REVENUE AND CAPITAL BUDGETS

DECISION MADE: (CAB 18/19 21483)

On consideration of the report of the Cabinet Member for Finance and Customer Experience, Cabinet agreed the following:-

- (i) To approve the addition and spend of £0.3m to the Hostile Vehicle Mitigation Scheme (Anti-Terrorism Measures) within the Transport and Public Realm Portfolio Capital Programme, in 2018/19 to be funded from Community Infrastructure Levy (CIL).

15. ACCEPTANCE OF GLASS PROCESSING INTO WASTE DISPOSAL SERVICE CONTRACT FOR SOUTHAMPTON CITY COUNCIL, WHICH INCLUDES ALL AUTHORITIES IN HAMPSHIRE

DECISION MADE: (CAB 18/19 21301)

On consideration of the report of the Cabinet Member for Transport and Public Realm, Cabinet agreed the following:-

- (i) To agree to accept glass processing and disposal into the Waste Disposal Service Contract, which is managed by Hampshire County Council on behalf of SCC and Portsmouth City Council (PCC) as the managing authority, in order to dispose of glass effectively.
- (ii) To delegate authority to the Service Director: Transactions and Universal Services to do what is necessary to implement recommendation (i) above.

16. COMMISSIONING SUBSTANCE MISUSE SERVICES FOR ADULTS AND YOUNG PEOPLE IN SOUTHAMPTON

DECISION MADE: (CAB 18/19 21286)

On consideration of the report of the Cabinet Member for Community Wellbeing, Cabinet agreed the following:-

- (i) To consider the findings from the review of substance misuse services and to note, as a result of the review, there is no proposal for a substantial redesign of services.
- (ii) To authorise the procurement of a substance misuse service for adults and young people in Southampton.
- (iii) 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 provide substance misuse services to adults and young people in Southampton and with the Director of Legal & Governance to enter into contracts in accordance with the Contract Procedure Rules.
- (iv) To delegate authority to the Director of Quality & Integration following consultation with
- (v) the Cabinet Member for Community Wellbeing to decide on the final model of commissioned services to support the provision of a substance misuse service 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.

17. HOME TO SCHOOL TRANSPORT AND POST -16 TRAVEL ARRANGEMENTS

DECISION MADE: (CAB 18/19 21312)

On consideration of the report of the Cabinet Member for Aspiration, Schools and Lifelong Learning, Cabinet agreed the following:-

- (i) To note the findings from the review of home to school transport for children and young people with SEND which includes the case for change, which is based on evidence from audit activity, other local authorities, engagement with the SEND parent/carer forum, special school colleagues and professionals. The review presents areas identified for amendment in a revised Policy.
- (ii) To approve proceeding to formal consultation on the proposed Home to School Transport policy 2019/20 for a period of 12 weeks commencing on 26th September, 2018.
- (iii) To note the outcome of the consultation will be reported back to Cabinet to consider alongside recommendations for approval of a revised policy taking into account representations received.

#### 18. LAND QUALITY STRATEGY 2018-2023

DECISION MADE: (CAB 18/19 21305)

On consideration of the report of the Cabinet Member for Transport and Public Realm, Cabinet agreed the following:-

- (i) To adopt the proposed Land Quality Inspection Strategy 2018-2023 and;
  - Maintain a proactive Contaminated Land Inspection Strategy that is consistent with our Part IIA duties.
  - Recover costs where appropriate.
  - Consider any business case put forward to progress site investigations and/or remediation in accordance with part IIA.
  - Ensure SCC's own policies regarding land contamination are consistent with best practice.

#### 19. UPDATE ON STRATEGIC SERVICES

DECISION MADE: (CAB 18/19 21455)

On consideration of the confidential report of the Leader and Clean Growth and Development, Cabinet agreed the following:-

- (i) Cabinet approved the recommendations set out in the confidential report.

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# Agenda Item 8

<b>DECISION-MAKER:</b>	<b>CABINET</b>		
<b>SUBJECT:</b>	<b>CONSULTATION ON THE PROPOSED CREATION OF A NEW COMBINED FIRE AUTHORITY FOR HAMPSHIRE, ISLE OF WIGHT, PORTSMOUTH AND SOUTHAMPTON</b>		
<b>DATE OF DECISION:</b>	<b>16 OCTOBER 2018</b>		
<b>REPORT OF:</b>	<b>LEADER OF THE COUNCIL, CLEAN GROWTH AND DEVELOPMENT</b>		
<b><u>CONTACT DETAILS</u></b>			
<b>AUTHOR:</b>	<b>Name:</b>	<b>Felicity Ridgway Service Lead: Policy, Partnerships and Strategic Planning</b>	<b>Tel:</b> 023 8083 3310
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<b>Director</b>	<b>Name:</b>	<b>Emma Lewis Service Director: Intelligence, Insight and Communications</b>	<b>Tel:</b> 023 8091 7984
	<b>E-mail:</b>	<b>emma.lewis@southampton.gov.uk</b>	

<b>STATEMENT OF CONFIDENTIALITY</b>		
N/A		
<b>BRIEF SUMMARY</b>		
<p>The Fire and Rescue Service in Southampton is currently delivered through the Hampshire Fire and Rescue Authority, which covers the local authority areas of Hampshire County Council, the district authorities of Hampshire, and the Unitary Authorities of Portsmouth and Southampton. Fire Services on the Isle of Wight are delivered through the Isle of Wight Council.</p>		
<p>Hampshire Fire and Rescue Authority have launched a consultation on the proposed creation of a new Combined Fire Authority for Hampshire, Isle of Wight, Portsmouth and Southampton.</p>		
<p>The Fire and Rescue Services Act 2004 allows for the combination of two or more fire and rescue authorities by order of Parliament. The results of the consultation will be considered by Hampshire Fire and Rescue Authority and Isle of Wight Council, who will then make a formal decision about whether or not to apply to the Government to create a new Combined Fire Authority.</p>		
<b>RECOMMENDATIONS:</b>		
	(i)	To consider the Consultation Information Pack included in Appendix 1.
	(ii)	To delegate power to the Interim Chief Executive of the Council, following consultation with the Leader of the Council to respond to the Hampshire Fire and Rescue Authority Consultation on the proposed creation of a new Combined Fire Authority for Hampshire, Isle of Wight, Portsmouth and Southampton.

**REASONS FOR REPORT RECOMMENDATIONS**

1. Hampshire Fire and Rescue Authority are consulting on the proposed creation of a new Combined Fire Authority for Hampshire, Isle of Wight, Portsmouth and Southampton. The consultation closes on 26<sup>th</sup> October 2018.
2. Southampton City Council represents the large city within the proposed Combined Authority area. It is important for Cabinet to carefully consider the impacts of the proposed Combined Fire Authority on the city and its residents, and inform the decision being taken by Hampshire Fire Authority through a consultation response.

**ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

3. Southampton City Council could decline to respond to the consultation. However, this would mean that the council would not have the opportunity to formally raise any questions or concerns or express the council’s views.

**DETAIL (Including consultation carried out)**

4. Hampshire Fire and Rescue Authority (HFRA) is the governing body responsible for ensuring that HFRS performs efficiently, effectively and in the best interest of the public and community it serves. HFRA is a Combined Fire Authority governed by councillors from Hampshire County Council, Portsmouth City Council and Southampton City Council. HFRA has ten members, eight from Hampshire County Council, one from Portsmouth City Council and one from Southampton City Council. The Isle of Wight Fire and Rescue Service is governed by Isle of Wight Council.
5. The proposal is to for HFRA and Isle of Wight Council to put a case to Government for the creation of a new Combined Fire Authority which would cover the local authority areas of Hampshire, Isle of Wight, Portsmouth and Southampton.

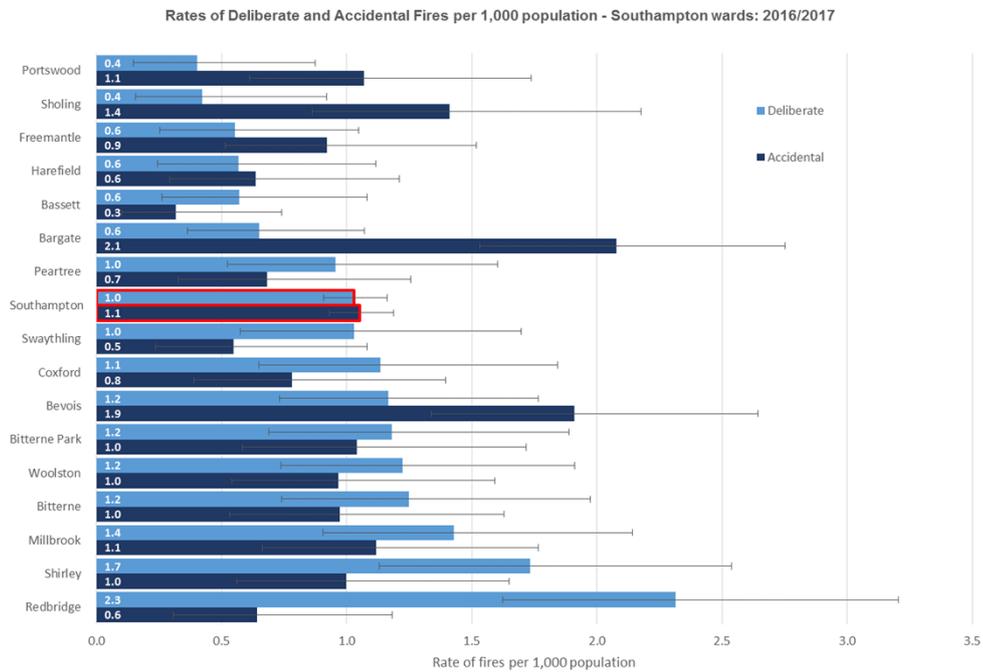
**Context - Fire Safety in Southampton**

6. One of Southampton City Council’s strategic outcomes is to be a city where people live safe, healthy, independent lives. As one of our key partners, the Fire Service plays a key role in achieving this, through emergency response services as well as the significant preventative work undertaken in communities and with vulnerable people.
7. The overall number of fires in Southampton reduced between 2014/15 and 2016/17, but we know that the number of fires can fluctuate between years, influenced by factors such as weather, with the number of fires reducing if there is a wet summer or a cold winter.

Southampton Fires			
Year	Deliberate Fires	Accidental Fires	Total Fires
2014/15	289	295	584
2015/16	249	297	546
2016/17	259	265	524

8. In Southampton, the number of accidental fires have reduced by 11% between 2015/16 and 2016/17, whilst the number of deliberate fires have increased by 4% over the same period. The number of accidental and deliberate fires are both lower than they were in 2014/15.

9. The wards with the highest rate of accidental fires in 2016/17 were Bargate and Bevois; the majority of these occurred in non-residential buildings and outdoors. The highest rate of deliberate fires occurred in Redbridge, with the majority of these occurring outdoors.



10. A breakdown of accidental fires shows that the majority (40 incidents) occur in areas mainly made up of educated young people who are privately renting, suggesting that students and young city workers are most susceptible to an accidental dwelling fire. The next group most likely to be susceptible to these fires are urban renters of social housing facing an array of challenges (25 incidents) followed by elderly people reliant on support to meet financial or practical needs.

11. Southampton City Council recognises the important role that the Fire and Rescue Service plays in keeping our residents safe in relation to fire safety, as well as the wider work of the service in relation to road traffic accidents, medical co-responding work and home safety checks.

**The proposal**

12. The consultation information pack produced by Hampshire Fire and Rescue Authority to support the consultation is appended. This states that a new Combined Fire Authority would not affect the responsibilities of the Fire Service to respond to emergencies and service communities:

- “Residents would continue to see their service’s own fire engines and firefighters respond to incidents and carrying out community safety activities across their communities.”
- “Fire officers and support staff would maintain their existing local relationships and continue to have an understanding of the local context of the area in which they work.”
- “Current approved service improvement plans and work would continue.”

13. The information pack outlines the reasons for proposing a Combined Fire Authority:

	<ul style="list-style-type: none"> <li>• Simpler governance arrangements</li> <li>• Financial efficiency</li> <li>• Greater operational efficiency, effectiveness and public safety</li> <li>• Greater pooling for skills and knowledge</li> <li>• Greater contribution towards national scale incidents.</li> </ul>
	<b>Potential impacts</b>
14.	There are a number of positive opportunities for efficiencies and improvements that could be realised through the creation of a Combined Fire Authority. These include the pooling of resources to deliver improvements, the pooling of skills and knowledge, and a larger more flexible workforce which could flex to respond to demand locally and nationally. The creation of a Combined Authority across the four local authority areas would also support the alignment of safety campaigns and greater consistency of safety messages to the public, and as well as improvements to the delivery of services.
15.	In the consultation information pack, financial efficiencies are also highlighted as a key opportunity. However, the analysis focuses on addressing the financial challenges currently being faced by the Isle of Wight Fire and Rescue Service which requires an investment of £2.4M for updates for fire and rescue vehicles. There is a risk that in combining the authorities, services in Southampton could be affected by the additional financial pressure from the Isle of Wight. In particular this is likely to impact future investment in vehicle and accommodation improvements in Southampton and Hampshire, which could be delayed or deprioritised in order to meet the financial pressures of necessary improvements on the Isle of Wight.
16.	The information pack also states that Southampton residents will not experience financial impacts through changes to the level of council tax, recognising that the Government would ultimately determine the Council Tax harmonisation. There is therefore a risk that Council Tax precepts in Southampton could be impacted by the proposal to create a Combined Fire Authority.
<b>RESOURCE IMPLICATIONS</b>	
<b><u>Capital/Revenue</u></b>	
17.	None
<b><u>Property/Other</u></b>	
18.	None
<b>LEGAL IMPLICATIONS</b>	
<b><u>Statutory power to undertake proposals in the report:</u></b>	
19.	The Fire and Rescue Services Act 2004 added more functions to fire and rescue services, to ensure their role in supporting emergencies beyond firefighting was recognised in law. Part 1 of this Act allows for the combination of two or more fire and rescue authorities by order of Parliament.
18.	Southampton City Council is only a consultee not the decision maker in this matter. It is represented on HFRA by one Member. The Member for Southampton City Council will have a vote on the decision to put a case to the

	government on the creation of a new Combined Fire and Rescue Authority at a public meeting to be held after the consultation period.
20.	The results of the consultation will be presented to HFRA and Isle of Wight Council for consideration and will inform their decision.
<b><u>Other Legal Implications:</u></b>	
21.	None
<b>RISK MANAGEMENT IMPLICATIONS</b>	
22.	The HFRA proposal confirms that changes to the governance arrangements in Hampshire and the Isle of Wight will not affect the statutory duty of the services to respond to emergencies and that there would be little effect on the day-to-day operations of both services. However, any changes to the governance of the Fire and Rescue Authority would be monitored closely for service impacts via the Safe City Partnership and risk addressed through the council's Risk Management Framework as appropriate.
<b>POLICY FRAMEWORK IMPLICATIONS</b>	
23.	The ultimate decision on whether or not a Combined Fire and Rescue Authority is created may have an impact on the delivery of the Safe City Strategy 2017-2020 (Crime & Disorder Reduction Strategy (S.5 and 6 Crime and Disorder Act 1998). However, the HFRA proposal confirms that changes to the governance arrangements in Hampshire and the Isle of Wight will not affect the statutory duty of the services to respond to emergencies and that there would be little effect on the day-to-day operations of both services.

<b>KEY DECISION?</b>	<b>No</b>
<b>WARDS/COMMUNITIES AFFECTED:</b>	All
<u>SUPPORTING DOCUMENTATION</u>	
<b>Appendices</b>	
1.	Consultation on the proposed creation of a new Combined Fire Authority for Hampshire, Isle of Wight, Portsmouth and Southampton: Information Pack.

**Documents In Members' Rooms**

1.	N/A
<b>Equality Impact Assessment</b>	
<b>Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.</b>	<b>Not by SCC</b>
<b>Data Protection Impact Assessment</b>	
<b>Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out.</b>	<b>No</b>
<b>Other Background Documents</b>	
<b>Other Background documents available for inspection at:</b>	
<b>Title of Background Paper(s)</b>	<b>Relevant Paragraph of the Access to Information Procedure Rules /</b>

		Schedule 12A allowing document to be Exempt/Confidential (if applicable)
1.	HFRA Consultation Pack	
2.		

Consultation  
on the proposed  
creation of a new  
Combined Fire Authority  
for Hampshire, Isle of Wight,  
Portsmouth and Southampton



## Information Pack

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# Consultation on the proposed creation of a new Combined Fire Authority for Hampshire, Isle of Wight, Portsmouth and Southampton

## Introduction

Fire and Rescue Services are a key part of maintaining public safety. Our core business is in fighting fires. We are also there when there are other emergencies such as floods, road traffic incidents or terrorist attacks. We help to prevent fire and loss of life through safety information and awareness campaigns.

There is increasing pressure on all Fire and Rescue Authorities to ensure that Fire and Rescue Services are efficient, effective, provide value for money, and are continually working to make communities as safe as possible. Reducing budgets have driven us to consider new ways to make savings, while maintaining public safety and improving services.

Hampshire Fire and Rescue Authority (HFRA), which is responsible for Hampshire Fire and Rescue Service (HFRS), and Isle of Wight Council (IWC), which is responsible for the Isle of Wight Fire and Rescue Service (IWFRS), have been successfully working together in partnership for three years. We now believe that we are at a point where we need to look at further, more structural changes to the way Fire and Rescue Services are governed in Hampshire, Isle of Wight, Portsmouth and Southampton so that we can continue to act effectively to keep the public safe.

We have both agreed to consult on whether or not to submit a proposal to Government for the creation of a new Combined Fire Authority, which would cover Hampshire, Isle of Wight, Portsmouth and Southampton. This proposal offers an opportunity to improve efficiency, achieve better value for money, and maintain high quality public safety services.

This consultation, or decisions following it, would not affect the responsibilities of these services to respond quickly to 999 emergencies and to serve communities.

## Have your say

We value your views. These are your Fire and Rescue Services and we want to know what you think before any decisions are made.

Your feedback to this consultation is important as it will inform our decisions about whether to put a proposal to create a new Combined Fire Authority to the Government (Home Office).

This Information Document is designed to help inform your response to this consultation. We recommend that you read this Information Document before completing the accompanying Response Form.

## How to have your say

The consultation is open from **midday on 6 August until 11.59pm on 26 October 2018**. Please note that responses received after this time will not be included in the findings report.

### Online

To provide your feedback, please complete the Response Form available online at [www.hantsfire.gov.uk/consultation](http://www.hantsfire.gov.uk/consultation). This webpage also contains downloadable versions of the documents mentioned in the Information Document, including the Response Form.

### Email

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An envelope will be provided to return your response to the Insight and Engagement Unit at Hampshire County Council. You do not need to add a stamp. If you do not have a pre-paid envelope, please send your response back to us by writing '**Freepost HAMPSHIRE**' on the front of an envelope, and '**I&EU**' written on the back.

If you have any other queries about this consultation please contact us by emailing [hfrsconsultation@hantsfire.gov.uk](mailto:hfrsconsultation@hantsfire.gov.uk) or by calling **02380 626 815**.\*

*\*Calls from a landline will be charged at the local rate, although mobile phone charges may vary. Please check with your provider.*

# Section one: Background information about Fire and Rescue Services and Fire Authorities in Hampshire and the Isle of Wight

## How Fire and Rescue Services are managed

All Fire and Rescue Services must ensure they provide services to their communities in relation to fire-fighting, road traffic incidents and other emergencies.

The Chief Fire Officer is responsible for the day-to-day work of Fire and Rescue Services, carried out by staff who respond to incidents, protect life and property, carry out prevention work and deal with fire safety. Their work is guided by an Integrated Risk Management Plan (IRMP). This plan sets out the risks and demands on the Service and how resources will be organised in order to keep communities safe.

Fire and Rescue Authorities hold Fire and Rescue Services to account. These authorities act as the overall governing bodies in a similar way that councils oversee, scrutinise and assure the provision of services to the public to ensure that they are delivered in the best interests of their communities. There are a variety of governance arrangements that apply to UK Fire and Rescue Services. Those applicable to Hampshire, Isle of Wight, Portsmouth and Southampton are explained below.

## What legislation allows us to do

The Fire and Rescue Services Act 2004 ([bit.ly/FireAct2004](http://bit.ly/FireAct2004)) added more functions to fire and rescue services, to ensure their role in supporting emergencies beyond firefighting was recognised in law. Part 1 of this Act allows for the combination of two or more fire and rescue authorities by order of Parliament. The Act also established the Fire and Rescue National Framework\* for England, which provides the overall strategic direction to fire and rescue authorities in England.

In 2017, new legislation called the Policing and Crime Act ([bit.ly/PolicingAct2017](http://bit.ly/PolicingAct2017)) was passed by Parliament. This Act sets out the ways in which blue light services such as the police, fire and ambulance services should collaborate. This Act also amends the Fire and Rescue Services Act to enable Police and Crime Commissioners to take on the responsibility for their local fire and rescue service through the creation of a new role, Police, Fire and Crime Commissioner, if it is considered to be in the interests of economy, efficiency, effectiveness and public safety.

These pieces of legislation give fire and rescue services the opportunity to consider options available to achieve greater efficiency and effectiveness.

\* Fire and Rescue National Framework for England: [bit.ly/FireFramework](http://bit.ly/FireFramework)



**HAMP SHIRE**  
**FIRE AND**  
**RESCUE**  
AUTHORITY

## Hampshire

Hampshire Fire and Rescue Authority (HFRA) is the governing body responsible for ensuring that HFRS performs efficiently, effectively and in the best interest of the public and community it serves.

HFRA is a Combined Fire Authority. This means that it is governed by councillors from Hampshire County Council, Portsmouth City Council and Southampton City Council who act as one Fire and Rescue Authority. In total, the HFRA has ten members, eight from Hampshire County Council, one from Portsmouth City Council and one from Southampton City Council. This is based upon the proportion of people living in those communities.

The HFRS Integrated Risk Management Plan is available at:

[bit.ly/HFRSIRMP](http://bit.ly/HFRSIRMP)



## Isle of Wight

The Isle of Wight Council (IWC) is an Upper Tier Fire Authority. This means that the IWC is the governing body responsible for ensuring that IWFRS performs efficiently, effectively and in the best interest of the public and community it serves.

There are 40 elected councillors on IWC. There is a Cabinet which makes key decisions about matters that are delegated to it within the constitution of the council. The Cabinet member with responsibility for IWFRS makes decisions as part of the Community Safety and Public Protection portfolio. The portfolio holder speaks on matters relating to the provision of the council's fire and rescue services to the public. Decisions on significant matters such as budgets and the adoption of the Integrated Risk Management Plan (IRMP) are considered by the full council.

The IWFRS Integrated Risk Management Plan is available at:

<http://bit.ly/IWFRSIRMP>

## Information about fire and rescue services provided

Both HFRS and IWFRS provide community safety, community response and community resilience services to the communities they serve. Both work in partnership with each other and support other public services in the delivery of community safety, wellbeing and social care, services for children and young people, as well as working with businesses and protecting the environment. They also work with partner agencies such as the police and healthcare professionals to deliver a range of local initiatives and schemes.

	HFRS	IWFRS
(covering Hampshire, Southampton and Portsmouth)		
Calls received in 2017/18	30,433	1,969
Incidents attended within the area in 2017/18	20,299	1,349
Emergency calls responded to in 2017/18	3,891	395
Accidental dwelling fires in 2017/18	796	68
Fire service officer inspections carried out in 2017/18	457	109
Annual budget in 2017/18	£64m	£6m
Response standards <sup>1</sup>	80% within 8 mins	80% within 10 mins

## Information about resources and staff within scope of proposal

	HFRS	IWFRS
(covering Hampshire, Southampton and Portsmouth)		
Fire stations	51	10
On-call fire <sup>2</sup> stations	38	10 <sup>3</sup>
Fire engines	74	13
Wholetime <sup>4</sup> firefighters - full-time equivalent (FTE)	679	75.5
On-call <sup>5</sup> firefighters (FTE)	457	115
Corporate staff, non-uniformed service delivery staff <sup>6</sup> (FTE)	256	15.8
Fire Control staff (FTE)	31.5	0 <sup>7</sup>

1 HFRS aims to respond to 80% of calls inside 8 mins. IWFRS aims to respond to 80% of calls inside 10 mins. These standards would be reviewed as part of a new joint IRMP under a Combined Fire Authority.

2 These are sometimes called retained fire stations.

3 Currently, all ten fire stations on the Island have on-call response. Two of these stations provide a wholetime response: Newport Fire Station has a 24/7 response capability meaning it is immediately available; Ryde Fire Station has a day crew response between 0900-1700, Monday to Friday.

4 Wholetime is the term used to describe staff whose primary employment is the fire service. They are based at a fire station and are ready to be deployed at all times.

5 An on-call firefighter (often known as a retained firefighter) usually has other primary employment and works for the fire service on an on-call basis. They are required to live or work within a certain boundary close to the fire station and have a pager which alerts them when they are required to respond to an emergency.

6 Corporate staff, also known as support or professional services staff, carry out all the functions required to support the fire service, such as HR, payroll, fleet maintenance and administration support.

7 Control Services provided under contract by HFRS (see section two).

## Service risk reviews

Within the last three years, both HFRS and IWFRS have completed reviews of the services they deliver to the public to ensure they are efficient and effective.

### Hampshire

A review of the risks in Hampshire was held in 2015 to identify opportunities for improvements in how HFRS delivers services within its budget ([bit.ly/HFRS-ServiceReview](https://bit.ly/HFRS-ServiceReview)). The purpose of the review was to develop a new approach to service delivery which enables innovation and delivers a cost-effective model which contributes towards making Hampshire safer, lessens risks and addresses financial challenges.

As a result of the review, it was agreed that the 51 fire stations in the county would remain in place. The ways that these stations would be staffed and respond to incidents in the future would change, by utilising the most up-to-date techniques and technologies when responding to an incident.

### Isle of Wight

A comprehensive service review has recently been undertaken which looked across all areas of IWFRS's delivery of public safety work, as well as exploring other opportunities for innovation, collaboration, continuous improvement, the development of the workforce and engagement with our partners and stakeholders. A link to the paper that was considered by the Council in April 2018 can be found here: [bit.ly/IW-Service-Review](https://bit.ly/IW-Service-Review).

The new review is being considered separately by the IWC in October 2018 and is not within this consultation which is focused on our future governance arrangements.

## Section two: Proposed creation of a new Combined Fire Authority

### The proposal

HFRA and IWC are considering whether to put a case to Government for the creation of a new Combined Fire Authority which covers the local authority areas of Hampshire, Isle of Wight, Portsmouth and Southampton.

### How a decision would be made

The results of this consultation will be presented to the HFRA and the IWC for consideration. The business cases that were initially considered by both authorities when deciding to go forward and consult upon the proposal can be found at:

- HFRS Business Case: [bit.ly/HFRS-CFA-Report](https://bit.ly/HFRS-CFA-Report)
- IOW Business Case: [bit.ly/IW-CFA-Report](https://bit.ly/IW-CFA-Report)

Both Authorities would make a formal decision at a meeting held in public about whether or not to apply to the Government to create a new Combined Fire Authority. If it is agreed that a new Combined Fire Authority is in the public interest, then a formal written proposal would be made to the Government. The Government would then assess whether the creation of a new Combined Fire Authority is in the interests of efficiency, effectiveness and economy or public safety.

### What would a new Combined Fire Authority look like?

If a proposal to create a new Combined Fire Authority is made and accepted by the Government, the current Combined Fire Authority for Hampshire, Portsmouth and Southampton would be dissolved. A new Combined Fire Authority would be created covering Hampshire, Isle of Wight, Portsmouth and Southampton.

The focus of the new Combined Fire Authority would be the services which are run for the collective benefit of all communities in Hampshire, Isle of Wight, Portsmouth and Southampton. Decisions on fire and rescue service-related matters, which are currently made locally on the Isle of Wight by directly elected councillors, would be made by the new Combined Fire Authority. The new Combined Fire Authority would be representative of the whole area it covers, so there would be direct representation from the IWC on the new Combined Fire Authority, as there would be for the councils of Hampshire, Portsmouth and Southampton. A new single IRMP will also be produced under the new Combined Fire Authority.

Currently, both HFRA and IWC have arrangements in place whereby they invite the Police and Crime Commissioner to meetings as an invited guest for fire and rescue service-related matters. There are also strong links between the respective authorities, the police and the ambulance services which serve their areas. While this would be a matter for the new Combined Fire Authority, it is anticipated that these arrangements would continue. Maintaining strong collaborative links between emergency services remains a benefit to communities as well as a requirement under the Policing and Crime Act 2017.

### Who is being consulted?

We are seeking to engage with the public, the staff who work in both Services, our partners

and those who have a direct or indirect involvement in what we do. This includes organisations across all areas of Hampshire, Isle of Wight, Portsmouth, Southampton and on our borders, such as councils, MPs, blue light services, the Police and Crime Commissioner, health, business and community groups.

## **What would the fire and rescue services look like?**

A new Combined Fire Authority would serve Hampshire, Isle of Wight, Portsmouth and Southampton.

Residents would continue to see their service's own fire engines and firefighters respond to incidents and carrying out community safety activities across their communities.

Fire officers and support staff would maintain their existing local relationships and continue to have an understanding of the local context of the area in which they work.

The new Combined Fire Authority would prepare a new combined IRMP which would cover the whole area for which it would become responsible.

Current approved service improvement plans and work would continue. Existing plans for continual improvement and changes that enable the services to operate effectively and within the budgets available would not be altered by the proposal to create a new Combined Fire Authority.

The contracts of employment for people who work for HFRS and IWFRS, along with the property and equipment owned by both, would be transferred to the new Combined Fire Authority.

## **Why this proposal is being put forward**

### **Simpler governance arrangements**

- A new Combined Fire Authority would provide a single point of governance, rather than two. There would be a clear route for decision making, with all authorities who make up the new Combined Fire Authority able to influence how the fire and rescue service is delivered to the public.
- Councillors would be appointed from and by each of the constituent authorities (Hampshire, Isle of Wight, Portsmouth and Southampton) to form the new Combined Fire Authority.
- A larger Combined Fire Authority would mean resources could be pooled, enabling better and faster improvement than can be achieved through the existing Delivering Differently in Partnership agreement (see section three).
- A new Combined Fire Authority would mean that the Isle of Wight is served by an organisation whose sole purpose is fire and rescue services.
- The financial separation would help with more effective forward planning for fire and rescue related services across the whole area.
- The creation of a Combined Fire Authority would give greater clarity for both staff and residents; it would be clearer who is responsible for what and to which standards.
- The current Delivering Differently in Partnership arrangements can only take partnership working so far. Under the current partnership arrangements, HFRS and IWFRS remain two separate organisations who are working together. Therefore, there are two sets of policies,

strategies, response standards and performance indicators to follow or report upon. Currently, HR, legal and employment practices cannot be shared as there are two different employers of Fire and Rescue Service teams. Having two different sets of processes and procedures means that things like legal challenges, trade union negotiations, grievance, discipline and pay procedures are more complex than would be the case for a single organisation. It would be beneficial to have a consistent approach, giving fire officers the peace of mind to know they are supported in their roles of protecting the public.

## **Financial efficiency**

- As one of the range of public services provided by the IWC, IWFRS continues to seek ways to work more efficiently and effectively without impacting service quality and safety. This may limit the IWFRS's ability to take on some of the wider functions that larger Fire and Rescue Services deliver. Such as taking on roles that support national resilience including urban search and rescue (USAR), decontamination, identification and monitoring (DIM) and enhanced logistics support. Being part of the council enables IWFRS to work closely with a number of other IWC services as part of the aim to create 'One Public Service'. This approach to collaboration would not change if a new Combined Fire Authority was created.
- Within the next five years, the investment required to replace fire and rescue vehicles on the Island is £2.4million, against which the Isle of Wight Council has £600,000 put aside to help fund this. Local authorities have been managing challenging financial positions for a number of years and have had to make difficult decisions to best preserve public services. The new Combined Fire Authority would need to consider how best to manage its collective funding requirements.
- On the Isle of Wight, some fire stations are old and in a poor state of repair. Capital funding is likely to be required for major works and for other day-to-day inspections, maintenance and other works, to properly keep fire stations to an appropriate standard across the Island. The creation of a Combined Fire Authority would help to support the Island to better maintain its property.

## **Greater operational efficiency, effectiveness and public safety**

- A new Combined Fire Authority would mean that there is the same system, process or procedure to follow for the many different areas of work undertaken to support communities. There would be an increased ability to respond flexibly to the needs of communities, to improve the organisation and there would be wider opportunities for staff.
- There would be one team providing emergency response and delivering consistent safety messages across the whole area.
- A new Combined Fire Authority would allow planning for teams to operate across the mainland and Island for specific events, as well as to provide cover and help during emergency conditions or where mutual support aids public safety.
- A Combined Fire Authority would enable the service to gather a single view of data and intelligence across Hampshire and the Isle of Wight, helping with the planning of resources. The future shape of the services and resourcing requirements would be determined by a new Combined Fire Authority if it is agreed for the proposal to proceed.

## **Greater pooling of skills and knowledge**

- Public safety would be improved as the two Services join up to deliver community safety and business fire safety work, particularly in the sharing of expertise and resources to build capacity and resilience.
- Both Fire Authorities and Fire and Rescue Services have their own strengths. The skills,

knowledge and experiences which would be combined if the proposal goes ahead would be mutually beneficial and help drive continued service improvement. Examples include:

- o The sharing of specialist teams, for example, covering interagency liaison, maritime response, animal rescue, and water rescue.
- o The expansion of specific schemes. For example, in 2017, there were 100 HFRS volunteers supporting a wide variety of areas of the work we do such as community education.
- o The sharing of the IWFRS's experience in running an effective road safety programme and partnerships working with local road safety charities and organisations.

## **Greater contribution towards national scale incidents**

- A new and larger Combined Fire Authority with more resources is of greater benefit during national scale incidents where whole communities become concerned, involved or affected. For example, following the Grenfell Tower fire incident, HFRS were able to draw from resources across the county and divert them to areas of greater risk in Portsmouth and Southampton. This supported the city councils in inspecting 272 high rise buildings and provided reassurance to the people who live in them. At present, the IWFRS has limited ability to be involved with national work due to its scale. A new Combined Fire Authority would provide fire officers from both Services with the opportunity to be more involved in national incidents and initiatives. The experiences and skills gained through this work would be used for the benefit of Hampshire, Isle of Wight, Portsmouth and Southampton communities.

## **Potential impacts**

### **Impact on Council Tax**

The current Council Tax is made up of charges from the local authorities in the area, the Police and Crime Commissioner and the Fire and Rescue Service.

For residents of the Isle of Wight, the share of local authority council tax would reduce, as it would no longer include fire and rescue services. A new separate charge would be included from the new Combined Fire Authority. A calculation has been done which indicates that IWC residents currently pay around £62.00 per Band D property for the Fire and Rescue Service. The Council Tax for HFRA in 2018/19 is £65.74 per Band D property, which is £3.74 higher than that charged for IWFRS by IWC.

This means that:

- Everyone within a single Combined Fire Authority area needs to pay the same for the services that are provided. Therefore, residents on the Isle of Wight living in a Band D property would initially need to pay £3.74 more per year for their fire and rescue service if a new Combined Fire Authority was created, in order to equal the amount paid by all residents who would be served by the new Combined Fire Authority.
- Residents in Hampshire, Portsmouth and Southampton would therefore see no change to the Council Tax they pay for the Fire and Rescue Service due to the creation of a new Combined Fire Authority.

If a new Combined Fire Authority was agreed locally and the Government gives permission for

it to be created, it is the Government that would ultimately determine how much Council Tax should be charged, taking into consideration the financial position of both authorities. Therefore the changes explained above would be a decision made by Central Government. This process is known as Council Tax harmonisation.

## **Impact on staff**

The employment contracts of all existing employees of the two fire and rescue services would transfer to the new Combined Fire Authority. If it is agreed for the Combined Fire Authority to go ahead, the new Integrated Risk Management Plan (IRMP) would influence the future shape of the service and resourcing requirements. At the current time, we do not expect there to be impacts on staff as a direct result of the proposed creation of a new Combined Fire Authority. Should future discussions identify impacts on staff, these would be explored and discussed with individuals.

There will be the opportunity for staff to discuss the proposal. Initial discussions have begun with the various trade unions and representative bodies across the two organisations.

A new Combined Fire Authority would determine how services such as human resources (HR) and finance would be provided in order to support its business. IWC would no longer manage IWFRS's HR, finance, pensions or IT. The Combined Fire Authority would be required to ensure sufficient support services were available in all areas it is responsible for. Should a decision be made to go ahead with a submission to create a new Combined Fire Authority, formal discussions would be started to explore how and by whom those services could be provided to the new authority.

## **Potential financial impact on Isle of Wight Council**

The IWC has calculated that, due to reduced national Government funding, they need to save a total of £16.5million by 2021/22. Whilst the proposal primarily supports the continued provision of public safety services there are potential financial benefits. It is estimated that this proposal could save the IWC up to £200,000 over the medium to long term if central support costs (e.g. pensions, HR), were no longer provided by IWC for the Fire and Rescue Service. That would contribute to the overall financial plans to support public services on the island. Due to its relatively small scale and in its current form, the Fire and Rescue Service may otherwise find it challenging to make any meaningful contributions to the £16.5million target.

If a Combined Fire Authority were created, the various arrangements required to support the transition of budgets, contracts, debts and liabilities would need to be carefully managed. The transition arrangements would seek to be fair to all parties.

## Section three: What happens if a new Combined Fire Authority is not created

If a new Combined Fire Authority is not created then HFRA will remain as it is and IWFRS will remain part of IWC. Both fire services will therefore continue to exist separately and be governed by two separate bodies. This would mean there would be a review of the current Delivering Differently in Partnership arrangements to see if they remain appropriate. This review would be initiated if it was concluded that the option to create a new Combined Fire Authority was not to be progressed. A review of the partnership would be likely to alter the current arrangements. Details of the partnership review would be finalised if it is decided not to create a new Combined Fire Authority. This would be a matter for HFRA and IWC to agree as part of their normal management of services.

### About the partnership

In April 2015, HFRA and the IWC established a successful strategic partnership called Delivering Differently in Partnership. This arrangement has been operating for three years and has delivered financial and operational benefits to Fire and Rescue Authorities, Fire and Rescue Services and the communities across Hampshire, the Isle of Wight, Portsmouth and Southampton.

HFRS and IWFRS remain two separate organisations managed under separate governance arrangements by two different Authorities.

### Support the partnership provides

The partnership has enabled the two Fire and Rescue Services to form an effective working relationship. The Partnership Agreement is available to read at: [bit.ly/HFRSIWPartnership](http://bit.ly/HFRSIWPartnership)

The partnership allows the sharing of:

- Senior officers providing strategic leadership, including a shared Chief Fire Officer.
- Incident command.
- Health and safety management.
- Policy support and operational assurance.
- Support to manage and maintain fire vehicles and other equipment.
- Training and development support.

The HFRS control room also recently took over the call handling of 999 calls on the Isle of Wight, despatching emergency response teams on the Island according to agreed response plans under a separate contract. A 999 call on the Isle of Wight receives the same type and speed of response as it would in Hampshire.

### Outcomes from the partnership

The partnership has enabled IWC to secure savings while making improvements to IWFRS. The partnership has led to improvements in the ability of both Fire and Rescue Services to react to demand and the better management of resources across the county, cities and the Island.

The partnership has delivered £470,000 savings per annum for IWFRS, mainly as a result of introducing shared management arrangements and sharing a control room. HFRA receives a payment to cover its costs of approximately £230,000 per year, which represents a saving to

them through the generation of income to the Service.

### **Potential impacts of reviewing the partnership**

If the proposed new Combined Fire Authority did not go ahead, then there could be a number of potential impacts:

- The financial pressures on the IWC's budget and on IWFRS would remain; money to continue to provide adequate fire services on the island would still need to be found. The IWC would have various options to consider, and these may include: raising Council Tax, the use of reserves, changes to services, or raising income and/or charges. Should any of these proposals be explored, the IWC will lead a separate public consultation outlining any such changes and associated impacts.
- There would be a formal review of the partnership by the IWC and HFRA. HFRA and IWC could choose to alter, or choose not to renew the partnership agreement. This would mean that the HFRA would no longer receive income from the arrangement. This would mean that IWC would no longer benefit from shared leadership and other shared services; it would then need to consider how to best provide these services.

## Section four: Other considerations

### A Police, Fire and Crime Commissioner for Hampshire, Isle of Wight, Portsmouth and Southampton

The current Police and Crime Commissioner serves the Hampshire and Isle of Wight areas and is known as the Hampshire Police and Crime Commissioner.

The option exists for Police and Crime Commissioners to make use of new powers within the Policing and Crime Act 2017, to apply to the Government to take over governing responsibility for Fire Services in their area.

The Policing and Crime Act 2017 granted powers to Police and Crime Commissioners to take on the responsibilities of Fire and Rescue Services, instead of having a Fire and Rescue Authority or Combined Fire Authorities. If a Police and Crime Commissioner chose to go down this route, and the Government agreed, they can become Police, Fire and Crime Commissioners.<sup>1</sup> At the moment, only Essex has a Police and Fire Crime Commissioner, although West Mercia, Staffordshire and Cambridgeshire are due to move to this arrangement in the future.

This is not an option that either the HFRA or IWC can take. This is an option that only a Police and Crime Commissioner can take in consultation with the public.

In a recent letter to both the HFRA and IWC, the Hampshire Police and Crime Commissioner said that over the coming months he would continue to look for the following things before considering this option:

- The successful coming together of the fire authorities.
- The inspection regime within HMICFRS and the confirmation of ongoing excellent performance of our fire services.
- The bringing together of further significant savings through the existing collaboration arrangements, which have delivered so well in the past.

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<sup>1</sup> Fire and Rescue Authorities can be organised in a variety of other ways, including:

- An upper tier local authority - Hampshire, Southampton, Portsmouth, and Isle of Wight Councils are upper tier local authorities.
- An Elected Mayor – like Greater Manchester Fire and Rescue Service.
- A Metropolitan Council – like Merseyside Fire and Rescue Service.
- A Combined Fire Authority – like Southampton, Portsmouth and Hampshire who come together to form a single body for the benefit of all three councils in the form the Hampshire Fire and Rescue Authority.

## Conclusion

Although the Delivering Differently in Partnership arrangement has been successful, and is an efficient way to manage the IWFRS, a single Combined Fire Authority would enable further integration to take place, offering a greater focus on public safety and improved value for money.

Both authorities considered business cases around the creation of a proposed new Combined Fire Authority in March 2018:

- HFRA: [bit.ly/HFRA-CFA-Report](http://bit.ly/HFRA-CFA-Report)
- IWC: [bit.ly/IW-CFA-Report](http://bit.ly/IW-CFA-Report)

All partners are committed to ensuring the most efficient and effective way of running the Fire and Rescue Services is in place, which benefits residents and stakeholders across the county, cities and Island, while also ensuring that staff remain well supported in their roles. Any changes would not affect the responsibilities of these services to respond to 999 emergencies and serve communities.

## Thank you

Thank you for reading through this Information Document.

You are invited to give your views on the proposed creation of a new Combined Fire Authority for Hampshire, Isle of Wight, Portsmouth and Southampton.

## Online

To provide your feedback, please complete the Response Form available online at [www.hantsfire.gov.uk/consultation](http://www.hantsfire.gov.uk/consultation). This webpage also contains downloadable versions of the documents mentioned in the Information Document, including the Response Form.

## Email

You can also email your response directly to us using the email address and a copy of the consultation questions can be found on page 19 of this information pack:  
[hfrsconsultation@hantsfire.gov.uk](mailto:hfrsconsultation@hantsfire.gov.uk).

## Paper copies and alternative formats

To request a paper copy of this Information Document and/or Response Form, please email [hfrsconsultation@hantsfire.gov.uk](mailto:hfrsconsultation@hantsfire.gov.uk) or call **02380 626 815**.\* The Information Document and Response Form can also be requested in other formats, including an alternative language, Braille, audio or large print, using this email and/or phone number.

If you have any other queries or comments about this consultation please contact us by emailing [hfrsconsultation@hantsfire.gov.uk](mailto:hfrsconsultation@hantsfire.gov.uk) or by calling **02380 626 815**.\*

*\*Calls from a landline will be charged at the local rate, although mobile phone charges may vary.*

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## Next Steps

Your feedback will be analysed and collated into a findings report by Hampshire County Council's Insight and Engagement Unit. This report and full business cases will be presented for a decision about whether to propose a Combined Fire Authority to the Government on the following dates:

- HFRA on **24 January 2019**.
- IWC on **24 January 2019**.

These are public meetings and the reports will be published in advance on these websites:

- HFRA: [bit.ly/HFRAMeetings](http://bit.ly/HFRAMeetings)
- IWC: [bit.ly/IWCMeetings](http://bit.ly/IWCMeetings)

## The consultation questions:

Please go to [www.hantsfire.gov.uk/consultation](http://www.hantsfire.gov.uk/consultation) to complete the online response form or use the accompanying form.



**Do you think that a proposal to create a new Combined Fire Authority for Hampshire, Isle of Wight, Portsmouth and Southampton should be submitted to the Government?**

The answers you can choose from are:

- Yes
- No
- Not sure

**Please tell us why you think this is.**

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**If you have any alternative suggestions to the proposed creation of a new Combined Fire Authority, please provide these in the box below.**

A text box is provided for you to write in your alternative suggestions, if you would like to do so.

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**Do you feel the creation of a new Combined Fire Authority would impact:**

- you or your family
  - people you know or work with
  - a local organisation, group or business
  - other
  - none of the above
- 



**Please tell us more about that potential impact using the box below.**

A text box is provided for you to write about any potential impacts the proposal may have, if you would like to do so.

The production of this consultation  
has been supported by the  
**Insight and Engagement Unit,  
Hampshire County Council**



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# Agenda Item 9

<b>DECISION-MAKER:</b>	CABINET		
<b>SUBJECT:</b>	ACCEPTANCE OF EU GRANT FUNDING FOR THE SOLENT APPRENTICESHIP HUB		
<b>DATE OF DECISION:</b>	16 OCTOBER 2018		
<b>REPORT OF:</b>	CABINET MEMBER FOR ASPIRATION, SCHOOLS AND LIFELONG LEARNING		
<b><u>CONTACT DETAILS</u></b>			
<b>AUTHOR:</b>	<b>Name:</b>	<b>Kathryn Rankin</b>	<b>Tel:</b> 023 8083 3099
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<b>Director</b>	<b>Name:</b>	<b>Denise Edghill</b>	<b>Tel:</b> 023 8083 4095
	<b>E-mail:</b>	Denise.edghill@southampton.gov.uk	

## STATEMENT OF CONFIDENTIALITY

Not applicable

## BRIEF SUMMARY

A grant application of £1.91M has been submitted by Southampton City Council to the Department for Work and Pensions (DWP) for European Social Fund (ESF) to provide funding for a Solent wide Apprenticeship Hub, providing support for small and medium sized enterprises to provide more apprenticeship opportunities, and enabling more residents to take up apprenticeships. ESF provides 50% of the funds, the remaining 50% is match funded by a range of partners from their existing resources. This report seeks approval from Cabinet for the City Council to accept the grant and lead on the management of the programme across the defined area.

## RECOMMENDATIONS:

	(i)	To accept a grant of £0.96M from the European Social Fund via the Department for Work and Pensions (DWP) for the Solent Apprenticeship Hub and approve, in accordance with Financial Procedure Rules, revenue expenditure for the delivery of the programme until December 2021;
	(ii)	To approve the contribution of £0.29M from Southampton City Council, as part of a total match funding of £0.96M, towards the project from existing staff time. Individual organisations contributions are detailed in paragraph 10 of the report;
	(iii)	To approve the Council to act as Lead Accountable Body for the administration of the grant funding for the Solent Apprenticeship Hub which totals £1.91M across the Solent Local Enterprise Partnership (LEP) area; and
	(iv)	To delegate authority to the Director of Growth, following consultation with the Cabinet Member for Aspiration, Schools and Life Long Learning, to undertake such actions necessary to enable

		the successful delivery of the Solent Apprenticeship programme, including procurement of services.
<b>REASONS FOR REPORT RECOMMENDATIONS</b>		
1.		To enable Southampton City Council to receive funds to manage the delivery and implementation of the Solent Apprenticeship Hub across the Solent area.
2.		<p>Southampton City Council has a role in ensuring the provision of services to improve the economic and social well-being of its residents, and the surrounding area.</p> <p>The projects will contribute to the Council's key outcomes regarding:</p> <ul style="list-style-type: none"> <li>• Southampton has strong and sustainable economic growth</li> <li>• Children and young people get a good start in life</li> </ul>
<b>ALTERNATIVE OPTIONS CONSIDERED AND REJECTED</b>		
3.		Not to receive funding from ESF programme. If funding is not received, delivery, support and co-ordination of the Solent Apprenticeship Hub will not be possible within Council resources, and Small and Medium Enterprises (SME) and residents will not receive additional support to increase apprenticeship provision.
4.		Not to lead on the delivery and management of the Solent Apprenticeship Hub. This could reduce Southampton's benefit from the project. If these recommendations were not agreed it would result in loss of resourcing and provision of apprenticeship training opportunities in Southampton for local residents and young people.
<b>DETAIL (Including consultation carried out)</b>		
5.		The DWP issued a Call for Proposals to develop and manage a Solent wide Apprenticeship Hub in November 2017, with the aim of increasing the quantity and quality of apprenticeship opportunities in the Solent area, particularly amongst Small and Medium Enterprises (non-apprenticeship levy payers). Southampton City Council convened a partnership of other Solent local authorities, training providers, Universities and agencies with a track record of working in the field of apprenticeships to develop and lead a proposal.
6.		<p>The key elements of the project proposal are to:</p> <ul style="list-style-type: none"> <li>a) Establish a Single Point of Contact for apprenticeship enquiries through a telephone enquiry line and on line portal, integrated with or closely linked to the Solent Growth Hub.</li> <li>b) Provide an impartial comprehensive package of support to SMEs, employing three Apprenticeship Advisors who will visit businesses to provide a brokerage service and support to employers interested in offering apprenticeships and employees wishing to upskill.</li> <li>c) Promote the benefits of apprenticeship training through collaborative campaigns and marketing activities, using the network of Solent Growth Hub partners across the area, the local authorities, Chamber</li> </ul>

	<p>of Commerce and the Education Business Partnership.</p> <p>d) Work with schools, colleges, young people and employees wishing to upskill to promote apprenticeship opportunities, by providing impartial information, advice and guidance and supporting progression to apprenticeships through a clear, accessible and easily understandable application route.</p> <p>e) The Hub will support 1,620 individuals to access and achieve an apprenticeship qualification.</p>
7.	<p>Southampton City Council is the Lead Accountable Body for the project. This involves receiving the funds, developing and overseeing the delivery of the programme to meet the specified outcomes and quality requirements, and financial administration. Other partners in the project are:</p> <ul style="list-style-type: none"> <li>• Hampshire Chamber of Commerce (Solent Growth Hub)</li> <li>• ALPHI (network of training providers)</li> <li>• EBP South (Education Business Partnership)</li> <li>• Portsmouth City Council</li> <li>• Hampshire County Council (also representing Isle of Wight)</li> <li>• Solent University</li> <li>• University of Portsmouth</li> </ul> <p>The grant is intended to add value to local provision and develop new opportunities to meet employers' needs. The focus of activity is on SMEs and particularly on the growth sectors prioritised by the Solent LEP (e.g marine and maritime, digital technologies, financial and business services, logistics, life sciences, aerospace and advanced manufacturing).</p>
8.	<p>Delegation of authority to the Director of Growth is required to ensure that the programme is effectively developed and managed to meet agreed outcomes, whilst remaining responsive to changing economic, social and policy contexts over a three year period.</p>
<b>RESOURCE IMPLICATIONS</b>	
<b><u>Revenue</u></b>	
9.	<p>There are no capital implications.</p>
10.	<p>All additional staffing, resource and delivery costs will be funded from the ESF grant. All partners are contributing match funding in terms of staff time and management from existing budgets over a three year period.</p> <ul style="list-style-type: none"> <li>• Southampton City Council £0.29M</li> <li>• Portsmouth City Council £0.14M</li> <li>• Hampshire County Council £0.17M</li> <li>• Hampshire Chamber of Commerce £0.16M</li> <li>• University of Portsmouth £0.06M</li> <li>• Solent University £0.12M</li> </ul> <p>There will be no additional costs to the Local Authority. The ESF grant funding will be used to finance additional posts to manage, deliver and administer the</p>

	programme. This funding will be received 6 monthly in arrears based on the actual costs of delivery. The total expenditure and grant income will be recorded in the Aspiration, Schools and Life Long Learning Portfolio.
<b><u>Property/Other</u></b>	
11.	There is limited property requirement, as most of the delivery will be on partners' or employers' premises. Accommodation will be required for additional staff, but this is available through current flexible working arrangements.
<b>LEGAL IMPLICATIONS</b>	
<b><u>Statutory power to undertake proposals in the report:</u></b>	
12.	Section 1 of the Localism Act 2011 permits a Council to do anything that an individual may do whether or not normally undertaken by a local authority (the General Power of Competence). The power is subject to any pre or post commencement restrictions on the use of power (none of which apply in this case).
<b><u>Other Legal Implications:</u></b>	
13.	Legal advice will be sought regarding the contract between the Department for Work and Pensions and Southampton City Council, and contracts/service level agreements with sub-contractors and partners to minimise risk.
<b>RISK MANAGEMENT IMPLICATIONS</b>	
14	A Risks and Issues log has been developed as part of the project application and this details any key risks and mitigating actions. The key risk for the Council is clawback of European Funding should an audit discover irregularities in procurement, marketing, or finances. These project areas will be subject to stringent management processes and regular and robust internal reviews to ensure all EU contractual obligations are met. The ESF funding is secured to the UK to 2023, whatever the outcome of Brexit negotiations.
<b>POLICY FRAMEWORK IMPLICATIONS</b>	
15.	The proposed project supports the delivery of the Council Strategy 2016-2020 and the council's statutory Policy Framework.

<b>KEY DECISION?</b>	Yes
<b>WARDS/COMMUNITIES AFFECTED:</b>	All
<b><u>SUPPORTING DOCUMENTATION</u></b>	
<b>Appendices</b>	
1.	Equality and Safety Impact Assessment
<b>Documents In Members' Rooms</b>	
1.	None.

<b>Equality and Safety Impact Assessment</b>	
Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.	Yes
<b>Privacy Impact Assessment</b>	
Do the implications/subject of the report require a Privacy Impact Assessment (PIA) to be carried out.	No
<b>Other Background Documents</b>	
Equality and Safety Impact Assessment and Other Background documents available for inspection at: Economic Development and Skills folders, Civic Centre Southampton	

The **public sector Equality Duty** (Section 149 of the Equality Act) requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between different people carrying out their activities.

The Equality Duty supports good decision making – it encourages public bodies to be more efficient and effective by understanding how different people will be affected by their activities, so that their policies and services are appropriate and accessible to all and meet different people’s needs. The Council’s Equality and Safety Impact Assessment (ESIA) includes an assessment of the community safety impact assessment to comply with section 17 of the Crime and Disorder Act and will enable the council to better understand the potential impact of the budget proposals and consider mitigating action.

<b>Name or Brief Description of Proposal</b>	<u>Solent Apprenticeship Hub</u>
<b>Brief Service Profile (including number of customers)</b>	<u>To increase the number of Apprenticeship training opportunities to residents in the Solent area, aged 16+ by providing support to SMEs and their workforce. Target 1620 individuals to be supported.</u>
<b>Summary of Impact and Issues</b>	<u>No negative impacts, the Hub seeks to ensure that people from disadvantaged backgrounds are given additional support to access apprenticeship opportunities. Monitoring will be in place to ensure that information on protected characteristics is recorded.</u>
<b>Potential Positive Impacts</b>	<u>The Solent Apprenticeship Hub will increase career and skills development opportunities for the existing and future workforce and help young people make informed career choices. The Hub will make the route to apprenticeship training easier and more accessible and people will gain additional support through payment of travel and childcare costs for training. The project will target people with protected characteristics to support inclusion in the labour market and help people to develop fulfilling careers.</u>
<b>Responsible Service Manager</b>	<u>Kathryn Rankin</u>
<b>Date</b>	<u>14/09/2018</u>

<b>Approved by Senior Manager</b>	<u>Denise Edghill</u>
<b>Signature</b>	
<b>Date</b>	<u>14/09/2018</u>

## Potential Impact

Impact Assessment	Details of Impact	Possible Solutions & Mitigating Actions
<b>Age</b>	There is a focus on developing the skills of the older workforce. As part of the project 333 residents over the age of 50 will gain a qualification.	
<b>Disability</b>	Disabled people are also a target group and 108 disabled people are expected to gain a level 2 or above qualification.	
<b>Gender Reassignment</b>	No negative impact. Inclusive marketing of the project will encourage participation of people from all backgrounds and beliefs	
<b>Marriage and Civil Partnership</b>	No negative impact. Inclusive marketing of the project will encourage participation of people from all backgrounds and beliefs	
<b>Pregnancy and Maternity</b>	Child care costs will be met for learners on apprenticeship training courses so that these costs are not a barrier to their progression	
<b>Race</b>	We are targeting a minimum of 108 people from ethnic minority communities to gain a qualification, at level 2 and above.	
<b>Religion or Belief</b>	No negative impact. Inclusive marketing of the project will encourage participation of people from all backgrounds and beliefs	
<b>Sex</b>	The project requires evidence	

	that 295 women have improved their labour market status.	
<b>Sexual Orientation</b>	No negative impact. Inclusive marketing of the project will encourage participation of people from all backgrounds and beliefs	
<b>Community Safety</b>	No negative impact. Inclusive marketing of the project will encourage participation of people from all backgrounds and beliefs	
<b>Poverty</b>	The aim of the project is to enable people to develop their skills and progress in work, thus improving their wage capabilities and lifting them out of poverty	
<b>Other Significant Impacts</b>		

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<b>DECISION-MAKER:</b>	CABINET		
<b>SUBJECT:</b>	MEDIUM TERM FINANCIAL STRATEGY UPDATE 2018/19 TO 2022/23		
<b>DATE OF DECISION:</b>	16 OCTOBER 2018		
<b>REPORT OF:</b>	CABINET MEMBER FOR FINANCE AND CUSTOMER EXPERIENCE		
<b><u>CONTACT DETAILS</u></b>			
<b>AUTHOR:</b>	<b>Name:</b>	Sue Cuerden	Tel: 023 8083 4153
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<b>Director</b>	<b>Name:</b>	Mel Creighton	Tel: 023 8083 4897
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<b>STATEMENT OF CONFIDENTIALITY</b>
N/A
<b>BRIEF SUMMARY</b>
<p>This report provides an update on the approved Medium Term Financial Strategy (MTFS) for the period 2018/19 to 2022/23.</p> <p>The report identifies new pressures on the General Fund that have been identified and how it is currently proposed to fund those additional pressures.</p> <p>The report outlines the next set of the Executive's draft budget proposals for 2019/20 and 2020/21 to address the budget gap for those years. These will be used as the basis for consultation with a range of stakeholders over the coming months.</p> <p>Analysis on consultation feedback will be considered by the Cabinet before they finalise their budget proposals that will be recommended to Council on 20th February 2019 when it will set the General Fund and HRA budgets.</p> <p>The Government will announce its latest Budget assumptions in the Autumn Statement on 29<sup>th</sup> October 2018. The implications of any announcements made on the Councils position will therefore need to be included in the update to Council in February 2019.</p> <p>Table 1 identifies the current summary position for the General Fund for the period of the Medium Term Financial Strategy (MTFS) after allowing for the details and proposals included within this report. Further details can be found in paragraphs 20 to 78.</p>

**Table 1 – General Fund Summary**

	2018/19 £M	2019/20 £M	2020/21 £M	2021/22 £M	2022/23 £M
<b>Budget Gap - February 2018</b>	<b>0.00</b>	<b>6.95</b>	<b>14.10</b>	<b>10.94</b>	<b>10.94</b>
2018/19 Pressures and Mitigations	6.32	6.16	4.87	4.17	3.93
Future Pressures	0.00	4.85	4.85	6.85	7.85
Savings Proposals	0.00	(6.44)	(10.45)	(10.60)	(10.60)
Review of central resources & Non recurrent funding	0.00	(11.53)	(8.77)	(7.41)	(7.41)
<b>Amended Budget Gap - November 2018</b>	<b>5.32</b>	<b>(0.00)</b>	<b>4.60</b>	<b>3.95</b>	<b>4.71</b>

Table 2 below identifies the current summary position for the HRA for the period of the Medium Term Financial Strategy (MTFS) after allowing for the details and proposals included within this report. Further details can be found in paragraphs 91 to 99.

**Table 2 – HRA Summary**

	2018/19 £M	2019/20 £M	2020/21 £M	2021/22 £M	2022/23 £M
<b>Budget Gap - February 2018</b>	<b>0.00</b>	<b>3.15</b>	<b>3.42</b>	<b>3.68</b>	<b>3.68</b>
2018/19 Pressures	0.90	0.00	0.00	0.00	0.00
Savings	0.00	(0.62)	(0.98)	(1.18)	(1.18)
Reduction in Contribution to Capital Funding	(0.90)	(2.53)	(2.44)	0.00	0.00
<b>Amended Budget Gap - November 2018</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>2.70</b>	<b>2.70</b>

Table 3 below identifies the additional Capital Investment that has been identified to support the Councils Outcomes & Priorities. Further details can be found in paragraphs 85 to 90.

**Table 3 – Capital Investment Requirements**

	2018/19 £M	2019/20 £M	2020/21 £M	2021/22 £M	2022/23 £M
Southampton is an attractive and modern city where people are proud to live and work.	0.79	4.72	0.00	0.00	0.00
Children & Young People get a good start in life	0.14	0.00	0.00	0.00	0.00
<b>Total New Capital Investment</b>	<b>0.93</b>	<b>4.72</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>

**RECOMMENDATIONS:**

Having complied with paragraph 15 of the Council’s Access to Information Procedure Rules.

Cabinet are recommended to:

i)	Note the high level forecast for the General Fund for 2018/19 onwards contained in paragraph 9.
ii)	To note and ratify that a Solent Business Rates Retention Pilot bid was submitted to the MHCLG as detailed in paragraph 19.
iii)	Note the pressures which have been included in the forecast which are set out in paragraphs 24 to 42.

iv)	Note the Executive's initial savings proposals put forward for consultation in Appendices 2 to 6 which amount to £10.45M by 2021/22.
v)	Note that the Executive's budget proposals for consultation are based on the assumption that they will recommend a Council Tax increase of 2.99% to Full Council as per paragraph 77.
vi)	To note the implications of the savings proposals on the Capital Programme and to approve the additions to the capital programme as detailed in paragraph 88 and give approval to spend.
vii)	Note that the Executive's initial savings set out in Appendices 2 to 6 propose the deletion of 123.04 Full Time Equivalent (FTE) posts, of which 18.33 FTE are vacant, leaving 104.71 FTE at risk of redundancy or TUPE transfer.
viii)	Note the consultation on the Executive's draft budget proposals will commence on 24 <sup>th</sup> October 2018 and note the consultation proposals and methodology set out in paragraph 108.
ix)	Note the additional specific consultations on: revising the Adult Social Care Charging policy, closure of two council owned residential care homes, and revising service charges for tenants (Housing Revenue account). These will be carried out under their respective statutory consultation and representation regimes and will commence on 24 <sup>th</sup> October 2018 and run in parallel with the main budget consultation.
x)	Delegate authority to the Chief Financial Officer (CFO), following consultation with the Cabinet Member for Finance and Customer Experience, to do anything necessary to give effect to the proposals contained in this report.

#### **REASONS FOR REPORT RECOMMENDATIONS**

1.	This report is submitted for consideration as a General Exception under paragraph 15 of the Access to Information Procedure Rules in Part 4 of the City Council's Constitution, notice having been given to the Chair of the relevant Scrutiny Panel and the Public. The matter requires a decision in order to enable full consultation, where relevant, of the proposals set out in this report to ensure that the Council Tax and Budget Setting Process for 2019/20 is concluded within the statutory deadlines.
2.	The production of a financial forecast and an outline timetable are a requirement of the Council's Budget and Policy Framework Procedure Rules.
3.	In addition, it is good practice for the Council to consult with a range of stakeholders on its proposals for developing the budget. The recommendations in this report have therefore been put forward to allow this process to formally begin.

#### **ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

4.	The proposals presented in this report represent the Executive's draft budget for 2019/20 and 2020/21, that is being published for consultation. There are a number of variables and alternative options that could be implemented as part of the budget. The budget will be set by Full Council in February 2019.
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**DETAIL (Including consultation carried out)****BACKGROUND**

5. Council approved a 4 year MTFS in February 2018, the objective of which is to provide a financial framework within which financial stability can be achieved and sustained in the medium term to deliver the Council's priority outcomes.

6. There are 6 key aims of the Strategy:

- To provide financial parameters within which budget and service planning should take place;
- To ensure the Council sets a balanced budget;
- To focus and re-focus the allocation of resources so that, over time, priority areas receive additional resources. Ensuring services are defined on the basis of a clear alignment between priority and affordability;
- To ensure the Council manages and monitors its financial resources effectively so that spending commitments do not exceed resources available in each service area;
- To plan the level of fees, charges and taxation in line with levels that the Council regard as being necessary, acceptable and affordable to meet the Council's aims, objectives, policies and priority whilst gradually reducing the Council's reliance on Central Government funding; and
- To ensure that the Council's long term financial health and viability remain sound.

7. Table 4 below shows the MTFS position as reported in February 2018.

8. Table 4 – Funding Gap 2018/19 to 2021/22

	<b>2018/19 £M</b>	<b>2019/20 £M</b>	<b>2020/21 £M</b>	<b>2021/22 £M</b>
<b>Remaining Savings Requirement</b>	<b>0.00</b>	<b>6.95</b>	<b>14.10</b>	<b>10.94</b>

**2018/19 POSITION**

9. The General Fund Revenue forecast position is an overspend on portfolios of £8.62M, offset by a release of reserves and contingencies of £2.3M bringing the position to a net overspend of £6.32M. Any pressures that expected to continue into 2019/20 have been accounted for in these proposals and are set out in paragraphs 24 to 42.

**COMPREHENSIVE SPENDING REVIEW AND FAIR FUNDING REVIEW**

10. 2019/20 marks the final year of the Comprehensive Spending Review (CSR) and the final year of the 4 year settlement that the council agreed with central government.

11. Subsequent to agreeing to this settlement Southampton applied for and was successful in becoming part of a 100% Business Rates Retention pilot for 2018/19. This was as part of a pool with Portsmouth and the Isle of Wight. This was a one year only pilot and it was confirmed in July 2018, that the 100% pilot would not be continuing beyond this and Southampton, as part of a pool, along with other pilot areas would need to reapply to be considered for the 75% business rate retention pilots. There are further details on this paragraph 19.

12.	As yet it is unclear on what the next settlement will look like, with government proposing a radical overhaul of how local government funding is allocated via the fair funding review.
13.	Alongside this there has been recognition by central government that the provision and funding of adult social care needs to be reviewed as part of the overall review of health provision. A green paper is expected imminently regarding this issue, as yet we do not have any indications on the outcome of this review.
	<u>Recent Announcements</u>
14.	<u>Removal of the HRA Borrowing Cap</u> The Government have announced an intention to remove the HRA borrowing cap to allow additional borrowing for new developments. Further details will be forthcoming in due course but it is expected that this will form part of the Comprehensive Spending Review next year and will take effect from 2020/21.
15.	<u>Adult Social Care Monies - seasonal rise in demand over the winter months.</u> A further £240M of funding is to be made available to help fund the seasonal rise in demand over the winter months for hospital beds. These monies are to fund social care in order that that demand is mitigated. The allocation will be based on the Adult Social Care Relative Needs Assessment which for Southampton will be in the region of £1.00M. Uses of the funding will need to be confirmed but can be used to meet the cost of care packages to help reduced delayed transfers of care. Additionally, it has been announced that it could be used for home adaptations.
	<u>Autumn Budget 2019</u>
16.	The autumn budget date has been announced for the 29 <sup>th</sup> October 2018.
17.	Local authorities are dependent on funding allocations from the MHCLG, with the funding 'pot' being determined by the Treasury. There is heavy reliance on how that funding is distributed and what element of locally raised taxes can be retained by the local authority. As such there are a number of issues that need to be considered: <ul style="list-style-type: none"> <li>• The overall size of the funding to be allocated to local government;</li> <li>• Council Tax and the allowable referendum limit;</li> <li>• Business Rates Retention assumptions, along with any other exemptions and changes;</li> <li>• Funding for services that are impacting local authorities nationally i.e. Adults and Children's Social Care;</li> <li>• Welfare decisions that affect demand for local services;</li> <li>• Any general infrastructure funding requirements such as affordable housing; and</li> <li>• The need to ensure that statutory services can be provided within the available funding.</li> </ul>
18.	The implications of any announcements made on the Councils position will therefore need to be included in the update to Council in February 2019.
19.	<u>Business Rate Pilot</u> Whilst primary legislation for the implementation of 100% business rate retention has halted, the MHCLG have confirmed that the Government are still

	<p>committed to progressing towards this aim. In light of this work is continuing to establish the mechanism for how the system will operate including a review of a fairer funding system for need; appeals; growth incentives mechanisms; and potential reset periods.</p> <p>As part of this process, applications were sought from local authorities to apply to be a 'pilot' for 100% business rate retention in 2018/19.</p> <p>Southampton City Council were part of a successful bid application with Portsmouth City Council and the Isle of Wight Council, known as the Solent Pilot.</p> <p>The Government have again requested pilot bids for 2019/20 but to now run on a 75% retention basis as it is expected that due to the required legislative changes required, the most that will be achieved until that point is 75%.</p> <p>A bid was submitted, again for the Solent Region, on the 25<sup>th</sup> September 2018. Successful pilots will be announced in December 2018. If successful, the financial implications will be included in the MTFS update in February 2019.</p> <p>Cabinet are asked to note and ratify the decision taken to submit the application.</p>
	<b>PROCESS OF FINDING SAVINGS</b>
20.	The council adopted an outcome based planning and budgeting approach in 2017/18, to ensure that we are investing our reduced resources in activities that have the greatest impact on the delivery of our priority outcomes. In setting our budget for 2019/20 onwards, we have further developed this outcome based approach, introducing 'Business Academies'. Workshop sessions were held for groups of services, which help to deliver a particular outcome. This looked at a 2 year time horizon for areas to plan delivery.
21.	The business academy workshop sessions were held in groups of services, that help to deliver a particular outcome, so that the collection of services that contribute to delivering an outcome were able to talk overall redesign in the sessions.
22.	At the start of the process, the remit was given to try and close the £10.94M budget gap by 2021/22 as reported in February 2018.
23.	The current 2020/21 and future years budget gap still needs to be addressed, including further review of savings requirements and MTFS Funding Assumptions. Any update on this position will be included within the Budget Report to Council in February 2019.
	<b>PRESSURES</b>
24.	As part of in year budget monitoring and having gone through the business academy process a number of pressures have been identified. These pressures are detailed in paragraphs 24 to 42 and in Appendices 2 to 6.
25.	<b>Current Year Pressures</b>
	<b><u>Children and Young People Get a Good Start in Life</u></b>
26.	<p><u>Home to School Transport</u></p> <p>An increase in the number of children with high needs requiring transport to schools and legislative changes in the Home to School Transport (HTST) provision requiring Local Authorities to extend this service to Early years and Post 16, have caused a pressure. The HTST pressure is forecast increase in 19/20 due to the continuing impact of these changes. To mitigate this pressure</p>

	<p>extensive reviews of the provision to find efficiencies have been undertaken and which have included parent consultations and reviewing the provision provided by neighbouring authorities. The provision will also form part of the strategic transport review.</p> <p>In addition to this there is a saving proposal to retain modular classrooms at Bitterne Park Secondary School to increase the number of Special Educational Needs (SEND) placements to address demand and reduce the number of out of city placements.</p>
27.	<p><u>Looked After Children</u></p> <p>The number and cost of looked after children in the city is higher than initially expected, therefore a pressure has been included to bring the budget in line with current expenditure. Having a higher than expected number of placements also incurs costs on staffing for additional temporary social workers to deal with the caseload, and additional costs of expert fees. The service has reviewed the projected number, and costs of placements to forecast the budget requirement over the MTFS period, including a review of residential placements to alternative provision, where this is appropriate to the needs of the child. In order to deliver the reduced costs there is investment in the placements team required to deliver focussed targeted step down from residential care and identify suitable alternative provision.</p>
28.	<p><u>High Needs</u></p> <p>Due to the increase in the number of children with High Needs being placed in residential placements, there is a pressure within this area. Whilst these services are statutory, the Jigsaw Service is actively reviewing individual assessments to ensure that the provision provided is meeting need.</p>
<b><u>People in Southampton lead safe, healthy, independent lives</u></b>	
29.	<p><u>Long Term Care</u></p> <p>Savings proposals for this area focused on reducing the numbers of client care packages within the Older Persons and Physical Disabilities areas. Action plans to achieve these savings are still being developed to finalise the mechanisms for implementing this reduction. Integrated Better Care Funding has been used to offset overspends where appropriate.</p>
30.	<p><u>Adult Mental Health Clients</u></p> <p>There has been an increased number of high cost residential Adult Mental Health clients transferring from Health to Adult Social Care. The net number of clients has not increased, however the average cost per client has increased due to the increased number of clients with more complex needs.</p>
31.	<p><u>Provider Services</u></p> <p>There has been a significant increase in the use of temporary staffing at the Glen Lee and Holcroft residential care homes. This is due to Care Quality Commission recommendations being implemented following the recent inspection of Glen Lee; and long term sickness and vacancies at Holcroft care home.</p>
<b><u>Southampton Is An Attractive And Modern City Where People Are Proud To Live And Work</u></b>	
32.	<p><u>Parks and Open Spaces</u></p> <p>The Council has been working through a significant backlog of essential tree works since the previous contract was brought back in house in April 2017. This</p>

	has resulted in less ability to focus on income generating work, creating a pressure. The backlog will continue to be addressed throughout 2018/19 and 2019/20.
33.	<p><u>Waste Collection and Disposal</u></p> <p>A saving proposal regarding the introduction of CCTV was expected to reduce the security costs at the depot however this has not proved realisable.</p> <p>Post February Budget report saw a significant change in market values for dry &amp; mixed recyclables, particularly for cardboard and mixed paper commodity. Indications are that market prices are set to continue to decrease due to the uncertainty pertaining to export markets for recyclables, particularly within the fibre markets.</p> <p>Due to the age of the refuse collection vehicles the cost of repair has increased and with this the cost of hire vehicles. The Council Capital Board will be recommending to full council the purchase of new refuse collection vehicles see paragraph 91.</p> <p>Offsetting these pressures is a £0.6M saving that has been achieved from the successful implementation of Alternate Weekly Collections.</p> <p>It is proposed to review the charges for garden waste, and find alternative bin storage facilities in order to mitigate these pressures.</p>
34.	<p><u>Local Authority Trading Company</u></p> <p>Whilst some of the income generating ideas that were part of the Local Authority Trading company proposals have been progressed it has not been possible to take forward all the ideas as quickly as originally envisaged for a variety of reasons. This has created a pressure in 2018/19 and a small pressure in 2019/20, however the services that were in phase 1 do go on to achieve more than the original amount allocated to them.</p>
35.	<p><u>Regulatory Services</u></p> <p>Cemeteries and Crematorium has a forecast reduction in income since the new crematorium in Romsey opened. A marketing plan is being developed and a fee increases are proposed to mitigate this impact.</p> <p>The introduction by government of an online service for Nationality Checks has caused a loss of income to the service as applicants are no longer obliged to take this service from the registration office, resulting in a reduction in income.</p>
	<b><u>Southampton is a City with Strong Sustainable Economic Growth</u></b>
36.	<p><u>Property Rationalisation &amp; Disposal Saving</u></p> <p>A saving proposal linked to rationalisation of service properties was approved in February 2016 which increases to £2.25M by 2019/20. This saving has not been achieved. This is due in part to the need to review the whole of the Council's estate and in part due to a high level of vacancies in the Property Services Team. To date, in year mitigations have been identified but these are one off in nature and not forecast for future years.</p>
	<b>2019/20 PRESSURES</b>
	<b><u>Children and Young People Get a Good Start in Life</u></b>
37.	<p><u>Looked After Children</u></p> <p>In 2019/20 further reductions in the number and cost of looked after children had been modelled into the MTFS, however these projections have now been revised following the increased demand and cost in this financial year.</p>

**People in Southampton lead safe, healthy, independent lives**

38.

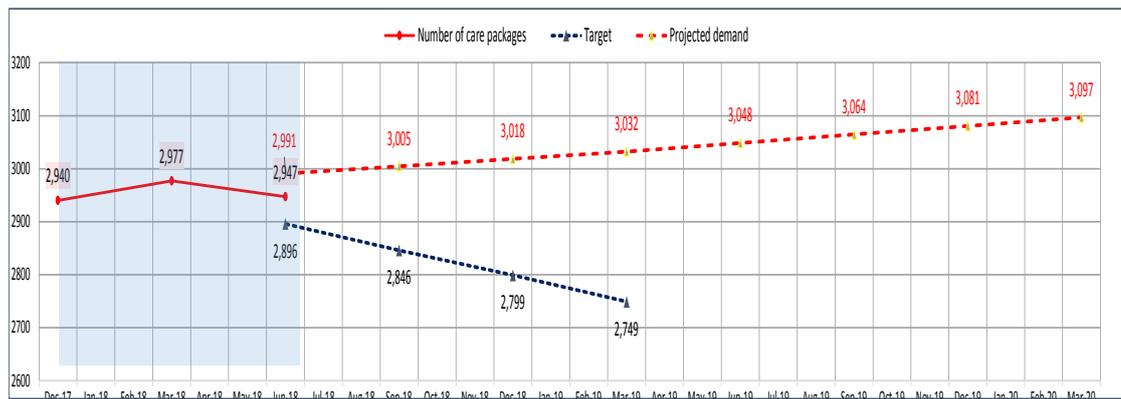
**Kentish Road**

The ongoing budget for the Kentish Road respite home was removed as part of an approved budget saving proposal in February 2017. Following further discussion and consultation a decision has been made to re provide a service at Kentish Road to enable wider choice.

**Demographic Pressures**

A projection has been completed on the likely number of people needing adult social care services over the life of the MTFS. This shows a continued rise in the number of potential clients over this period, with likely demand being in excess of that already included in the MTFS assumptions. Graph 1 below shows the expected trajectory of client numbers. An additional pressure has therefore been added in 2021/22 and 2022/23 to recognise this likely increase in demand for services. This has been based on an assumed package cost which has been uplifted for inflation.

**Graph 1 – Adult Social Care No of Care Packages**



**Southampton Is An Attractive And Modern City Where People Are Proud To Live And Work**

39.

**Investment in Flood Risk Management Service**

Additional resources are required to ensure that essential priority flood prevention schemes can be delivered.

40.

**Local Authority Trading Company (LATCo)**

At its meeting in July, Council approved the decision to delay the implementation of a LATCo to allow for other priority projects to be progressed. A pressure had been recognised within the current financial year when setting the budget for 2018/19 and as a result of this the pressure has been recognised over the period of the MTFS. This will be updated once further decisions are taken and work has continued around commercialisation.

**Southampton is a City with Strong Sustainable Economic Growth**

41.

**Cultural Trust**

In order to progress initiatives in and development of the cultural quarter and creation of the Cultural Trust additional resources are required.

**A Modern Sustainable Council**

42.	<p><u>Social Media Contact</u></p> <p>As a result of an increase in demand for communication with the council through social media platforms investment in resources to meet this need is required, and to provide a better customer experience.</p>																																			
<b>CLOSING THE GAP</b>																																				
43.	In order to close the budget gap following the business academy and the identification of pressures, some central resources have been released.																																			
44.	<p><u>Funds for increasing demand</u></p> <p>A sum of money is held centrally each year for increasing costs in those services that are demand led. These pressures have become evident as the budget setting process has progressed, therefore it is appropriate to release this funding to meet the identified pressures. However it does mean that if demand pressures occur over the next two years over and above those already factored in, we will need to find mitigations quickly or will have to look to reserves to provide one off relief to the pressure. If this scenario happens there will need to be further savings identified in the following years to offset the pressure.</p>																																			
45.	<p><u>Non-contractual inflation</u></p> <p>£1M of non-contractual inflation has been released to offset pressures as a result this will not be distributed to services they will need to absorb inflation pressures outside of previously agreed contractual increases.</p>																																			
<b>SAVINGS PROPOSALS</b>																																				
46.	Appendices 2 to 6 show the savings proposals by outcome and these are summarised in Table 5.																																			
47.	<p><u>Table 5 – Summary of Savings Proposals by Outcome</u></p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="text-align: left;">Outcome</th> <th style="text-align: center;">2019/20 £M</th> <th style="text-align: center;">2020/21 £M</th> <th style="text-align: center;">2021/22 £M</th> <th style="text-align: center;">2022/23 £M</th> </tr> </thead> <tbody> <tr> <td>Children and Young People get a good start in life</td> <td style="text-align: center;">(1.73)</td> <td style="text-align: center;">(2.57)</td> <td style="text-align: center;">(2.57)</td> <td style="text-align: center;">(2.57)</td> </tr> <tr> <td>People in Southampton lead safe , healthy, independent lives</td> <td style="text-align: center;">(1.33)</td> <td style="text-align: center;">(3.09)</td> <td style="text-align: center;">(3.09)</td> <td style="text-align: center;">(3.09)</td> </tr> <tr> <td>Southampton is an attractive and modern city where people are proud to live and work.</td> <td style="text-align: center;">(0.26)</td> <td style="text-align: center;">(0.31)</td> <td style="text-align: center;">(0.36)</td> <td style="text-align: center;">(0.36)</td> </tr> <tr> <td>Southampton is a City with Strong, Sustainable, Economic Growth</td> <td style="text-align: center;">(1.24)</td> <td style="text-align: center;">(1.74)</td> <td style="text-align: center;">(1.94)</td> <td style="text-align: center;">(1.94)</td> </tr> <tr> <td>A Modern Sustainable Council</td> <td style="text-align: center;">(1.87)</td> <td style="text-align: center;">(2.73)</td> <td style="text-align: center;">(2.64)</td> <td style="text-align: center;">(2.64)</td> </tr> <tr> <td><b>Total Savings 2019/20 and Future Years</b></td> <td style="text-align: center;"><b>(6.44)</b></td> <td style="text-align: center;"><b>(10.45)</b></td> <td style="text-align: center;"><b>(10.60)</b></td> <td style="text-align: center;"><b>(10.60)</b></td> </tr> </tbody> </table>	Outcome	2019/20 £M	2020/21 £M	2021/22 £M	2022/23 £M	Children and Young People get a good start in life	(1.73)	(2.57)	(2.57)	(2.57)	People in Southampton lead safe , healthy, independent lives	(1.33)	(3.09)	(3.09)	(3.09)	Southampton is an attractive and modern city where people are proud to live and work.	(0.26)	(0.31)	(0.36)	(0.36)	Southampton is a City with Strong, Sustainable, Economic Growth	(1.24)	(1.74)	(1.94)	(1.94)	A Modern Sustainable Council	(1.87)	(2.73)	(2.64)	(2.64)	<b>Total Savings 2019/20 and Future Years</b>	<b>(6.44)</b>	<b>(10.45)</b>	<b>(10.60)</b>	<b>(10.60)</b>
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48.	<p>As in previous years the budget proposals have been grouped into three categories:</p> <ul style="list-style-type: none"> <li>• <u>Business as Usual Savings</u> – these are minor savings that do not impact on outcomes and are part of the normal review of service budgets</li> <li>• <u>Income Generation Savings</u> – as a part of the business academy process a commercial aspect was introduced to service planning and</li> </ul>																																			

	<p>where possible minor income generating opportunities have been introduced</p> <ul style="list-style-type: none"> <li>• <u>Service Delivery and Redesign</u> – these are areas where there are redesign in delivery of services to ensure there is minimal impact of savings on outcomes.</li> </ul>
49.	The following paragraphs provided more detail for the Service Delivery and Redesign proposals.
	<b><u>Children and Young People Get a Good Start in Life</u></b>
50.	<p><u>Locality Based Service</u></p> <p>In 2017, a Locality Based 0-19 Early Help and Prevention service was introduced that included a mix of universal services and more targeted, intensive support for children and young people with additional needs, or whose home life makes them vulnerable to poor outcomes.</p> <p>The service has been successful in offering advice and support to children and families, the proposal is to extend the model by bringing in more specialist and targeted health and social care which can provide early help and outreach preventative services.</p> <p>These specialist and targeted services are currently available, but have to be accessed separately. By delivering more services locally for families, the aim is to make them part of a community resource that is practical, holistic and easy to access. We also want to increase our partnership working with local community and voluntary services.</p> <p>This will enable engagement with families at an early stage when they are facing difficulties, challenges or need advice. It will also help to enhance the Families Matter service which focuses on strengthening and turning around families who are experiencing issues. Providing the right help early can stop problems getting worse or avoid issues altogether. Evidence shows that this can deliver better outcomes for children and families as well as saving money in the longer term as it avoids the need for more intensive, long term support. Therefore, it should ultimately reduce the number of children coming into statutory services with escalated needs, requiring the intervention of the council.</p>
51.	<p><u>Play Offer</u></p> <p>The council currently sets up, runs and facilitates play sessions in 7 centres across the city and these are staffed by council employees (approximately 20 staff). The proposal is to explore opportunities for some play services to be run or co-run by local community volunteers and/or parent volunteers. The council and its partners will continue to coordinate and support the running of these groups, though will seek to hand over some facilitation to capable and trained members of the community. Council staff will continue to run some targeted sessions if there are areas where it is not viable to deliver a community led play offer; in that case, these will be targeted to those areas with the greatest need. The council will also support work to develop the availability of play areas across the city.</p>
52.	<p><u>Looked After Children Contact Service</u></p> <p>The Contact Service facilitates contact for our Looked After Children (LAC) with their birth families. The current service is costly in terms of staffing, time and physical resource. The proposal is to review, scope and assess the benefits of the current Contact Service, with a view to it being delivered by a partner</p>

	organisation. In doing so, the service has the potential to become more flexible, with a 7 day a week service across extended hours.
53.	<p><u>Special Educational Needs (SEN) - Compass School Reduction in places in line with demand</u></p> <p>Compass School is a Pupil Referral Unit (PRU), providing transitional, full time education and support for up to 160 pupils aged 5 - 16 who are not accessing mainstream schools. In September 2018, there were only 67 pupils on the school roll. Although this number is likely to rise as the academic year progresses, the school has never reached its capacity of 160. Therefore, the current funding for 160 pupils is not required.</p>
54.	<p><u>SEN - Reduce Early Intervention Fund</u></p> <p>The Early Intervention Fund supports early years and childcare providers to expand or to set up new provision. The proposal is to reduce this fund by £0.1M, and encourage providers to seek funding from elsewhere.</p>
55.	<p><u>Education - Income from Sugar Tax through Healthy Pupils Fund Bid</u></p> <p>The proposal is to submit a bid to the Healthy Pupils Fund which has been created by income from the tax on sugary drinks. This money will be utilised to offset existing expenditure on health related matters.</p>
	<b><u>People in Southampton lead safe, healthy, independent lives</u></b>
56.	<p>Shared Lives is a scheme in which a person, or a family, provides care in their home for up to three adults with learning disabilities, mental health needs, physical disabilities and/or older people. The proposal is to expand this scheme, by investing in additional council staff and support, as well as marketing, so that more people are able to be supported through Shared Lives. We are also proposing to review current residential placements, to see whether anyone in a residential home might benefit from moving into a Shared Lives placement. No changes will be made to current placements without thorough, person-centred assessments or reviews being undertaken, which will take into account the views and preferences of the person as well as their families and where appropriate their independent advocates.</p>
57.	<p><u>Revise the Adult Social Care Charging Policy</u></p> <p>Under the Care Act 2014, the council has discretion to choose whether to charge for services to meet both eligible and non-eligible needs, except where it is required to arrange care and support free of charge.</p> <p>Southampton City Council has an Adult Social Care Charging Policy which sets out the charges that apply for non-residential care and support. Under this policy, the council charges for some services provided (care and support) where it is permitted to do so under the Care Act 2014 and carries a financial assessment (means test) to determine the amount an individual has to contribute towards the cost of their care and support.</p> <p>When carrying out a financial assessment, the council follows the rules on the treatment of income and capital laid down in The Care and Support (Charging and Assessment of Resources) Regulations 2014 and in compliance with the Care Act 2014 and the statutory guidance.</p> <p>The council has, to date, exercised its discretion to not charge at all for some services and for other services has not charged the full amount to cover the actual service being delivered.</p>

	<p>In light of the increasing demand for services to meet needs for care and support and the need to deliver savings the council has to look at how we are organised and how we provide services to continue to ensure that we provide the highest quality of services possible. We need to consider how we can make sure that this is sustainable and will meet the needs of local people, now and in the future. We are therefore proposing to increase the income from non-residential care charges, charging for services from date of commencement and for deferred payment agreements.</p>
58.	<p><u>Increase in use of Urgent Response Service</u></p> <p>The urgent response service provides rehabilitation and reablement for adults. The proposal is to further invest in this service to reduce the need for more expensive longer term health and care packages.</p>
59.	<p><u>Closure of two council owned residential care homes</u></p> <p>The council runs two residential homes, Holcroft House and Glen Lee. Although demand for Adult Social Care is increasing, the demand for residential care has decreased as more people are supported to live independently in their own homes. National and local research has found that older people would prefer to continue living at home for as long as possible. Research also tells us that the demand for residential care is likely to continue to decrease as alternatives such as housing with care become the preferred option. The local home care market is better placed to provide care and support where residential care is needed, leaving the council to focus on the development of housing with care and community-based services.</p> <p>The proposal is therefore to close both of these homes subject to consultation and individual needs assessment.</p>
	<p><b><u>Southampton Is An Attractive And Modern City Where People Are Proud To Live And Work</u></b></p>
60.	<p><u>Refuse and Recycling</u></p> <p>The refuse and recycling service are proposing to review the waste collection schedules and routes across the city, to make these more efficient, meaning we will be able to reduce the total number of crews by one and reduce agency expenditure.</p>
61.	<p><u>Street Cleaning</u></p> <p>We are proposing to review and rationalise the provision of litter bins in the city, and introduce smart compactor bins where appropriate. These smart bins use sensors to alert the service when bins needs emptying, meaning collection vehicles only need to go out when necessary. They also compact waste, allowing five times as much waste to be placed in a bin before emptying is required. It is proposed to undertake a trial of these bins in 2019/20, by replacing some existing bins with smart compactor bins. If the trial is successful, a wider review will be undertaken with a view to introducing more smart compactor bins, and reducing the overall number of bins in the city.</p>
	<p><b><u>Southampton is a City with Strong Sustainable Economic Growth</u></b></p>
62.	<p><u>Car Parking - Introduce charges for blue badge holders in council owned off street car parks</u></p> <p>The proposal is to withdraw free parking in off-street car parks for Blue Badge holders, meaning that Blue Badge holders who choose to park in off-street car parks will be subject to the same charges, terms and conditions as other users.</p>

	<p>Many other local authorities already charge blue badge holders for parking in off-street car parks, as do private sector providers.</p> <p>The introduction of charges for Blue Badge holders will apply to all council owned surface car parks and to the West Park Road Multi-story Car Park (MSCP). All other MSCPs in the city already have barrier systems in place, meaning that those with Blue Badges pay for parking in these car parks.</p> <p>Blue Badge holders will still have designated spaces within off-street car parks, however they will be expected to pay the same parking charge as all users of that car park and be subject to any time restrictions in place in that car park.</p> <p>Blue Badge holders will continue have the option to make use of on-street parking for free, and these changes will apply to off-street car parks only.</p>
63.	<p><u>Review &amp; increase Itchen Bridge fees for non-residents</u></p> <p>The proposal is to increase the Itchen Bridge Toll charges by 20p for vehicles in classes 2 and 3 and above crossing the bridge, who are not eligible for a concession. This will impact on non-residents, whether using a smart card or paying in cash, who are driving cars, small vans, small 4x4 and large vans, which include large transit and 4x4 vans.</p> <p>The increase in the toll would not apply to residents who receive a concessionary toll through use of a Smart Card. Residents who do not currently have a free to issue Smartcities card would need to apply for one in order to avoid paying the increased charges.</p> <p>Those that currently qualify for free use of the bridge would continue to do so, which includes motorcycles, electric vehicles and blue badge holders.</p>
64.	<p><u>Advertising on Bus Shelters</u></p> <p>Additional marketing to increase income from bus shelter advertising.</p>
65.	<p><u>Transport Review</u></p> <p>It is proposed to undertake a strategic review of the transport the council provides and subsidises across the city. This should identify efficiencies and savings compared the current service provision.</p>
66.	<p><u>Investment Property Rationalisation</u></p> <p>A review of the investment property estate will be undertaken with a view to maximising rental income.</p>
<b><u>A Modern Sustainable Council</u></b>	
67.	<p><u>Debtors &amp; Creditors - Increase fees to cover the cost of Universal Deferred Payment Scheme (UDPS)</u></p> <p>The Care Act 2014 gave powers to councils to enter into deferred payment agreements (DPA) to prevent people from being forced to sell their homes in their lifetime to meet the costs of their care. Local Authorities can offer a DPA to an individual who meets the criteria set out in the Care Act 2014.</p> <p>The UDPS is intended to be run on a cost-neutral basis with Local Authorities being able to recoup the costs associated with deferring the fees by charging interest and by recouping administration charges. Administration charges and interest can be added onto the total amount charged or customers can choose to pay for them separately.</p> <p>The proposal is to increase the charges that council makes to cover the cost of the service.</p>

68.	<u>Contract Management</u> Efficiency savings from a review of all contracts.
69.	<u>HMRC Investigations</u> Investigations, resulting in backdated claims to HMRC will be undertaken by in house staff, rather than external organisations, allowing us to save on commission charges.
70.	<u>Review of Capital Funding &amp; Treasury Management</u> Review and reprioritisation of capital funding programme, ensuring alternative sources of funding are used in preference to borrowing and review of Treasury Management due to slippage in the capital programme.
71.	<u>Democratic Services – Members Expenses Budgets</u> A review of the member's expenses budgets has been undertaken and a reduction in the expenses budget for Councillors is proposed.
72.	<u>Major Projects</u> Efficiency gains from the implementation of major projects, such as the introduction of the Business World Enterprise Resource Platform (ERP) is expected. This will be further reviewed once the projects have been implemented and have had time to embed.
	<u>Implementation Costs</u>
73.	Implementation costs will be funded by existing resources where possible or from a contribution from the MTFs reserve.
	<b>FUNDING CHANGES</b>
74.	<u>Business Rate Retention Pilot</u> Paragraph 19, describes the current pilot, and the forecast non recurrent benefit from this is £2.5M, £2.45M in 2019/20 and £0.05M in 2020/21. This has been utilised to offset pressures within the MTFs plans.
75.	<u>Business Rates and Council Tax Growth</u> As is the usual process at November budget setting a review of business rates and council tax forecasts for future years has been undertaken. This considers all future developments and the stage they are at over the period of the MTFs. Where completion dates can be reasonable determined an estimate of the likely income has been included in the funding available on a recurring basis. These estimates have been revised downwards to take account of potential reduced income from: <ul style="list-style-type: none"> <li>• Council tax reduction scheme;</li> <li>• Demolitions;</li> <li>• Potential appeals to business rates valuations and resultant refunds; and</li> <li>• To offset any cost of empty properties due to business displacement.</li> </ul>
76.	<u>Collection Fund Surplus</u> The collection fund reported a surplus at the end of 2017/18 of £3.3M pertaining to the council. This is available to use to support the 2019/20 position.
77.	<u>Council Tax Increase</u> In order to assist with financial sustainability the proposal is to increase council tax by 2.99%. This assumes that the referendum limit will be set at this level,

	as per indications from central government. This will be confirmed either at the Autumn Budget Statement or via the Provisional Local Government Finance Settlement in December.																																										
78.	<p><u>Release of Direct Revenue Contributions Capital</u></p> <p>A review of capital funding sources has identified a one off sum of monies earmarked as a direct revenue contribution to capital, can be released of £1.44M to support the 2020/21 financial position.</p>																																										
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79.	Table 6 and below summaries the details set out in the above paragraphs. Additionally the full MTFS model is shown in Appendix 1.																																										
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81.	<p><u>2020/21 Budget Gap</u></p> <p>Table 6 shows there is a budget gap in 2020/21 of £4.60M. Proposals to close this gap will be presented in the February council tax setting papers that are put before Full Council. If these proposals require consultation this will be detailed at this time, however it is the intention to minimise this wherever possible. Hopefully at this stage there will be more information available regarding the central government proposals to address the adult social care funding gap at a national level, and the proposed fair funding review for overall local government funding.</p>																																										
	<b>PUBLIC HEALTH</b>																																										
82.	Table 7 below show the current public health grant funding gap along with the proposed savings that have been proposed to close the gap.																																										
83.	<u>Table 7 – Public Health Funding Gap</u>																																										

	2018/19 £M	2019/20 £M	2020/21 £M	2021/22 £M	2022/23 £M
Cumulative Grant reduction	0.45	0.90	0.90	0.90	0.90
Inflation and Pay Award Pressure	(0.00)	0.01	0.01	0.01	0.01
<b>Total Public Health Grant Funding Gap</b>	<b>0.45</b>	<b>0.90</b>	<b>0.90</b>	<b>0.90</b>	<b>0.90</b>
<u>Public Health grant savings</u>					
Redesign of Behaviour Change provisions	(0.02)	(0.05)	(0.05)	(0.05)	(0.05)
2% annual reduction in Sexual Health Service contract	(0.04)	(0.09)	(0.09)	(0.09)	(0.09)
Transfer responsibility for funding health services to the NHS as previously agreed.	(0.32)	(0.64)	(0.64)	(0.64)	(0.64)
Solent University PhD students	(0.03)	(0.03)	(0.03)	(0.03)	(0.03)
Other Savings and Staffing amendments	(0.04)	(0.09)	(0.09)	(0.09)	(0.09)
<b>Total Savings</b>	<b>(0.45)</b>	<b>(0.90)</b>	<b>(0.90)</b>	<b>(0.90)</b>	<b>(0.90)</b>
<b>Funding Gap</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>
84.	<p>It should be noted the savings identified above are a continuation of previous agreed proposals. They relate in the main to:</p> <ul style="list-style-type: none"> <li>• Redesigned contract savings;</li> <li>• Cessation of support to Solent University PhD Students; and</li> <li>• Health Services that will transfer to and be funded by CCG.</li> </ul>				
	<b>CAPITAL INVESTMENT</b>				
85.	<p>The capital strategy details the process for approving new bids for investment for future years. Linked to outcomes based planning and budgeting, new initiatives can be put forward that either enable the achievement of ongoing revenue savings i.e. invest to save, or that will achieve the outcomes and priorities of the council.</p>				
86.	<p>Table 8 and 9 below details the new additions to the capital programme that have been identified and the source of financing. All schemes will be added to the Transport &amp; Public Realm Portfolio.</p>				

87.

Table 8 – New Capital Investments

	2018/19 £M	2019/20 £M	2020/21 £M	2021/22 £M	2022/23 £M
Fleet Electric Vehicles	0.00	0.82	0.00	0.00	0.00
Refuse Collection Vehicles	0.00	2.90	0.00	0.00	0.00
Solar Powered Compactor Bins	0.00	1.00	0.00	0.00	0.00
Replacement Of Pay & Display Machine Card Readers	0.46	0.00	0.00	0.00	0.00
Integrated Transport - S106	0.33	0.00	0.00	0.00	0.00
Play Area Improvement Programme - S106 Contributions	0.14	0.00	0.00	0.00	0.00
<b>Total New Capital Investment</b>	<b>0.93</b>	<b>4.72</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>

Table 9 – Capital Funding

Financed by:	2018/19 £M	2019/20 £M	2020/21 £M	2021/22 £M	2022/23 £M
Council Resources	0.00	(3.72)	0.00	0.00	0.00
Direct Revenue Financing	(0.46)	0.00	0.00	0.00	0.00
S106 & CIL Contributions	(0.47)	(1.00)	0.00	0.00	0.00
<b>Total Financing</b>	<b>(0.93)</b>	<b>(4.72)</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>

88.

Cabinet is asked to approve the addition to the capital programme and to approval for spend for the following schemes:

**Southampton is an Attractive Modern City where people are proud to live and work**

Electric Vehicles - £0.82M

Replacement of council owned fleet vehicles with electric vehicles in order to meet Euro 6 emission standards, with potential ongoing savings in fuel, vehicle excise duty and other running costs. The scheme is to be added to the Transport and Public Realm Portfolio in 2019/20 to be funded from council resources.

Solar Powered Compactor Bins - £1.00M

A review the provision of litter bins, introducing smart compactor bins where appropriate, which will reduce collection costs has been put forward as a revenue saving. In order to achieve this investment of £1.00M is requested to purchase circa 200 bins. It is anticipated that as well as running cost savings (£0.1M in a full year) capacity could be released which would enable additional street cleansing work to be undertaken across the city. The scheme will be added to the Transport & Public Realm Portfolio in 2020/21 to be funded from the Community Infrastructure Levy.

	<p><u>Replacement Of Pay &amp; Display Machine Card Readers £0.46M</u></p> <p>Changes to Payment Card Industry (PCI) banking regulations require all card readers in the pay &amp; display machines to be replaced to improve protection against card fraud. The current card readers are not compliant with the changes to legislation. The scheme will be added to the Transport &amp; Public Realm Portfolio in 2018/19 to be funded from a direct revenue contribution to capital from the On Street Parking Account.</p> <p><u>Integrated Transport - £0.33M</u></p> <p>Site specific transport S106 developer contributions have been received totally £0.33M. This funding can be utilised to extend the Integrated Transport Programme where schemes can be extended to include newly identified works from approved planning applications. The additional works will be added to the Integrated Transport Scheme within the Transport &amp; Public Realm Portfolio in 2018/19 to be funding from S106 contributions.</p> <p><u>Refuse Collection Vehicles - £2.90M</u></p> <p>There is a requirement to replace 17 Refuse Collection Vehicles (RCV's) that do not meet Euro 6 emission standards. Additionally these vehicles are nearing or past the end of the expected asset life. The replacement of the vehicles will also ensure that ongoing repair and maintenance costs are kept to a minimum. This will also be supportive of the council's commitment to air quality within the city, and reduce the pressure described in paragraph 33. Cabinet is asked to note this scheme at this time, as due to the value it will need to approved by Full Council.</p>
89.	<p><b><u>Children &amp; Young People Get A Good Start In Life</u></b></p> <p><u>Play Area Improvement Programme - £0.14M</u></p> <p>The council receives S106 developer contributions to improve play areas and facilities and are site specific. A review of the available contributions in 2018/19 has identified 16 play areas where ongoing improvements to the play facilities can be completed which will ensure that they are safe, up to date and fit for purpose. Additionally, the replacement of loose bark chippings with rubber mulch, reduces maintenance costs. The scheme will be added to the Transport and Public Realm Portfolio in 2018/19 to be funded from site specific S106 developer contributions.</p>
90.	<p>The revenue implications of the schemes have been included within the Medium Term Financial Strategy.</p>
	<p><b>HOUSING REVENUE ACCOUNT</b></p>
91.	<p>Since the current MTFs position was approved in February 2018, a further review of internal recharges to the HRA has been completed. This has resulted in a reduction in the ongoing budget gap by £1.00M per annum. This is reflected in Table 10.</p>

92.	<p><b>Table 10 – HRA Budget Position Update</b></p> <table border="1"> <thead> <tr> <th></th> <th>2018/19 £M</th> <th>2019/20 £M</th> <th>2020/21 £M</th> <th>2021/22 £M</th> <th>2022/23 £M</th> </tr> </thead> <tbody> <tr> <td><b>Budget Gap February 2018</b></td> <td><b>0.00</b></td> <td><b>3.15</b></td> <td><b>3.42</b></td> <td><b>3.68</b></td> <td><b>3.68</b></td> </tr> <tr> <td><u>Savings</u></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>Business As Usual Savings</td> <td>0.00</td> <td>(0.10)</td> <td>(0.10)</td> <td>(0.10)</td> <td>(0.10)</td> </tr> <tr> <td>Reclassification Supported Housing Voids</td> <td>0.00</td> <td>(0.02)</td> <td>(0.02)</td> <td>(0.02)</td> <td>(0.02)</td> </tr> <tr> <td>Review of Service Charges</td> <td>0.00</td> <td>(0.50)</td> <td>(0.86)</td> <td>(0.86)</td> <td>(0.86)</td> </tr> <tr> <td>Reduction in Contribution to Capital Funding</td> <td>0.00</td> <td>(2.53)</td> <td>(2.44)</td> <td>0.00</td> <td>0.00</td> </tr> <tr> <td><b>Amended savings requirement</b></td> <td><b>0.00</b></td> <td><b>0.00</b></td> <td><b>0.00</b></td> <td><b>2.70</b></td> <td><b>2.70</b></td> </tr> </tbody> </table>		2018/19 £M	2019/20 £M	2020/21 £M	2021/22 £M	2022/23 £M	<b>Budget Gap February 2018</b>	<b>0.00</b>	<b>3.15</b>	<b>3.42</b>	<b>3.68</b>	<b>3.68</b>	<u>Savings</u>						Business As Usual Savings	0.00	(0.10)	(0.10)	(0.10)	(0.10)	Reclassification Supported Housing Voids	0.00	(0.02)	(0.02)	(0.02)	(0.02)	Review of Service Charges	0.00	(0.50)	(0.86)	(0.86)	(0.86)	Reduction in Contribution to Capital Funding	0.00	(2.53)	(2.44)	0.00	0.00	<b>Amended savings requirement</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>2.70</b>	<b>2.70</b>
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93.	<p><b><u>Business as Usual Savings</u></b>  These are minor savings that do not impact on outcomes and are part of the normal review of service budgets.</p>																																																
94.	<p><b><u>Reclassify Accommodation from 60+ to 50+ or 55+</u></b>  The proposal is to reclassify some council properties currently only available to those aged 60 and over, making them available to people over 50.  The council has to make best use of the resources available to it in order to be able to house the maximum number of people from the Housing Register. This means there are strict rules about the type of property which applicants can apply for. In deciding on the type of property and degree of priority required, the council has to bear in mind the type of housing available and the demand for that housing.  However, there are a number of properties that are currently ‘hard to let’. These are typically properties which are restricted to residents aged 60+, which are on the first floor or above in walk up blocks (without lifts). This proposal is to reclassify some properties which are currently restricted to residents aged 60+ (60+ properties) to make them available to those to aged 50+ or 55+.  It is proposed that this would be a phased programme, and separate consultations would be undertaken with residents on a block by block basis as appropriate.</p>																																																
95.	<p><b><u>Review of Service Charges</u></b>  As a landlord, the council provides a range of services to tenants and leaseholders. These include block cleaning, concierge, heating, grounds and garden maintenance and other services. The council has legal powers to charge for these additional services so long as the charges are clear and transparent and represent the actual cost of the service.  There are different processes for setting the charges for tenants and leaseholders, and this proposal relates to the charges that tenants pay. The proposal is to increase current service charges to tenants, and to introduce three new service charges to tenants. The new charges would be introduced in phases, with some increases in 2019/20 and others in 2020/21, subject to consultation.  The council’s current charges are lower than the actual costs and in some</p>																																																

	cases the council has not previously made a charge, but has been providing a service to tenants. The council needs to have a viable and sustainable Housing Revenue Account (HRA) that enables the council to deliver effective services, invest in its properties to ensure homes are of a modern standard, and to provide new social housing to rent. If the council does not recover its actual costs for these services it has a detrimental effect on the HRA overall.
96.	<u>Direct Revenue Financing of Capital</u> There are proposed reductions in revenue contributions to capital as a result of slippage and reduced spend on current approved capital schemes. A further review of the capital programme and priorities is being undertaken to ensure that this is affordable.
97.	The above savings proposals are in the early stages of discussion and where relevant will be subject to public consultation. The final proposals will be included in the HRA Business Plan update that will be submitted to Council in February 2019.
98.	A review of the services held within the HRA ring fence is also being undertaken to ensure it is appropriate for these services to continue to be held within this ring fence, in particular with reference to Southampton First and the development of further trading opportunities. The impact of this review will also be included in the final proposals submitted to Council in February 2019.
99.	There are currently no new pressures identified however, further consideration is being given to the potential impact of Universal Credit on income levels from rents. This will be factored in as relevant in the update to Council in February 2019.
	<b>RESERVES AND BALANCES</b>
100.	To ensure proposals are considered in a full financial picture, it is important to set out the expected position on earmarked reserves and the General Fund Balance.
101.	<u>Earmarked Reserves</u>
102.	The Council has a number of earmarked reserves that have been set aside for specific reasons. These reserves can be split into two categories: <ul style="list-style-type: none"> <li>• Those required to be kept by statute or accounting guidance. For example revenue grants reserve, School Balances. These reserves can only be utilised for the purpose for which they have been set aside.</li> <li>• Those set aside for a future event that has a high probability of occurring. For example Transformation Reserve.</li> </ul>
103.	The financial risks facing the Council in the medium term are assessed within the MTFS. This includes assessing the risk of continuing reductions in Central Government Funding. The subsequent budget shortfalls that the Council then faces and overall local and national economic factors which can affect the financial stability of the council.
104.	In light of the increasing level of risk and uncertainty identified within the MTFS and the increased probability of resources being required to support its delivery, a full review of useable reserves and provisions will be undertaken to ensure that the level of reserves is appropriate given the level of risks identified.

105.	<u>General Fund Balance</u>
106.	The General Fund Balance is forecast to be £11.3M at the end of 2018/19 providing the current year financial overspend is addressed. The required level of balance is determined by assessing the level of risk the Council faces. This is currently assessed at £11.3M.
107.	Obviously when the Council is facing significant cuts in funding, increasing demand alongside a major Service Delivery & Redesign proposals the level of risk is heightened. The assessed minimum balance will be reviewed again for the MTFs update in February 2019, taking into consideration both risk and affordability.
	<b>CONSULTATION</b>
108.	<p>Where new proposals have been put forward these have been subject to consultation with the Council Management Team (CMT) and relevant Cabinet Members.</p> <p>The Executive will undertake an extensive consultation process on their initial draft budget proposals following the production of this report. The Leader and the Cabinet are keen to listen to any new ideas on how to reduce costs, to receive feedback on the proposals and on the potential impact of the proposals to help to finalise the Executive's budget to be recommended to Full Council in February 2019.</p> <p>The process used for public consultation is improved each year based on feedback from previous consultations. Consultation papers will be supported by an easy to read background to the budget, key information in themed information sheets and a set of frequently asked questions.</p> <p>Consultation will be undertaken with Trade Unions and staff affected by the proposals in line with the agreed Human Resources (HR) policies.</p> <p>Public consultation will be undertaken with any people or organisations affected by the proposals to ensure all options have been considered, as well as with residents at a wider level.</p> <p>Southampton City Council is in a challenging financial position with significant reductions in its funding from central government, at a time when demand for certain services such as adult and children's social care continues to increase.</p> <p>Therefore the aim of this consultation is to:</p> <ol style="list-style-type: none"> <li>a. Communicate clearly and make residents aware of the financial pressures the council is facing</li> <li>b. Ensure residents understand what is being proposed in the draft 2019/20 budget and are aware of what this will mean for them</li> <li>c. Enable any resident, business or stakeholder who wishes to comment on the proposals the opportunity to do so, allowing them to raise any impacts the proposals may have</li> <li>d. Ensure that the results are analysed in a meaningful, timely fashion, so that feedback is taken into account when final decisions are made</li> <li>e. Provide feedback on the results to the consultation and how these results have influenced the final decision.</li> </ol> <p>As the budget proposals mean that more than 100 members of staff are at potential risk of redundancy, a minimum 45 day statutory consultation period is required.</p>

	<p>For the public consultation on the draft 2019/20 budget a consultation will run from 24<sup>th</sup> October 2018 to 16<sup>th</sup> January 2019 where responses can be made. The overarching consultation will be based around an online questionnaire with information sheets grouping proposals into themes, paper copies will also be made available. As a part of the main budget consultation affected service user consultation will take place on a service by service basis led by respective service managers and will be conducted in a way that is proportionate and appropriate to the budget proposal and service.</p> <p>In addition to the overarching budget consultation, due to the nature of some of the proposals there will be three specific consultations which run in parallel to the budget consultation and are being carried out under separate statutory (Housing Act) and common law consultation requirements. This enables the appropriate information to be included and for materials and engagement to be targeted at those directly affected. The three additional consultations are:</p> <ul style="list-style-type: none"> <li>- Revise the Adult Social Care charging policy</li> <li>- Closure of two council owned residential care homes</li> <li>- Review of service charges for tenants (HRA).</li> </ul>
	<p><u>Equality and Safety Impact Assessments</u></p>
109.	<p>The Public Sector Equality Duty is a duty on public bodies which came into force on 5 April 2011 and requires the Council to show that it has 'had regard' to the impact of its decisions on its equality duties and the need to advance equality of opportunity between people who have protected characteristics and those who do not.</p>
110.	<p>While the Public Sector Equality Duty does not impose a legal requirement to conduct an Equality Impact Assessment, it does require public bodies to show how they considered the Equality Duty and that they have been consciously thinking about the aims of the Equality Duty as part of the process of decision-making. To comply with these requirements as well as the Community Safety legislation, the Council has used its existing Impact Assessment framework so that it can ensure the use of a consistent, Council wide mechanism to evidence how decision making took into account equality and safety considerations. In addition, the assessments take into account the impact on poverty and health and wellbeing.</p>
111.	<p>Draft individual Equality and Safety Impact Assessments (ESIAs) have been completed by the Council's Management Team for those proposals contained in Appendices 2 to 6 and as detailed in the report that they identified require such an assessment, as they could have an impact on a particular group or individuals. The draft individual ESIAs are available in Members' Rooms.</p>
112.	<p>The individual ESIAs have been analysed to consider the cumulative impacts the draft budget proposals may have on particular groups and the mitigating actions that could be considered. In order to give the right perspective to the draft budget proposals, the Cumulative Impact Assessment has to be considered in light of the available information on the City's profile, service user and non-user information and staffing profiles as well as the proportion of the Council's budget that is currently spent on targeted groups or communities. The cumulative ESIA is attached as Appendix 7.</p>

**RESOURCE IMPLICATIONS**

**Capital/Revenue Implications**

113. The capital and revenue implications are fully detailed within the report.

**HR Implications**

114. Early indications are that the proposals set out in this report may result in a reduction of up to 123.04 full time equivalent (FTE) posts for the period 2019 – 2023 of which 18.33 FTE posts are currently vacant.

Outcome	FTE Post Reductions				Current Vacancies
	2019/20	2020/21	2021/22	2022/23	
Children & Young People get a good start in life	47 (Children & Families)	To be quantified			8.24
People in Southampton Lead safe, healthy independent lives	3 (Housing)	70.73 (Adults Service)			5.58 (Adults Service) 3 (Housing)
A modern sustainable council	1.51 (business support) 2 (ICT)	0.8 (business support)			1.51 (business support)
<b>TOTAL</b>	<b>51.51</b>	<b>71.53</b>			<b>18.33</b>

An additional reduction in posts is anticipated in Children and Families for the period 2021 - 2023 with the specific impact to be quantified at that time.

The possible post reductions in Adults Services all relate to the proposed closure of Glenlee and Holcroft care homes. Options for the redeployment of the staff affected will be actively pursued within the Adults Service and, in particular, there are likely to be opportunities for care staff to be redeployed to the Urgent Response Service to support service users in their own homes.

Opportunities will also be explored with University Hospital Southampton NHS Foundation Trust for affected staff to be considered for NHS vacancies.

Wherever possible the reduction in posts will be managed through natural wastage, deleting vacancies and through voluntary options including voluntary redundancy, early and flexible retirement, and voluntary reductions in hours.

115. Managing the Impact

The Council has a well-established framework for managing organisational change which has been agreed with the trade unions. The Council will consult with affected staff and trade unions in accordance with our statutory obligations and will carefully consider all options put forward to minimize the impact on staff, and lessen the potential for compulsory redundancies.

**Property/Other**

116. None, other than those detailed in the report.

**LEGAL IMPLICATIONS**

**Statutory power to undertake proposals in the report**

117. It is important that Members are fully aware of the full legal implications of the entire budget and Council Tax making process, when they consider any aspect

	of setting the Council's Budget. Formal and full advice to all Members of the Council protects Members, both in their official and personal capacity, as well as the Council. If Members have received the appropriate professional legal and financial advice and act reasonably, generally the courts will not interfere in their decisions.
118.	The first and overriding legal duty on Members is their fiduciary duty to weigh the needs of service users against the interests of local taxpayers. In planning the budget, Members are under a fiduciary duty to act prudently, responsibly, in a business-like manner and in their view of what constitutes the best interests of the general body of local taxpayers. In deciding upon expenditure, the Council must fairly hold a balance between recipients of the benefits of services provided by the Council and its local taxpayers. Members should note that their fiduciary duty includes consideration of future local taxpayers as well as present local taxpayers.
119.	It is appropriate for Members to consider their own position as some Members may have expressed support publicly for policies that are not policies of the Council. Political documents do not represent a legal commitment on behalf of the Council. To treat any political document as a legal commitment by the Council would be illegal. Where there is a valid choice before Members, then, at that stage and only at that stage, Members may take political documents into account.
120.	The legal significance of the Annual Budget derives from the Council's duty under the Local Government Finance Act 1992 (the 1992 Act) to set a balanced budget. Failure to make a lawful Council Tax on or before 11 March 2017 could have serious financial results for the Council and make the Council vulnerable to an Order from the Courts requiring it to make a Council Tax. Information must be published and included in the Council Tax demand notice. The Secretary of State has made regulations, which require charging authorities to issue demand notices in a form and with contents prescribed by these regulations.
121.	There is also a duty under Section 65 of the 1992 Act to consult persons or bodies appearing to be representative of persons subject to non-domestic rates in each area about proposals for expenditure (including capital expenditure) for each financial year.
122.	Under Section 114 (2) and 114 (3) of the Local Government Finance Act 1988, the Chief Financial Officer is required to make a report, if it appears to him/her that a decision or course of action the Council or an officer has agreed or is about to make is unlawful, or that expenditure is likely to exceed resources available.
123.	Section 25 of the Local Government Act 2003 imposes a specific duty on the CFO (Section 151 officer) to formally report to Council at the time the budget is considered and the Council Tax is set on the robustness of the budget estimates and the adequacy of financial reserves. This report will be brought forward alongside the Budget and Council Tax Setting Report to Full Council in February.
124.	Of particular importance to the Council Tax setting process and Budget Meeting of the Full Council is the Council's Budget and Policy Framework Procedure Rules set out in Part 4 of the City Council's Constitution. These provide a legal framework for the decision making process whereby the Budget of the City Council is determined, and the Council Tax is set. In addition, Members need to be aware that these Rules provide a route whereby the Leader may require

	the Full Council to reconsider their position if they do not accept the Executive's recommended budget without amendment.
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**Other Legal Implications:**

125.	The financial forecasts contained in this report have been prepared and are submitted as part of the budget process set out in the Council's Constitution. As part of the review process by the Council's Management Team, the proposals contained in this report have been checked from a legal viewpoint.
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**RISK MANAGEMENT IMPLICATIONS**

**Local Implications**

126.	It is proposed to allocate monies held for increasing costs in demand led services as detailed in paragraph 38. This reduces the financial resilience to meet further such pressures in the future.
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127.	The decision was taken at the July 2018 Council meetings to bring outsourced services back in-house. There are inherent risks in doing so and these will need to be reviewed and assessed as the process progresses.
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**National Implications**

128.	<p><u>CIPFA – Financial Resilience Index</u></p> <p>The Chartered Institute of Public Finance and Accountancy (CIPFA) released a consultation on the 2<sup>nd</sup> July 2018, on its plans to launch an authoritative measure of local authority financial resilience through the creation of a new index.</p> <p>CIPFA is proposing to use a range of indicators for the index, including the rate of depletion of resources, level of resources generally, demographic and social services pressures and level of borrowing.</p> <p>CIPFA is working closely with the sector to decide how the index should work and what criteria should be included in the ratings and to do so is consulting widely.</p> <p>The consultation period closed on 24 August 2018, CIPFA expects to produce the first edition of the resilience index imminently.</p> <p>The index is to be used as an indicator for whether an appropriate and robust independent challenge and support could be given to some councils on financial strategy and trajectories which is intended to provide challenge where needed so that appropriate action can be taken at a local level.</p> <p>CIPFA believe that despite the financial strain, councils have been able to deliver core services and manage their balance sheets more actively than other parts of the public sector. But, unfortunately, financial management capabilities and sharing good practice have at times been hollowed out by the repeated need to cut budgets.</p> <p>The index forms part of a broader strategy the Institute has for ensuring council finance leaders have the support needed to achieve a balanced budget. In conjunction, CIPFA has also begun development of a new Financial Management Code to accompany the existing Prudential and Treasury Management Codes.</p> <p>In conjunction, CIPFA has also begun development of a new Financial Management Code to accompany the existing Prudential and Treasury Management Codes. The Code will be developed with help from treasurers' societies and relevant bodies including the National Audit Office, audit firms,</p>
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	Local Government Association (LGA) and Ministry of Housing, Communities and Local Government (MHCLG). As yet it has not been possible to undertake any modelling around the index to look at where Southampton City Council will be placed in the index.
129.	<u>National Consultations</u> There are a number of national consultation either in progress or where the results are being considered. These include: <ul style="list-style-type: none"> <li>• IFRS9 investment statutory override</li> <li>• Rents</li> <li>• Fair Funding Review</li> </ul> The impact, where relevant, of the outcome of these consultations will be reported in due course and where relevant will be included in the update of the MTFS to Council in February 2019.
130.	<u>The United Kingdom's Exit from the European Union</u> There is still a risk from the economic climate due to Brexit and current levels of inflation. These are covered both by the MTFS reserve and by the contingencies (previously known as the risk fund). Additionally, any risks arising from no Brexit deal in place will need to be considered, with the implications reflected in the update of the MTFS to Council in February 2019.
131.	Any further impact from risk will be reviewed as part of the update of the MTFS to be reported to be approved by Council in February 2019.
<b>POLICY FRAMEWORK IMPLICATIONS</b>	
132.	The Medium Term Financial Strategy and the Budget are key parts of the Policy Framework of the Council and a Budget and Council Tax for 2019/20 must be proposed by the Cabinet for consideration by the Full Council under the Constitution.

<b>KEY DECISION?</b>	<b>Yes/No</b>
<b>WARDS/COMMUNITIES AFFECTED:</b>	
<u>SUPPORTING DOCUMENTATION</u>	
<b>Appendices</b>	
1.	Medium Term Financial Strategy – Forecast Model 2018/19 to 2022/23
2.	Outcome Summary - Children & Young People Get a Good Start In Life
3.	Outcome Summary - People in Southampton lead safe, healthy, independent lives
4.	Outcome Summary - Southampton Is An Attractive And Modern City Where People Are Proud To Live And Work
5.	Outcome Summary – Southampton is a City with Strong, Sustainable Economic Growth
6.	Outcome Summary – A Modern Sustainable Council
7.	Cumulative ESIA

**Documents In Members' Rooms**

1.	Individual ESIA's	
<b>Equality Impact Assessment</b>		
Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.		Yes
<b>Data Protection Impact Assessment</b>		
Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out.		Yes/No
<b>Other Background Documents</b>		
Other Background documents available for inspection at:		
	<b>Title of Background Paper(s)</b>	<b>Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)</b>
1.		
2.		

MEDIUM TERM FINANCIAL MODEL

GENERAL FUND REVENUE ACCOUNT

	2019/20						2020/21						2021/22						2022/23					
	Approved 2019/20 Budget	Pressures	Savings	MTFS Amendments	Forecast Changes	Revised 2019/20 Budget	Approved 2020/21 Budget	Pressures	Savings	MTFS Amendments	Forecast Changes	Revised 2020/21 Budget	Approved 2021/22 Budget	Pressures	Savings	MTFS Amendments	Forecast Changes	Revised 2021/22 Budget	Approved 2022/23 Budget	Pressures	Savings	MTFS Amendments	Forecast Changes	Revised 2022/23 Budget
	£M	£M	£M	£M	£M	£M	£M	£M	£M	£M	£M	£M	£M	£M	£M	£M	£M	£M	£M	£M	£M	£M	£M	£M
Approved Budget As at Feb 2018																								
Southampton is a city with Strong Sustainable Growth	9.00	1.67	(1.24)		0.43	9.42	8.79	1.67	(1.74)		(0.07)	8.71	8.79	1.67	(1.94)		(0.27)	8.51	8.79	1.67	(1.94)		(0.27)	8.51
Children and Young People in Southampton Get a Good Start In Life	37.25	4.82	(1.73)		3.09	40.33	37.25	4.04	(2.57)		1.47	38.71	37.25	3.44	(2.57)		0.87	38.11	37.25	3.20	(2.57)		0.63	37.87
People in Southampton live safe, healthy, independent lives	46.75	3.49	(1.33)		2.16	48.91	47.53	3.39	(3.09)		0.30	47.83	47.53	5.39	(3.09)		2.30	49.83	47.53	6.39	(3.09)		3.30	50.83
Southampton is an attractive modern city where people are proud to live and work	28.44	0.86	(0.26)		0.60	29.05	28.44	0.46	(0.31)		0.14	28.59	28.44	0.36	(0.36)		(0.01)	28.44	28.44	0.36	(0.36)		(0.01)	28.44
A Modern Sustainable Council	20.47	0.16	(1.87)		(1.71)	18.77	19.03	0.16	(2.73)		(2.57)	16.47	19.03	0.16	(2.64)		(2.47)	16.56	19.03	0.16	(2.64)		(2.47)	16.56
Other Inflationary Pressures	13.16			(1.00)	(1.00)	12.16	19.41			(1.00)	(1.00)	18.41	19.51			(1.00)	(1.00)	18.51	19.51			(1.00)	(1.00)	18.51
<b>Outcome Expenditure</b>	<b>155.06</b>	<b>11.01</b>	<b>(6.44)</b>	<b>(1.00)</b>	<b>3.58</b>	<b>158.64</b>	<b>160.44</b>	<b>9.72</b>	<b>(10.45)</b>	<b>(1.00)</b>	<b>(1.72)</b>	<b>158.72</b>	<b>160.54</b>	<b>11.02</b>	<b>(10.60)</b>	<b>(1.00)</b>	<b>(0.58)</b>	<b>159.97</b>	<b>160.54</b>	<b>11.78</b>	<b>(10.60)</b>	<b>(1.00)</b>	<b>0.18</b>	<b>160.72</b>
<b>Capital Asset Management</b>	<b>17.69</b>				<b>0.00</b>	<b>17.69</b>	<b>19.99</b>			<b>(1.44)</b>	<b>(1.44)</b>	<b>18.55</b>	<b>19.99</b>				<b>0.00</b>	<b>19.99</b>	<b>19.99</b>				<b>0.00</b>	<b>19.99</b>
<b>Levies &amp; Contributions</b>	<b>0.63</b>				<b>0.00</b>	<b>0.63</b>	<b>0.63</b>				<b>0.00</b>	<b>0.63</b>	<b>0.63</b>				<b>0.00</b>	<b>0.63</b>	<b>0.63</b>				<b>0.00</b>	<b>0.63</b>
<b>Other Expenditure &amp; Income &amp; Centrally Held Allocations</b>	<b>11.88</b>			<b>(2.00)</b>	<b>(2.00)</b>	<b>9.88</b>	<b>15.12</b>			<b>(3.00)</b>	<b>(3.00)</b>	<b>12.12</b>	<b>15.12</b>			<b>(3.00)</b>	<b>(3.00)</b>	<b>12.12</b>	<b>15.12</b>			<b>(3.00)</b>	<b>(3.00)</b>	<b>12.12</b>
<b>Transfer to Reserves</b>	<b>0.00</b>				<b>0.00</b>	<b>0.00</b>	<b>0.00</b>				<b>0.00</b>	<b>0.00</b>	<b>0.00</b>				<b>0.00</b>	<b>0.00</b>	<b>0.00</b>				<b>0.00</b>	<b>0.00</b>
Transfer to Highways Capital Programme & Minor Schemes	0.00				0.00	0.00	0.00				0.00	0.00	0.00				0.00	0.00	0.00				0.00	0.00
New Responsibilities	0.00				0.00	0.00	0.00				0.00	0.00	0.00				0.00	0.00	0.00				0.00	0.00
<b>Net Revenue Expenditure</b>	<b>185.26</b>	<b>11.01</b>	<b>(6.44)</b>	<b>(3.00)</b>	<b>1.58</b>	<b>186.84</b>	<b>196.18</b>	<b>9.72</b>	<b>(10.45)</b>	<b>(5.44)</b>	<b>(6.16)</b>	<b>190.02</b>	<b>196.28</b>	<b>11.02</b>	<b>(10.60)</b>	<b>(4.00)</b>	<b>(3.58)</b>	<b>192.70</b>	<b>196.28</b>	<b>11.78</b>	<b>(10.60)</b>	<b>(4.00)</b>	<b>(2.82)</b>	<b>193.46</b>
<b>Funding</b>																								
Other Government Grants	(0.70)				0.00	(0.70)	(0.70)				0.00	(0.70)	(0.70)				0.00	(0.70)	(0.70)				0.00	(0.70)
Revenue Support Grant	(10.79)				0.00	(10.79)	(10.79)				0.00	(10.79)	(10.79)				0.00	(10.79)	(10.79)				0.00	(10.79)
New Homes Bonus	(5.00)				0.00	(5.00)	(4.30)				0.00	(4.30)	(4.30)				0.00	(4.30)	(4.30)				0.00	(4.30)
New Homes Bonus Returned Funding	0.00				0.00	0.00	0.00				0.00	0.00	0.00				0.00	0.00	0.00				0.00	0.00
Adult Social Care Grant	0.00				0.00	0.00	0.00				0.00	0.00	0.00				0.00	0.00	0.00				0.00	0.00
Top Up Grant	(4.55)				0.00	(4.55)	(4.55)				0.00	(4.55)	(4.55)				0.00	(4.55)	(4.55)				0.00	(4.55)
S31 Business Rates Grants	(4.11)				0.00	(4.11)	(4.16)				0.00	(4.16)	(4.24)				0.00	(4.24)	(4.24)				0.00	(4.24)
<b>Collection Fund Account</b>																								
Business Rates	(48.77)			(2.45)	(2.45)	(51.22)	(51.18)			(0.05)	(0.05)	(51.23)	(52.36)				0.00	(52.36)	(52.36)				0.00	(52.36)
Southampton is a city with Strong Sustainable Growth - Business Rates Growth	(5.91)			(1.50)	(1.50)	(7.42)	(5.97)			(1.55)	(1.55)	(7.52)	(5.97)			(1.58)	(1.58)	(7.56)	(5.97)			(1.58)	(1.58)	(7.56)
Council Tax	(88.80)			(1.00)	(1.00)	(89.80)	(90.68)			(1.00)	(1.00)	(91.68)	(92.62)			(1.00)	(1.00)	(93.62)	(92.62)			(1.00)	(1.00)	(93.62)
Adult Social Care Council Tax Levy	(7.04)				0.00	(7.04)	(7.04)				0.00	(7.04)	(7.04)				0.00	(7.04)	(7.04)				0.00	(7.04)
Southampton is a city with Strong Sustainable Growth - Council Tax Growth	(2.63)			(0.28)	(0.28)	(2.91)	(2.71)			(0.73)	(0.73)	(3.44)	(2.76)			(0.83)	(0.83)	(3.59)	(2.76)			(0.83)	(0.83)	(3.59)
Collection Fund Surplus	0.00			(3.30)	(3.30)	(3.30)	0.00				0.00	0.00	0.00				0.00	0.00	0.00				0.00	0.00
Collection Fund Additional Surplus	0.00				0.00	0.00	0.00				0.00	0.00	0.00				0.00	0.00	0.00				0.00	0.00
<b>Total Funding</b>	<b>(178.31)</b>	<b>0.00</b>	<b>0.00</b>	<b>(8.53)</b>	<b>(8.53)</b>	<b>(186.84)</b>	<b>(182.08)</b>	<b>0.00</b>	<b>0.00</b>	<b>(3.33)</b>	<b>(3.33)</b>	<b>(185.41)</b>	<b>(185.35)</b>	<b>0.00</b>	<b>0.00</b>	<b>(3.41)</b>	<b>(3.41)</b>	<b>(188.76)</b>	<b>(185.35)</b>	<b>0.00</b>	<b>0.00</b>	<b>(3.41)</b>	<b>(3.41)</b>	<b>(188.76)</b>
<b>Savings Requirement</b>	<b>6.95</b>	<b>11.01</b>	<b>(6.44)</b>	<b>(11.53)</b>	<b>(6.95)</b>	<b>(0.00)</b>	<b>14.10</b>	<b>9.72</b>	<b>(10.45)</b>	<b>(8.77)</b>	<b>(9.49)</b>	<b>4.60</b>	<b>10.94</b>	<b>11.02</b>	<b>(10.60)</b>	<b>(7.41)</b>	<b>(6.99)</b>	<b>3.95</b>	<b>10.94</b>	<b>11.78</b>	<b>(10.60)</b>	<b>(7.41)</b>	<b>(6.23)</b>	<b>4.70</b>

HOUSING REVENUE ACCOUNT

	2018/19 Budget £M	2019/20 Budget £M	2020/21 Budget £M	2021/22 Budget £M	2022/23 Budget £M
Net rent income	(69.63)	(69.66)	(70.54)	(72.47)	(74.07)
Service charges & other income	(2.82)	(3.42)	(3.87)	(3.96)	(4.04)
Misc. Adjustments	0.00	0.00	0.00	0.00	0.00
RTB Admin	(0.13)	(0.10)	(0.10)	(0.10)	(0.10)
<b>Total Income</b>	<b>(72.58)</b>	<b>(73.18)</b>	<b>(74.51)</b>	<b>(76.53)</b>	<b>(78.21)</b>
Management	21.57	21.12	21.89	22.58	23.07
Contribution to Depreciation Reserve	19.53	19.95	20.51	21.10	21.47
Responsive & Cyclical Repairs	14.79	15.03	15.33	15.52	15.63
Other Revenue spend	0.10	0.17	0.12	0.12	0.13
HRA Cost of Rent Rebates	0.00	0.00	0.00	0.00	0.00
<b>Total service expenses</b>	<b>55.99</b>	<b>56.27</b>	<b>57.85</b>	<b>59.32</b>	<b>60.30</b>
Capital Charges	6.16	6.49	6.65	6.90	7.04
Repayment of loans	5.96	10.32	10.01	0.25	4.00
Revenue Contribution to capital spending	4.47	0.10	0.00	12.76	9.57
<b>Total Expenditure</b>	<b>72.58</b>	<b>73.18</b>	<b>74.51</b>	<b>79.23</b>	<b>80.91</b>
Savings Requirement	0.00	0.00	0.00	2.70	2.70

### CHILDREN AND YOUNG PEOPLE GET A GOOD START IN LIFE

	2018/19 £000	2019/20 £000	2020/21 £000	2021/22 £000	2022/23 £000	Capital Investment £000	ESIA Number
<b>Budget As at Feb 2018 budget report</b>	<b>40,963</b>	<b>37,246</b>	<b>37,246</b>	<b>37,246</b>	<b>37,246</b>		
<b>2018/19 In year Pressures and Mitigations</b>							
<b>Home to School Transport (HTST)</b>	1,300	2,057	2,057	2,057	2,057		
Mitigated by							
Changes to Policy		(300)	(300)	(300)	(300)		
Extension of Autism Resource Base at Bitterne Park Secondary School, increasing capacity to provide specialist places		(252)	(432)	(432)	(432)		
Efficiency Savings from a line by line review of the budget		(810)	(810)	(810)	(810)		
<b>Looked After Children</b>	2,860	3,670	3,670	3,670	3,670		
Mitigated by:							
Step Down from Residential Care		(740)	(740)	(740)	(740)		
Step Down from Residential Care		(880)	(880)	(880)	(880)		
Review of the demand profile of looked after children and additional Independent Foster Carer cases stepping down to SCC in house fostering		(1,425)	(1,667)	(1,909)	(2,151)		
Looked After Children reduction due to new focussed locality based model aimed at early intervention with cohesive and targeted multi service to prevent children becoming looked after		(236)	(595)	(953)	(953)		
<b>High Needs - increased forecast care costs</b>	350	350	350	350	350		
<b>Other Minor pressures and mitigations</b>	170	70	70	70	70		
<b>2018/19 Pressures less mitigations</b>	<b>4,680</b>	<b>1,504</b>	<b>723</b>	<b>123</b>	<b>(119)</b>		
<b>2019/20 SAVINGS</b>							
<b>Business As Usual Proposals</b>		<b>(317)</b>	<b>(322)</b>	<b>(322)</b>	<b>(322)</b>		
<b>Service Delivery and Redesign Proposals</b>							
<b>Locality Model:</b> Review and redesign early help and outreach preventative services, to deliver a new focussed locality based model which prevents children becoming looked after by the council.		(193)	(385)	(385)	(385)		CYP1
<b>Sure Start Play Offer:</b> review the council run play offer and seek community and voluntary sector partners to take over the direct running of this service		(223)	(445)	(445)	(445)		CYP2
<b>Looked after children contact service:</b> review the Contact Service which facilitates contact for looked after children with their birth families, with a view to this being delivered by a partner organisation		(150)	(150)	(150)	(150)		CYP3
<b>SEN</b> Reduce the funding provided to Compass School Pupil Referral Unit in line with actual demand.		(580)	(1,000)	(1,000)	(1,000)		CYP4
<b>Early Years</b> Reduce Early Intervention Fund which supports early years and childcare providers to expand or set up new provision		(100)	(100)	(100)	(100)		CYP5
<b>Education</b> Income from Sugar Tax through Healthy Pupils Fund Bid		(170)	(170)	(170)	(170)		
<b>Total Service Delivery &amp; Redesign Savings</b>	<b>0</b>	<b>(1,416)</b>	<b>(2,250)</b>	<b>(2,250)</b>	<b>(2,250)</b>		
<b>Total 2019/20 Savings Proposals</b>	<b>0</b>	<b>(1,733)</b>	<b>(2,572)</b>	<b>(2,572)</b>	<b>(2,572)</b>		
<b>2019/20 Pressures</b>							

CHILDREN AND YOUNG PEOPLE GET A GOOD START IN LIFE

	2018/19 £000	2019/20 £000	2020/21 £000	2021/22 £000	2022/23 £000	Capital Investment £000	ESIA Number
Pressure due to number of Looked After Children		3,034	3,034	3,034	3,034		
Redesign an integrated Early Help service		196	196	196	196		
Other Minor Pressures		88	88	88	88		
<b>Total 2019/20 New Pressures</b>	<b>0</b>	<b>3,318</b>	<b>3,318</b>	<b>3,318</b>	<b>3,318</b>		
<b>Budget Required as at Nov 2018</b>	<b>45,643</b>	<b>40,335</b>	<b>38,715</b>	<b>38,115</b>	<b>37,873</b>		<b>0</b>
Implementation Costs to be funded from reserves							
Project Management and Subject Matter Expert required for implementation of savings.		150	150	0	0		
<b>Total Implementation Costs</b>		<b>150</b>	<b>150</b>	<b>0</b>	<b>0</b>		

### PEOPLE IN SOUTHAMPTON LEAD SAFE, HEALTHY, INDEPENDENT LIVES

	2018/19 £000	2019/20 £000	2020/21 £000	2021/22 £000	2022/23 £000	Capital Investment £000	ESIA Number
<b>Budget As at Feb 2018 budget report</b>	<b>53,237</b>	<b>46,748</b>	<b>47,528</b>	<b>47,528</b>	<b>47,528</b>		
<b>2018/19 In year Pressures &amp; Mitigations</b>							
<b>Long Term Care High Cost Clients</b>	500	2,294	2,294	2,294	2,294		
<b>Adult Mental Health Clients</b>	350	500	500	500	500		
<b>Provider Services Temp Staff at Glenlee and Holcroft</b>	490	100	0	0	0		
<b>Total 2018/19 Pressures and Mitigations</b>	<b>1,340</b>	<b>2,894</b>	<b>2,794</b>	<b>2,794</b>	<b>2,794</b>		
<b>2019/20 SAVINGS</b>							
<b>Business As Usual Proposals</b>		<b>(683)</b>	<b>(733)</b>	<b>(733)</b>	<b>(733)</b>		
<b>Service Delivery and Redesign Proposals</b>							
Increase capacity of Shared Lives scheme, which matches adults who need care with carers in the community		(146)	(246)	(246)	(246)		
Work with partners to increase the amount of people who can be supported by the Urgent Response Service, which provides rehabilitation and reablement for adults in the city, helping to keep them out of hospital		(158)	(158)	(158)	(158)		
Revise the Adult Social Care Charging Policy for non-residential care and support		(270)	(520)	(520)	(520)		SHIL1
Remove the exemption from charging for adults receiving social care who were previously supported by the Locally Based Hospital Unit prior to its closure in 2011.		(73)	(109)	(109)	(109)		SHIL1
Closure of two council owned residential care homes for older people, enabling the council to focus on the development of extra care and community-based services, with the local home care market providing residential care where this is needed.		0	(1,327)	(1,327)	(1,327)		SHIL2
<b>Total Service Delivery &amp; Redesign Proposals</b>		<b>(647)</b>	<b>(2,360)</b>	<b>(2,360)</b>	<b>(2,360)</b>		
<b>Total 2019/20 Savings Proposals</b>		<b>(1,330)</b>	<b>(3,093)</b>	<b>(3,093)</b>	<b>(3,093)</b>	<b>0</b>	
<b>2019/20 Pressures</b>							
Kentish Road respite centre remaining open		600	600	600	600		
Demographic Pressures				2,000	3,000		
<b>Total 2019/20 New Pressures</b>		<b>600</b>	<b>600</b>	<b>2,600</b>	<b>3,600</b>		
<b>Budget Required as at Nov 2018</b>	<b>54,577</b>	<b>48,912</b>	<b>47,829</b>	<b>49,829</b>	<b>50,829</b>	<b>0</b>	
<b>Implementation Costs to be funded from reserves</b>							
Project Management and Subject Matter Expert required for implementation of savings.		150	150	0	0		
<b>Total Implementation Costs</b>		<b>150</b>	<b>150</b>	<b>0</b>	<b>0</b>		

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**SOUTHAMPTON IS AN ATTRACTIVE AND MODERN CITY WHERE PEOPLE ARE PROUD TO LIVE AND WORK**

	2018/19 £000	2019/20 £000	2020/21 £000	2021/22 £000	2022/23 £000	Capital Investment £000	ESIA Number
<b>Budget As at Feb 2018 budget report</b>	<b>29,554</b>	<b>28,444</b>	<b>28,444</b>	<b>28,444</b>	<b>28,444</b>		
<b>2018/19 In year Pressures</b>							
<b>Parks And Open Spaces</b>							
Tree Team reduced income	160	160	0	0	0		
<b>Waste Collection</b>							
Unachieved CCTV saving that relates to the depot security	80	80	80	80	80		
Income Shortfall	120	120	120	120	120		
Damage and repair costs of vehicles	210	105	0	0	0	2,900	
Increase garden waste charges	0	(30)	(30)	(30)	(30)		
Bin storage - identify & utilise suitable site	0	(40)	(40)	(40)	(40)		
Implementation of Alternate Weekly Collection	(600)	(600)	(600)	(600)	(600)		
<b>Local Authority Trading Company</b>							
LATCO Saving	100	33	(110)	(210)	(210)		
<b>Regulatory Services</b>							
Crematorium Loss of income due to competition	400	400	400	400	400		
Loss of Nationality checking	80	80	80	80	80		
Increase in cremation and burial fees in line with competitors	0	(64)	(64)	(64)	(64)		
<b>Total 2018/19 Pressures and Mitigations</b>	<b>550</b>	<b>244</b>	<b>(164)</b>	<b>(264)</b>	<b>(264)</b>	<b>2,900</b>	
<b>2019/20 SAVINGS</b>							
<b>Business As Usual Proposals</b>	<b>0</b>	<b>(86)</b>	<b>(86)</b>	<b>(86)</b>	<b>(86)</b>		
<b>Income Generation Proposals</b>	<b>0</b>	<b>(30)</b>	<b>(30)</b>	<b>(30)</b>	<b>(30)</b>		
<b>Service Delivery and Redesign Proposals</b>							
<b>Refuse &amp; recycling:</b> review collection schedules and routes, and introduce efficiencies in the waste collection service	0	(146)	(146)	(146)	(146)		
<b>Street Cleaning:</b> review the provision of litter bins, introducing smart compactor bins where appropriate, which will reduce collection costs.	0	0	(50)	(100)	(100)	800	
<b>Total Service Delivery &amp; Redesign Proposals</b>	<b>0</b>	<b>(146)</b>	<b>(196)</b>	<b>(246)</b>	<b>(246)</b>	<b>800</b>	
<b>Total 2019/20 Savings Proposals</b>	<b>0</b>	<b>(262)</b>	<b>(312)</b>	<b>(362)</b>	<b>(362)</b>	<b>800</b>	
<b>2019/20 New Pressures</b>							
Invest in Flood Risk Management service to provide resources to enable the priority flood prevention schemes to be delivered.	0	70	70	70	70		
LATCo Savings	0	550	550	550	550		
<b>Total 2019/20 New Pressures</b>	<b>0</b>	<b>620</b>	<b>620</b>	<b>620</b>	<b>620</b>		
<b>Budget Required as at Nov 2018</b>	<b>30,104</b>	<b>29,046</b>	<b>28,588</b>	<b>28,438</b>	<b>28,438</b>	<b>3,700</b>	
<b>Implementation Costs</b>							
None Expected outside of capital spend and existing resources		0	0	0	0		

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**SOUTHAMPTON IS A CITY WITH STRONG, SUSTAINABLE ECONOMIC GROWTH**

	2018/19 £000	2019/20 £000	2020/21 £000	2021/22 £000	2022/23 £000	Capital Investment £000	ESIA Number
<b>Budget As at Feb 2018 budget report</b>	<b>9,563.1</b>	<b>8,995.5</b>	<b>8,786.6</b>	<b>8,786.6</b>	<b>8,786.6</b>		
<b>2018/19 Pressures and Mitigations</b>							
<b>Property Services</b>							
Property Rationalisation & Disposal Saving	1,160.0	1,518.0	1,518.0	1,518.0	1,518.0		
<b>Total 2018/19 Pressures and Mitigations</b>	<b>1,160.0</b>	<b>1,518.0</b>	<b>1,518.0</b>	<b>1,518.0</b>	<b>1,518.0</b>		
<b>2019/20 SAVINGS</b>							
<b>Business As Usual Proposals</b>	<b>0.0</b>	<b>(227.0)</b>	<b>(278.0)</b>	<b>(328.0)</b>	<b>(328.0)</b>		
<b>Income Generation Proposals</b>	<b>0.0</b>	<b>(262.0)</b>	<b>(362.0)</b>	<b>(412.0)</b>	<b>(412.0)</b>		
<b>Service Delivery and Redesign Proposals</b>							
<b>Car Parking</b> Introduce charges for blue badge holders in council owned off street car parks	0.0	(75.0)	(75.0)	(75.0)	(75.0)		SSEG1
Increase Itchen Bridge fees for non-residents and non-smart card users	0.0	(510.0)	(510.0)	(510.0)	(510.0)		SSEG2
<b>Transportation:</b> Increase bus shelter advertising income	0.0	(165.0)	(165.0)	(165.0)	(165.0)		
<b>Transportation:</b> Undertaking a strategic review of the transport the council provides and subsidises across the city.	0.0	0.0	(250.0)	(250.0)	(250.0)		
<b>Investment Properties</b> Increase rental income by disposing of low yielding properties and investing proceeds in properties that generate a higher return	0.0	0.0	(100.0)	(200.0)	(200.0)		
<b>Total Service Delivery &amp; Redesign Proposals</b>	<b>0.0</b>	<b>(750.0)</b>	<b>(1,100.0)</b>	<b>(1,200.0)</b>	<b>(1,200.0)</b>		
<b>Total 2019/20 Savings Proposals</b>	<b>0.0</b>	<b>(1,239.0)</b>	<b>(1,740.0)</b>	<b>(1,940.0)</b>	<b>(1,940.0)</b>	<b>0.0</b>	
<b>2019/20 New Pressures</b>							
Cultural Trust		150.0	150.0	150.0	150.0		
<b>2019/20 Pressures Subtotal</b>	<b>0.0</b>	<b>150.0</b>	<b>150.0</b>	<b>150.0</b>	<b>150.0</b>		
<b>Budget Required as at Nov 2018</b>	<b>10,723.1</b>	<b>9,424.5</b>	<b>8,714.6</b>	<b>8,514.6</b>	<b>8,514.6</b>	<b>0.0</b>	
<b>Implementation Costs</b>							
Cost of implementing change to Itchen Bridge charges		3.0	0.0	0.0	0.0		
Project Management Resource for the Review of Property		50.0	0.0	0.0	0.0		
<b>Total implementation Costs</b>	<b>0.0</b>	<b>53.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>		

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### A MODERN SUSTAINABLE COUNCIL

	2018/19 £000	2019/20 £000	2020/21 £000	2021/22 £000	2022/23 £000	Capital Investment £000	ESIA Number
<b>Budget As at Feb 2018 budget report</b>	<b>23,333</b>	<b>20,474</b>	<b>19,034</b>	<b>19,034</b>	<b>19,034</b>		
<b>2019/20 SAVINGS</b>							
<b>Business As Usual Proposals</b>		<b>(848)</b>	<b>(1,036)</b>	<b>(1,036)</b>	<b>(1,036)</b>	<b>0</b>	
<b>Income Generation Proposals</b>	<b>0</b>	<b>(194)</b>	<b>(194)</b>	<b>(199)</b>	<b>(199)</b>	<b>0.0</b>	
<b>Service Delivery and Redesign Proposals</b>							
<b>Debtors &amp; Creditors:</b> Introduce fees to cover the cost of Universal Deferred Payment Scheme, which extends loans to adult social care clients in residential care		0	(20)	(20)	(20)		SHIL1
<b>Contract Management</b> Contract Savings		(245)	(245)	(245)	(245)		
<b>Corporate Planning:</b> Investigations, resulting in backdated claims to HMRC will be undertaken by in house staff, rather than external organisations, allowing us to save on commission charges.		(50)	(50)	(50)	(50)		
<b>Corporate Planning:</b> Review and reprioritisation of capital funding programme, ensuring alternative sources of funding are used in preference to borrowing, & review of Treasury Management due to slippage in the programme.		(500)	(250)	(150)	(150)		
<b>Democratic Services:</b> Reduction in expenses budget for Councillors		(35)	(35)	(35)	(35)		
<b>Major Projects</b> - Anticipated savings arising from major projects		0	(900)	(900)	(900)		
<b>Total Service Delivery &amp; Redesign Proposals</b>	<b>0</b>	<b>(830)</b>	<b>(1,500)</b>	<b>(1,400)</b>	<b>(1,400)</b>		
<b>Total 2019/20 Savings Proposals</b>	<b>0</b>	<b>(1,872)</b>	<b>(2,730)</b>	<b>(2,635)</b>	<b>(2,635)</b>		
<b>2019/20 Pressures</b>							
<b>IIC</b> Social Media Team - enquiries from corporate SCC accounts		164	164	164	164		
<b>Total 2019/20 Pressures</b>		<b>164</b>	<b>164</b>	<b>164</b>	<b>164</b>		
<b>Budget Required as at Nov 2018</b>	<b>23,333</b>	<b>18,766</b>	<b>16,468</b>	<b>16,563</b>	<b>16,563</b>		
<b>Implementation Costs</b>							
None		0	0	0	0		
<b>Subtotal</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>		

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## **Budget Proposals 2019/20 and 2020/21**

### **Equality and Safety Cumulative Impact Assessment**

October 2018

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# Equality and Safety Cumulative Impact Assessment

## Introduction

1. Southampton City Council, in line with its statutory responsibilities, undertakes Equality and Safety Impact Assessments (ESIAs). ESIAs provide a systematic way of assessing the impact of policies, strategies, programmes, projects, services or functions on different equality groups - and on poverty and community safety. During the council's annual budget cycle, ESIAs are completed for all proposals identified as requiring them to inform decision making.
2. This document draws into one place a summary of all the ESIAs for the 2019/20 and 2020/21 budget proposals. This assessment focuses on service based proposals identified as having a direct impact on customers/residents. In addition, there are a range of budget proposals which are efficiencies and do not have a disproportionate impact for people within the equalities legislation.
3. It is important to fully understand the impact of the budget proposals on equality groups (identified in paragraph 11) and on community safety, poverty and health and wellbeing. The council, working with others, will need to take action to mitigate the collective impact of any such proposals. Mitigating actions could include re-shaping services to target more efficiently and to reduce the potential of disproportionate impacts on equalities groups, community safety, poverty and health and wellbeing.
4. Consultation will be undertaken with residents and stakeholders on the draft budget proposals between 24 October 2018 and 16 January 2019. Analysis on consultation feedback will be considered by the Cabinet before they finalise their budget proposals that will be recommended to Full Council in February 2019 when it will set the budget. Feedback will be incorporated into the relevant individual Equality and Safety Impact Assessments and reflected in an updated version of this Cumulative Impact Assessment.

## Context

5. Local government has had to change significantly in response to ongoing changes in the city's profile, trends in customer behaviour, national and local policies and the austerity challenges. This is accompanied by ongoing challenges in the shape of rising demand in adults and children's social care.
6. The 4 year financial settlement Southampton City Council has agreed with central government ends in 2019/20. As yet, it is unclear what the next settlement will be, with the government proposing a radical overhaul of how local government funding is allocated via the Fair Funding Review. Alongside this, there is the recognition by central government for the provision of funding of adult social care to be reviewed.
7. This Cumulative Impact Assessment is also being carried out against the backdrop of the welfare reforms, a number of which have been implemented since 2011 and the programme continues. The government's programme of welfare reform is 'intended to reduce benefit dependency for households, and to make the system more affordable for government. The reforms are therefore predicated on those affected being able to

respond positively to reforms – by increasing their income through work; and/ or by reducing their outgoings, in particular through housing choices.’<sup>1</sup>

8. The most recent major change locally, has been the introduction of Universal Credit Full Service. Southampton was in an early tranche of the roll-out, becoming a Universal Credit Full Service area in February 2017. The national roll-out of Universal Credit Full Service is due to be completed in December 2018. The main differences for claimants are; their claim is made and managed online, they are paid a single monthly payment in arrears (this includes housing costs). If they are in a couple, the payment is made to the main claimant.
9. In general, welfare reforms affect households with working age people on benefits - including people in work on low incomes. There are data limitations around claimant information. This means analysis of the cumulative impact of the reforms on households with particular characteristics is not possible at a local level. But available evidence indicates that young people, those who are homeless or vulnerably housed, lone parents, larger families, households with a disabled person and women are some of the ‘hardest hit’.

## Legal Framework – Equalities

10. The Equality Duty, section 149 of the Equality Act, came into effect on 5<sup>th</sup> April 2011 and places a duty on all public bodies and others carrying out public functions.
11. The Public Sector Equality Duty (the Equality Duty) replaced three previous public sector equality duties – for race, disability and gender, and broadened the breadth of protected characteristics to include:
  - Age
  - Disability
  - Gender reassignment
  - Marriage and civil partnership, but only in respect of the requirements to have due regard to the need to eliminate discrimination.
  - Pregnancy and maternity
  - Race – ethnic or national origins, colour or nationality
  - Religion or Belief – including lack of belief
  - Sex (Gender)
  - Sexual orientation.
12. The Act was designed to ensure public bodies consider the needs of all individuals in their day to day work, including: shaping policy, delivering services and employment of employees. It requires public bodies, such as local councils not to discriminate against any person on the basis of a protected characteristic such as disability. The legislation strengthened existing provisions about discrimination to also include associative and perceptible discrimination as well as direct and indirect discrimination.
13. Direct discrimination occurs when a rule, policy or practice offers less favourable treatment to a group and indirect discrimination occurs by introducing a rule, policy or practice that applies to everyone but particularly disadvantages people who have a

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<sup>1</sup> Wilson, T., Foster, S. (October 2017). *The Local Impacts of Welfare Reform: A Review of the impact of welfare changes on people, communities and services.* Learning and Work Institute.  
<https://www.local.gov.uk/sites/default/files/documents/FINAL%20Review%20of%20impacts%20of%20welfare%20reform%20report%20to%20LGA%20Oct%202017-1.pdf>

protected characteristic. Direct discrimination will always be unlawful. Indirect discrimination will not be unlawful if it can be justified, for instance it can be shown that the rule, policy or practice was intended to meet a legitimate objective in a fair, balanced and reasonable way.

14. In considering whether or not any indirect discrimination is justified, the council must consider whether or not there is any other way to meet their objective that is not discriminatory or is less likely to disadvantage those with protected characteristics. This may well mean setting out clearly whether or not consideration has been given to other ways of achieving these objectives.
15. The Public Sector Equality Duty does not impose a legal requirement to conduct an Equality and Safety Impact Assessment, rather it requires public bodies to demonstrate their consideration of the Equality Duty and the conscious thought of the Equality Duty as part of the process of decision-making. This entails an understanding of the potential effect the organisation's activities could have on different people and a record of how decisions were reached. Producing an Equality Impact Assessment post decision making is non-compliant with the Public Sector Equality Duty. For this reason the council requires adherence to the existing impact assessment framework.

## **Legal Framework - Community Safety**

16. Community Safety is a broad term. It refers to the protection of local communities from the threat and consequence of criminal and anti-social behaviour by achieving reductions in relation to both crime and the fear of crime.
17. Section 17 of the Crime and Disorder Act 1998, as amended by the Police and Justice Act 2006, requires responsible authorities to consider crime and disorder, including antisocial behaviour and other behaviour adversely affecting the local environment; and the misuse of drugs, alcohol and other substances in the exercise of all their duties, activities and decision-making. This means consideration must be given to the likely impact on crime and disorder in the development of any policies, strategies and service delivery. This responsibility affects all employees of the council.
18. This responsibility is summed up by guidance issued by the Home Office. This guidance describes the legal responsibility as: '*a general duty on each local authority to take account of the community safety dimension in all of its work. All policies, strategies, plans and budgets will need to be considered from the standpoint of their potential contribution to the reduction of crime and disorder*'.

## **Scope and our approach**

19. This assessment identifies areas where there is a risk that changes resulting from individual budget proposals for 2019/20 and 2020/21, may have, when considered together, negative impacts on particular groups.
20. It is important to note this is an ongoing process. As individual budget proposals are developed and implemented, they will be subject to further assessment. This assessment also describes mitigating actions that will need to be considered.
21. The council's approach on assessing the impact of its policies, proposals and decisions, is designed to demonstrate that it has acted over and above its statutory duties. This is reflected in including poverty in the ESIA, as the council is committed to

addressing the impact on poverty for people in work and unemployed and for other low income households.

22. In order to inform decision-making on the budget proposals, the council has taken the following steps:
- Managers identified proposals which in their view require an Equality and Safety Impact Assessment (ESIA).
  - All budget proposals have been screened independently by a group of officers to check whether or not an ESIA was required. This was based on an assessment of whether or not they were likely to have a disproportionate equalities impact on particular groups of residents, or have implications for community safety or increasing poverty.
  - This resulted in a list of proposals for which an ESIA was clearly required and those for which further detail was needed to be gathered before making a decision.
  - As a result of the screening, ESIA's have been produced for every proposal assessed as requiring one. These primarily focus on the impact of proposals on residents and service users.
23. This Cumulative Impact Assessment will be updated and developed based on the final proposals and detail of individual ESIA's. It will also be informed by the feedback from residents and stakeholders as part of the public budget consultation.

## City Profile

24. The most recent data available for the population of Southampton is from the Office of National Statistics mid-year estimate 2017. This puts the total figure at 252,359. There are 123,610 females and 128,749 males. However, the 2011 Census provides a more detailed population profile for the city. According to this, in 2011 the city's population profile comprised 236,900 residents and:
- There were 122,368 females and 127,168 males, a 49% to 51% split.
  - 77.7% of residents were white British (compared to 88.7% in 2001).
  - The 'Other white' population, which includes migrants from Europe, increased by over 200% (from 5,519 to 17,461) compared to Census 2001.
  - The largest percentage increase is in our 'other Asian' population, which increased from 833 to 5,281 people compared to Census 2001.
  - It is estimated that there are 26,929 residents whose main language is not English; of these 717 cannot speak English at all and a further 4,587 do not speak it well.
  - 4,672 residents in Southampton are aged 85 or over, of whom 834 are in bad or very bad health and have a long term illness or disability.
25. The Index of Multiple Deprivation (IMD) provides another range of data about the city. It focuses on the geographical profile of poverty but there is also a link between equality strands and risk factors for poverty. The most recent IMD was published in 2015, and covers the period between 2008/9 and 2012/13. It indicates that, during this period, Southampton became relatively more deprived compared to other places in the country. Of the 326 local authorities in England, Southampton is now ranked 54th most deprived, compared to 72nd in IMD 2010. Within the city, almost 70% of Lower Super Output Areas (LSOAs) are judged to be more deprived in both absolute and relative terms compared with IMD (2010).

**Table1: Budget Proposals: Negative Impact By Protected Characteristics, Community Safety and Poverty.**

Code	Description of Proposal	Age	Disability	Gender Reassignment	Marriage & Civil Partnership	Pregnancy & Maternity	Race	Religion & Belief	Sex	Sexual Orientation	Community Safety	Poverty	Health & Wellbeing	Other
<b>Children and young people get a good start in life</b>														
CYP1	Review and redesign early help and outreach preventative services, to deliver a new focussed locality based model which prevents children becoming looked after by the council.	*	*									*	*	
CYP2	Review the council run play offer and seek community and voluntary sector partners to take over the direct running of this service.	*	*			*						*	*	
CYP3	Review the Contact Service which facilitates contact for looked after children with their birth families, with a view to this being delivered by a partner organisation.	*	*											
CYP4	Reduce the funding provided to Compass School Pupil Referral Unit, in line with actual demand.	*	*											
CYP6	Reduce Early Intervention Fund which supports early years and childcare providers to expand or set up new provision.	*	*			*						*	*	
<b>People in Southampton live safe, healthy, independent lives</b>														
SHIL 1	Revise the Adult Social Care Charging Policy.	*	*									*		
SHIL 2	Closure of two council owned residential care homes for older people, enabling the council to focus on the development of housing with care and community-based services, with the local home care market providing residential care where this is needed.	*	*										*	

Code	Description of Proposal	Age	Disability	Gender Reassignment	Marriage & Civil Partnership	Pregnancy & Maternity	Race	Religion & Belief	Sex	Sexual Orientation	Community Safety	Poverty	Health & Wellbeing	Other
SHIL 3	Reclassify some council properties currently only available to those aged 60 and over, making them available to people over 50 or over 55.	*											*	
SHIL 4	Review service charges to tenants in council owned properties, increasing the existing charges and introducing three new ones.											*	*	
<b>Southampton is a city with strong sustainable economic growth</b>														
SSEG1	Introduce charges for blue badge holders in council owned off street car parks.	*	*									*		
SSEG2	Increase Itchen Bridge fees for non-residents and non-smart card users.											*		

## Age – Older people

26. People in later life may be more likely to use some council services and so may be more vulnerable than the general population to reductions or changes in those services. This vulnerability will be worsened for those living on low incomes. Some older people may feel the impact of several proposals. Some of the most significant are those relating to social care, and accessing services and information. Below is a summary of the main proposals that may impact on some older people.

27. **SHIL 1: Revise the Adult Social Care Charging Policy.** We are proposing to review the council's adult social care charging policy. This policy sets out how we charge people for a contribution towards the cost of their social care services. Our policy is in line with the Care Act 2014, which provides a national legal framework for charging and for recovering debts. It says that, when a council arranges care and support to meet an adult's needs, it may charge them unless the law says the care and support must be free of charge. In cases where we may charge, we must only ask people to pay what they can afford. So, we carry out financial assessments (means tests) to work out the amount individuals need to contribute towards the cost of their care and support.

28. We want to make sure that the policy is fair and affordable for everyone, and that it is financially sustainable for the council so that we can use the money we have to support those people who really need our help. We are proposing to make the following changes to the policy:

- To introduce a new Arrangement Fee of £250 or £500 (dependent on the level of service) for people whose assets are over the capital threshold, currently £23,250, (and who therefore must pay the full cost of their care) but who nevertheless request Southampton City Council to make the arrangements for their care (as is permitted under the Care Act 2014).
- To take account of the higher rate Attendance Allowance and disability benefits (Personal Independence Payment and the care component of Disability Living Allowance) when assessing for financial contributions. This amounts to a maximum increase of £28.00 per week for those on higher rate disability related benefits.
- To make it clear that any charges start from the date the service commences.
- To increase charges for universal deferred payment scheme loans. This is a service where the council provides a loan to enable people to pay care home costs. The loan is secured against their home, and recovered either when the property is sold by the customer or when the customer dies.

We are also proposing to remove the exemption from charging for customers receiving social care support who were previously supported by the Locally Based Hospital Unit (LBHU) prior to its closure in 2011.

29. We have identified the following impacts:

- Older people are disproportionately highly represented in the adult social care customer group and therefore older people will be impacted by these proposals.
- Within the customer group it is the older customers that are more likely to have the type of capital assets that these proposals take in to account.
- Within the client group itself the proposed changes will apply equally regardless of age, and these proposals could therefore impact customers of any age.
- Older people impacted are likely to experience a negative financial impact as a result of the proposals.

30. We have identified the following mitigations: 88

- A full review of all charges and the impacts of any proposals will be undertaken.
- All representations made during the consultation will be taken into account before any decision is made and this will in particular consider any new identified impacts and how these could be mitigated.
- Customers and their families will be provided with advice and information including details of local advice agencies which will provide financial advice where relevant.

31. For all groups, these changes help to ensure that the council can continue to help as many people with care and support needs as possible within the limited resources available. To this extent there should be a positive impact overall, as resources will be distributed more equitably.

32. These proposals impact on existing social care clients and we will be undertaking a separate and more detailed consultation in addition to the overarching budget consultation so we can make sure all our clients and their families have the opportunity to engage fully.

33. **SHIL2: Closure of two council owned residential care homes for older people, enabling the council to focus on the development of housing with care and community-based services, with the local home care market providing residential care where this is needed.** The council currently runs two residential care homes, Holcroft House and Glen Lee, which provide short and long term care for adults living with dementia. There is currently an over provision of residential homes in the city with a total of 36 residential homes registered for dementia care (including the two homes run by the council), and 70 vacancies as of October 2018. Although demand for adult social care is increasing, the demand for residential care is decreasing as more people are supported to live independently in their own homes. Most older people prefer to continue living at home for as long as possible, or to access alternatives like housing with care or Shared Lives, rather than go into a residential care home. We are therefore proposing to close both the council owned residential care homes. This would allow the council to focus on developing more Housing with care and community-based services, and for other providers to continue providing care and support where residential care is needed.

34. These proposals impact on existing social care clients and we will be undertaking a separate and more detailed consultation in addition to the overarching budget consultation so we can make sure all our clients and their families have the opportunity to engage fully. Thorough, person-centred assessments will be undertaken of each individual resident of the homes to determine their needs and how they can best be met in future before any final decisions are taken. These will take into account the views and preferences of the person as well as their families, carers and where appropriate their independent advocates. The proposed closures would be carefully managed and the needs and welfare of residents and families would be paramount when considering transfers to other social care provision.

35. We have identified the following impacts:

- The greatest impact of the proposal is likely to be on those older residents who have been using Glen Lee and Holcroft services for many years and for whom any change in provision will be difficult.
- All of the residents are over 65 years.
- There is potential for decline in residents' emotional and physical health during and immediately after any move following closure of a care home.

36. We have identified the following mitigations:

- Needs assessments and reviews will take place for all residents prior to any changes taking place. Through this process information on alternatives will be made available. A gradual approach will be taken to support those who will be most affected.
- Individual transition plans will be produced and updated. This plan will include analysing the impact and where necessary other professionals and agencies will be called upon to support the individual to minimise any impact.
- Advocacy services are in place to help support the individual's and their families throughout the proposed process. Any proposed move will be considered carefully taking into account the persons best interest's and their families' wishes and feelings. Any move will need to meet the individuals assessed eligible needs for care and support are met.
- A project management team will be set up who will prepare a Closure Plan which will be reviewed regularly and will be followed.
- There is adequate residential and non-residential provision within the city boundary.

37. In the longer term there is evidence that supporting people living with a dementia to live independently in their own homes drawing where appropriate on the support of others in their community leads to the best outcomes for those people. Re-providing residential care and support in homes run by charities and the private sector is more cost effective, supporting a more sustainable social care system locally, ensuring that the needs of people in Southampton can continue to be met in full.

38. The proposal for change includes the development of more housing with care schemes as an alternative to residential care. This is a positive impact on people who live in Southampton, as this will enable people to live independently within a scheme in a self-contained flat which will have the benefit of an on-site care team.

39. These proposals impact on existing social care clients and we will be undertaking a separate and more detailed consultation in addition to the overarching budget consultation so we can make sure all our clients and their families have the opportunity to engage fully. If, following consultation, a decision is made to close the two homes, thorough, person-centred assessments will be undertaken of each individual resident of the homes to determine their needs and how they can best be met in future. These will take into account the views and preferences of the person as well as their families, carers and where appropriate their independent advocates. The proposed closures would be carefully managed and the needs and welfare of residents and families would be paramount when considering transfers to other social care provision.

**40. SHIL 3: Reclassify some council properties currently only available to those aged 60 and over, making them available to people over 50 or 55.** There is a significant demand for affordable social rented homes in Southampton and there are currently 8,000 people on the Housing Register. However, there are a number of properties that are currently 'hard to let'. These are typically properties which are restricted to residents aged 60+, which are on the first floor or above in walk up blocks (without lifts). We are proposing to reclassify some properties which are currently restricted to residents aged 60+ to make them available to those aged 50+ or 55+. The blocks currently identified as potentially suitable for reclassification include: Malin Close, Rockall Close, Lundy Close, Curzon Court, Sarina Court, Manston Court, Maybush Court, Vellan Court, Penrith Court, Mansel Court, Jessamine Road, Edward Road, Avington Court, Basset Green Court, Bowman Court, Meon Court and Dewsbury Court.

41. We have identified the following impacts:

- Reclassification would introduce people aged 50-60 in to what is currently designated over 60s accommodation.
- This would have a positive impact on residents in this age bracket currently on the Housing Register, by making more properties available to them.
- This would only apply to properties that are currently vacant, and therefore not have an impact on people over 60 on the Housing Register.
- Some tenants aged 60+ may have concerns about the reclassification of neighbouring properties, as it would mean that the block has a wider mix of tenants including those who are 50+ rather than 60+, as well as potentially younger partners and families.

42. The potential impact of this proposal is positive and could result in improved void turnaround times, increase in rental income and improved rehousing for those aged 50-60 who are on the housing register.

43. The proposal is to review and potentially reclassify accommodation in phases, block by block. We would undertake detailed consultation with affected tenants as proposals are developed, and before any decisions are taken about each block. As part of that process we would also review and consider what measures we might need to take to address equality impacts for individuals and properties.

44. **SSEG1: Introduce charges for blue badge holders in council owned off street car parks.** We are proposing to withdraw free parking for Blue Badge holders in council owned off-street car parks, so they will be subject to the same charges, terms and conditions as other users. The Blue Badge scheme helps disabled people park close to their destination, and is specifically intended for on-street parking (e.g. on streets with parking meters or pay-and-display machines, in disabled parking bays and on yellow lines). Under this proposal, holders will still be able to park on-street for free, but charges will be introduced in council owned surface car parks and the West Park Road Multi-story car park. All other multi-story car parks in the city already charge blue badge holders for parking, and many other local authorities also charge for parking off-street.

45. We have identified the following impacts:

- This proposal will have an impact on Blue Badge holders aged over 17 years who drive and all ages who are passengers in cars. Higher numbers of older people are likely to be Blue Badge holders.
- The impact will require Blue Badge holders to pay for parking which was previously free if they choose to park in off-street car park, and mean that they are subject to any terms and conditions of the car park such as time restrictions.

46. We have identified the following mitigation:

- Charges only apply to off-street car parks. There is a statutory requirement to provide free on street car parking, which is often nearer to a destination. Signing in car parks and communications will draw attention to this change.

## **Age - Children and young people**

47. Nearly a quarter of children live in poverty in the city and this figure rises to almost 40% in one of our most deprived wards. Continued economic and social pressures on

families, including the impact of welfare reforms, are likely to put increase pressure on support services.

48. In September 2015, the Council undertook a public consultation on what should be prioritised so these areas could be protected wherever possible. 'Children and young people get a good start in life' has been identified as one of our overarching priorities.
49. **CYP1: Review and redesign early help and outreach preventative services, to deliver a new focussed locality based model which prevents children becoming looked after by the council.** The locality based early help and prevention model was introduced in 2017, in partnership with health. The service offers advice and support to children and families and includes a mix of universal services (meaning they are open to everyone who wants to use them), and more targeted, intensive support for children and young people with additional needs. It includes Sure Start children's centres, health visiting, school nursing, Families Matter and the Family Nurse Partnership. The service has been successful, and we are proposing to extend it by bringing in more specialist and targeted health and social care services which can address issues such as complex parenting, challenging behaviours, supporting disabilities, welfare advice, mental health advice, domestic abuse and exploitation support services.
50. These services are currently available, but have to be accessed separately. By delivering more services locally for families, we aim to make them part of a community resource that is practical and easy to access. We also want to increase our partnership working with local community and voluntary services. This will enable us to engage families at an early stage when they are facing difficulties, challenges or need advice to avoid those challenges. Providing the right help early can stop problems getting worse or avoid issues altogether. Evidence shows that this can deliver better outcomes for children and families as well as saving money in the longer term as it avoids the need for more intensive, long term support. Therefore, it should ultimately reduce the number of children coming into statutory services with escalated needs, requiring the intervention of the council. The redesign will review current specialist services such as Educational Welfare, Inclusion and Targeted teams, Youth Offending and others to offer a more uniform approach and increase accessibility in local settings to support families and schools.
51. We have identified the following impacts:
- 63,091 children and young people (aged 0-19) live in the city, and this is expected to grow by 4.5% by 2024 to 65,912 (2,821 children and young people).
  - This proposal relates to the extension of Locality Based Services for children, young people and their parents and carers. Its principal direct impact will be upon these groups.
  - Overall it is anticipated that the extension of the Locality Based model will have possible impacts on children and families. Some localities may experience a change in the specialist and targeted services available locally and so some children and families may not be able to access all services in their local area. This is because services will be based on local need and targeted where they are needed most. Therefore, there may be a reduced offer in parts of the city.
52. The proposed service will have a number of positive impacts on children and families in Southampton:
- There will be a clearer offer for children and families and more services will be based locally.

- There will be less reliance on assessment or strict criteria of access and greater focus on targeted need and intervention.
- Children and families will be able to access support and help with any challenges or issues more quickly.
- Services will be more joined up and focused on the key issues that are challenging family stability and resilience.
- There will be closer working relationships across the professional networks.
- There will be greater opportunities to develop links with community and voluntary sector organisations.

53. As proposals are developed in more detail, we may need to undertake some additional consultation.

54. **CYP2: Review the council run play offer and seek community and voluntary sector partners to take over the direct running of this service.** The council's 'play offer' runs out of Sure Start Children's Centres and allows children and families to access play sessions in a safe and contained space. The council currently sets up, runs and facilitates play sessions in 7 centres across the city and these are all staffed by council employees. The sessions interact with an average of 15 children per session and their parents and usually run weekly. The current offer extends to an estimated 140 children. The council recognises the importance of these play sessions to children and their parents/carers. However, it is also important that council resources are targeted where they are needed most, and that we work with other public sector, private sector, voluntary and community organisations to deliver the best value and most joined up services.

55. We are therefore proposing to explore opportunities for some play services to be run or co-run by local community volunteers and/or parent volunteers rather than council staff. The council and its partners will continue to coordinate and support the running of these groups, though will seek to hand over some facilitation to capable and trained members of the community. Council staff will continue to run some targeted sessions if there are areas where it is not viable to deliver a community led play offer; in that case, these will be targeted to those areas with the greatest need. The council will also support work to develop the availability of play opportunities across the city.

56. Further work will be undertaken to engage with local voluntary and community organisations during the process of the consultation, including assessing the level of interest in running or co-running play sessions, and their views will help inform the final decision on this proposal.

57. We have identified the following impacts:

- There are 140 children currently using the Sure Start Children's Centre play offer.
- 63,091 children and young people (aged 0-19) live in the city, and this is expected to grow by 4.5% by 2024 to 65,912 (2,821 children and young people).
- The successful development of a community led model would ensure that the play offer is maintained for children in the city. However, it is possible that services could reduce in some areas, which could have a negative impact on some children.

58. We have identified the following mitigations:

- The council will work with individuals and community groups to explore opportunities for community groups and individuals to take over delivery and facilitation of play sessions.
- The council will continue to target resources to areas of greatest need, if community led delivery is not possible in these areas.
- The council will also support work to develop the availability of play opportunities across the city.

59. The delivery of a play offer through communities will strengthen and build partnerships between the council and communities. Exploring innovative community led delivery models will enable the council to maintain services in parts of the city which potentially could otherwise see a significant reduction of ceasing of the play offer.

60. **CYP3: Review the Contact Service which facilitates contact for looked after children with their birth families, with a view to this being delivered by a partner organisation.** The Contact Service facilitates contact for our Looked After Children (LAC) with their birth families. The service supervises contact between approximately 300 LAC and their families. The current service is costly and is not flexible enough for children or their families, as it only operates in core hours and is not able to meet urgent contacts or to facilitate out of area contact. The proposal is to review, scope and assess the benefits of the current Contact Service, with a view to it being contracted out to a partner organisation. In doing so, the service has the potential to become more flexible, with a 7 day a week service across extended hours. Detailed impacts of this proposal would not be known until a delivery model is agreed with any organisation that might be interested in taking over this service. At that stage, any changes that would impact on service users would be subject to further consultation and/or engagement.

61. We have identified the following impacts:

- Around 300 children are supported by the Contact Service. These children could be impacted by any changes to the service.

62. We have identified the following mitigation:

- Following a review, proposals affecting the service will be subject to further consultation and engagement.

63. The proposal may have positive impacts including; clearer offer for families which are locality based, extended hours offer, potential for 7 day service, flexible use of buildings, quicker response for families, more cost efficient, extended service could be used to assist in rehabilitation work and so reduce the numbers of LAC and the time they spend in care.

64. **CYP 4: Reduce the funding provided to Compass School Pupil Referral Unit in line with actual demand.** Compass School is a Pupil Referral Unit (PRU), providing transitional, full time education and support for pupils aged 5 - 16 who are not accessing mainstream schools. The council currently provides funding to Compass School for 160 pupils but this does not reflect that actual number of pupils attending this provision. So, we are proposing to reduce the number of funded places from September 2019, in line with actual pupil numbers.

65. We have identified the following impacts:

- There are currently 67 pupils aged 5-16 attending Compass School.

66. We have identified the following mitigation:

- Schools are increasingly developing a curriculum which meets the needs of a broader range of students, which will enable learners to access provision within mainstream education and reduce the need for places at Compass School.

67. The proposal may have positive impacts including;

- Long term places in Compass School will be made available to those most in need of specialist support.
- There will be an increased focus on preventing exclusion and reintegration into mainstream schooling which will have positive impacts on the outcomes of children and young people.
- The proposal will include the development of preventative outreach programmes (particularly at secondary level).
- Increased numbers of pupils will be supported locally and within the mainstream through flexible provision.
- Specialist resources will be targeted to the most complex cases.

68. **CYP 6 Reduce Early Intervention Fund which supports early years and childcare providers to expand or set up new provision.** The Early Intervention Fund supports early years and childcare providers to expand or to set up new provision. In 2018/19, £116,000 was allocated to the Fund. The proposal is to reduce the funding allocated to the Early Intervention Fund to £15,000 per annum in 2019/20 and beyond. Providers will be encouraged to seek funding from other sources. The council will also work with schools to encourage more of them to deliver early education.

69. We have identified the following impacts:

- 49,513 children and young people (aged 0-17) live in the city, and this is expected to grow by 5.5% by 2024 to 52,246.
- There are 15,826 children aged 0-4 in the city, and by 2024 this predicted to fall by 0.2% (30 children).
- Demand for early education and childcare places has increased in recent years. A reduction in funding available from the council could have an impact on the number of places available in the city if providers are unable to attract funding from other sources to support expansion.

70. We have identified the following mitigation:

- Southampton has always had a mixed model of early years provision. With most national grants only being available to schools, the council will work with schools to encourage more of them to deliver early education. The council has a statutory duty under the Childcare Act 2006 and subsequent revisions to ensure there are sufficient early education places, so if insufficient places are available in future, the council will take appropriate action to address that.

## Disability

71. According to the Equality Act 2010, a person has a disability if he or she has a physical or mental impairment which has a long term adverse effect on that person's ability to carry out day to day activities. Disabled people may feel the impact of several proposals. Some of the most significant are those relating to accessing services, information and social care. Below is a summary of the main proposals that may impact on people with a physical or mental impairment.

72. **CYP1: Review and redesign early help and outreach preventative services, to deliver a new focussed locality based model which prevents children becoming**

**looked after by the council.** The locality based early help and prevention model was introduced in 2017, in partnership with health. The service offers advice and support to children and families and includes a mix of universal services (meaning they are open to everyone who wants to use them), and more targeted, intensive support for children and young people with additional needs. It includes Sure Start children's centres, health visiting, school nursing, Families Matter and the Family Nurse Partnership. The service has been successful, and we are proposing to extend it by bringing in more specialist and targeted health and social care services which can address issues such as complex parenting, challenging behaviours, supporting disabilities, welfare advice, mental health advice, domestic abuse and exploitation support services.

73. These services are currently available, but have to be accessed separately. By delivering more services locally for families, we aim to make them part of a community resource that is practical and easy to access. We also want to increase our partnership working with local community and voluntary services. This will enable us to engage families at an early stage when they are facing difficulties, challenges or need advice to avoid those challenges. Providing the right help early can stop problems getting worse or avoid issues altogether. Evidence shows that this can deliver better outcomes for children and families as well as saving money in the longer term as it avoids the need for more intensive, long term support. Therefore, it should ultimately reduce the number of children coming into statutory services with escalated needs, requiring the intervention of the council. The redesign will review current specialist services such as Educational Welfare, Inclusion and Targeted teams, Youth Offending and others to offer a more uniform approach and increase accessibility in local settings to support families and schools.

74. We have identified the following impacts:

- There are some users of this service that have special educational needs and/or disabilities (SEND). The overall impact of extending this model should be positive in terms of its impact.
- Some localities may experience a change in the specialist and targeted services available locally and so some children and families may not be able to access all services in their local area. This is because services will be based on local need and targeted where they are needed most. Therefore, there may be a reduced offer in parts of the city.
- If specific specialist services are not available in a particular locality, some disabled children or parents may need to travel further to access services that might have previously been available in their locality.

75. We have identified the following mitigations:

- The intention though is to increase local availability of more specialist support.
- Where need is identified families will not be excluded on the grounds of their location, and transport options will be considered to enable those individuals to access services.

76. The proposed service will have a number of positive impacts on children and families in Southampton:

- There will be a clearer offer for children and families and more services will be based locally.
- There will be less reliance on assessment or strict criteria of access and greater focus on targeted need and intervention.
- Children and families will be able to access support and help with any challenges or issues more quickly.

- Services will be more joined up and focused on the key issues that are challenging family stability and resilience.
- There will be closer working relationships across the professional networks.
- There will be greater opportunities to develop links with community and voluntary sector organisations.

77. **CYP2: Review the council run play offer and seek community and voluntary sector partners to take over the direct running of this service.** The council's 'play offer' runs out of Sure Start Children's Centres and allows children and families to access play sessions in a safe and contained space. The council currently sets up, runs and facilitates play sessions in 7 centres across the city and these are all staffed by council employees. The sessions interact with an average of 15 children per session and their parents and usually run weekly. The current offer extends to an estimated 140 children. The council recognises the importance of these play sessions to children and their parents/carers. However, it is also important that council resources are targeted where they are needed most, and that we work with other public sector, private sector, voluntary and community organisations to deliver the best value and most joined up services.

78. We are therefore proposing to explore opportunities for some play services to be run or co-run by local community volunteers and/or parent volunteers rather than council staff. The council and its partners will continue to coordinate and support the running of these groups, though will seek to hand over some facilitation to capable and trained members of the community. Council staff will continue to run some targeted sessions if there are areas where it is not viable to deliver a community led play offer; in that case, these will be targeted to those areas with the greatest need. The council will also support work to develop the availability of play opportunities across the city.

79. Further work will be undertaken to engage with local voluntary and community organisations during the process of the consultation, including assessing the level of interest in running or co-running play sessions, and their views will help inform the final decision on this proposal.

80. We have identified the following impacts:

- There will be a reduction in access to professional support during play sessions, which could have a greater impact on children with SEND and their parents/carers.

81. We have identified the following mitigation:

- The council will continue to target resources to areas of greatest need, if community led delivery is not possible in these areas. It will still be possible to access professional support via other routes.

82. The delivery of a play offer through communities will strengthen and build partnerships between the council and communities. Exploring innovative community led delivery models will enable the council to maintain services in parts of the city which potentially could otherwise see a significant reduction of ceasing of the play offer.

83. **CYP3: Review the Contact Service which facilitates contact for looked after children with their birth families, with a view to this being delivered by a partner organisation.** The Contact Service facilitates contact for our Looked After Children (LAC) with their birth families. The service supervises contact between approximately 300 LAC and their families. The current service is costly and is not flexible enough for children or their families, as it only operates in core hours and is not able to meet

urgent contacts or to facilitate out of area contact. The proposal is to review, scope and assess the benefits of the current Contact Service, with a view to it being contracted out to a partner organisation. In doing so, the service has the potential to become more flexible, with a 7 day a week service across extended hours. Detailed impacts of this proposal would not be known until a delivery model is agreed with any organisation that might be interested in taking over this service. At that stage, any changes that would impact on service users would be subject to further consultation and/or engagement.

84. We have identified the following impacts:

- Some children or parents being supported may have disabilities. These individuals could be impacted by any changes to the service. There is a potential positive impact if the service moves location, as this may improve ease of access.

85. We have identified the following mitigation:

- Following a review, proposals affecting the service will be subject to further consultation and engagement.

86. The proposal may have positive impacts including; clearer offer for families which are locality based, extended hours offer, potential for 7 day service, flexible use of buildings, quicker response for families, more cost efficient, extended service could be used to assist in rehabilitation work and so reduce the numbers of LAC and the time they spend in care.

87. **CYP 4: Reduce the funding provided to Compass School Pupil Referral Unit in line with actual demand.** Compass School is a Pupil Referral Unit (PRU), providing transitional, full time education and support for pupils aged 5 - 16 who are not accessing mainstream schools. The council currently provides funding to Compass School for 160 pupils but this does not reflect that actual number of pupils attending this provision. So, we are proposing to reduce the number of funded places from September 2019, in line with actual pupil numbers.

88. We have identified the following impacts:

- 100% of pupils in Compass School have special educational needs and/or disabilities (SEND) compared to a national average of 22%.

89. We have identified the following mitigation:

- Frequent periods of change can have a detrimental effect on outcomes for young people with SEND. Therefore, the short-term nature of the placements at Compass may not be beneficial to this cohort. Sustaining placements in mainstream schools through early intervention will see pupils with SEND fully included in mainstream education.
- Having a needs-led, child centred approach to learning within mainstream schools will engage young people with SEND.
- Tailoring the curriculum within mainstream schools to meet the needs of these pupils will have a positive impact on outcomes.

90. The proposal may have positive impacts including;

- Long term places in Compass School will be made available to those most in need of specialist support.
- There will be an increased focus on preventing exclusion and reintegration into mainstream schooling which will have positive impacts on the outcomes of children and young people.

- The proposal will include the development of preventative outreach programmes (particularly at secondary level).
- Increased numbers of pupils will be supported locally and within the mainstream through flexible provision.
- Specialist resources will be targeted to the most complex cases.

91. **CYP 6 Reduce Early Intervention Fund which supports early years and childcare providers to expand or set up new provision.** The Early Intervention Fund supports early years and childcare providers to expand or to set up new provision. In 2018/19, £116,000 was allocated to the Fund. The proposal is to reduce the funding allocated to the Early Intervention Fund to £15,000 per annum in 2019/20 and beyond. Providers will be encouraged to seek funding from other sources. The council will also work with schools to encourage more of them to deliver early education.

92. We have identified the following impacts:

- This proposal may mean that some groups are unable to expand, therefore potentially meaning less places for children with special educational needs and/or disabilities (SEND).
- The costs of supporting a child with high-end additional needs in an Early Years setting is not completely covered by the early years funding formula, therefore providers may choose, if they have limited places, to prioritise taking children who do not need dedicated support. This could have a negative impact on SEND children and their families.

93. We have identified the following mitigation:

- The council will work on a case by case basis to identify suitable provision for 2, 3 and 4 year olds with special educational needs and/or disabilities (SEND).

94. **SHIL 1: Revise the Adult Social Care Charging Policy.** We are proposing to review the council's adult social care charging policy. This policy sets out how we charge people for a contribution towards the cost of their social care services. Our policy is in line with the Care Act 2014, which provides a national legal framework for charging and for recovering debts. It says that, when a council arranges care and support to meet an adult's needs, it may charge them unless the law says the care and support must be free of charge. In cases where we may charge, we must only ask people to pay what they can afford. So, we carry out financial assessments (means tests) to work out the amount individuals need to contribute towards the cost of their care and support.

95. We want to make sure that the policy is fair and affordable for everyone, and that it is financially sustainable for the council so that we can use the money we have to support those people who really need our help. We are proposing to make the following changes to the policy:

- To introduce a new Arrangement Fee of £250 or £500 (dependent on the level of service) for people whose assets are over the capital threshold, currently £23,250, (and who therefore must pay the full cost of their care) but who nevertheless request Southampton City Council to make the arrangements for their care (as is permitted under the Care Act 2014).
- To take account of the higher rate Attendance Allowance and disability benefits (Personal Independence Payment and the care component of Disability Living Allowance) when assessing for financial contributions. This amounts to a maximum increase of £28.00 per week for those on higher rate disability related benefits.
- To make it clear that any charges start from the date the service commences.

- To increase charges for universal deferred payment scheme loans. This is a service where the council provides a loan to enable people to pay care home costs. The loan is secured against their home, and recovered either when the property is sold by the customer or when the customer dies.

We are also proposing to remove the exemption from charging for customers receiving social care support who were previously supported by the Locally Based Hospital Unit (LBHU) prior to its closure in 2011.

96. We have identified the following impacts:

- Up to 746 people may be impacted by the proposal to take into account the higher rate of Attendance Allowance or disability benefits.
- 24 customers with who are living with a learning disability will be impacted by the proposal to remove the locally based hospital unit exemption.
- Other proposals are likely to have impacts on people with disabilities which contribute to their care requirements. Some people with disabilities may be adversely impacted by more than one of the charging proposals meaning that their assessed charge will increase.

97. We have identified the following mitigations:

- A full review of all the proposed charges, and the impacts of any proposals will be undertaken after taking account of all representations made during the consultation process.
- Potentially affected customers will have the opportunity to consider the proposals as part of a formal consultation in 2019.
- Taking into account Disability Related Expenditure (DRE) will help mitigate any impact on people who are required to contribute more to the cost of their care and support.

98. For all groups, these changes help to ensure that the council can continue to help as many people with care and support needs as possible within the limited resources available. To this extent there should be a positive impact overall, as resources will be distributed more equitably.

99. These proposals impact on existing social care clients and we will be undertaking a separate and more detailed consultation in addition to the overarching budget consultation so we can make sure all our clients and their families have the opportunity to engage fully.

100. **SHIL2: Closure of two council owned residential care homes for older people, enabling the council to focus on the development of housing with care and community-based services, with the local home care market providing residential care where this is needed.** The council currently runs two residential care homes, Holcroft House and Glen Lee, which provide short and long term care for adults living with dementia. There are currently too many residential homes in the city with a total of 36 residential homes registered for dementia care in Southampton (including the two homes run by the council), and 70 vacancies as of October 2018. Although demand for adult social care is increasing, the demand for residential care is decreasing as more people are supported to live independently in their own homes. Most older people prefer to continue living at home for as long as possible, or to access alternatives like Housing with care or Shared Lives, rather than go into a residential care home. We are therefore proposing to close both the council owned residential care homes. This would allow the council to focus on developing more Housing with care and community-based services, and for other providers to continue providing care and support where residential care is needed.

101. These proposals impact on existing social care clients and we will be undertaking a separate and more detailed consultation in addition to the overarching budget consultation so we can make sure all our clients and their families have the opportunity to engage fully. Thorough, person-centred assessments will be undertaken of each individual resident of the homes to determine their needs and how they can best be met in future before any final decisions are taken. These will take into account the views and preferences of the person as well as their families, carers and where appropriate their independent advocates. The proposed closures would be carefully managed and the needs and welfare of residents and families would be paramount when considering transfers to other social care provision.

102. We have identified the following impacts:

- All residents have a cognitive impairment and a significant number also have a physical impairment.
- The proposal may have either a positive or negative impact depending on the individual and the extent to which they prefer current models of service.
- Those with physical disabilities may experience a larger impact due to some of the alternative options not having the equipment to be able to support appropriately and being able to accommodate in private sector, however, this will be no different to our internal homes.

103. We have identified the following mitigations:

- Needs assessments and reviews will take place for all residents prior to any changes taking place. Through this process information on alternatives will be made available. A gradual approach will be taken to support those who will be most affected.
- Individual transition plans will be produced and updated. This plan will include analysing the impact and where necessary other professionals and agencies will be called upon to support the individual to minimise any impact.
- Advocacy services are in place to help support the individual's and their families throughout the proposed process. Any proposed move will be considered carefully taking into account the persons best interest's and their families' wishes and feelings. Any move will need to meet the individuals assessed eligible needs for care and support are met.
- A project management team will be set up who will prepare a Closure Plan which will be reviewed regularly and will be followed.
- There is adequate residential and non-residential provision within the city boundary.
- Residents and their carers will be supported to identify the most appropriate respite option which meets their physical needs.

104. In the longer term there is evidence that supporting people living with a dementia to live independently in their own homes drawing where appropriate on the support of others in their community leads to the best outcomes for those people. Re-providing residential care and support in homes run by charities and the private sector is more cost effective, supporting a more sustainable social care system locally, ensuring that the needs of people in Southampton can continue to be met in full.

105. The proposal for change includes the development of more housing with care schemes as an alternative to residential care. This is a positive impact on people who live in Southampton, as this will enable people to live independently within a scheme in a self-contained flat which will have the benefit of an on-site care team.

106. These proposals impact on existing social care clients and we will be undertaking a separate and more detailed consultation in addition to the overarching budget consultation so we can make sure all our clients and their families have the opportunity to engage fully. If, following consultation, a decision is made to close the two homes, thorough, person-centred assessments will be undertaken of each individual resident of the homes to determine their needs and how they can best be met in future. These will take into account the views and preferences of the person as well as their families, carers and where appropriate their independent advocates. The proposed closures would be carefully managed and the needs and welfare of residents and families would be paramount when considering transfers to other social care provision.
107. **SSEG1: Introduce charges for blue badge holders in council owned off street car parks. We are proposing to withdraw free parking for blue badge holders in council owned off-street car parks, so they will be subject to the same charges, terms and conditions as other users.** The Blue Badge scheme helps disabled people park close to their destination, and is specifically intended for on-street parking (e.g. on streets with parking meters or pay-and-display machines, in disabled parking bays and on yellow lines). Under this proposal, holders will still be able to park on-street for free, but charges will be introduced in council owned surface car parks and the West Park Road Multi-story car park. All other multi-story car parks in the city already charge Blue Badge holders for parking, and many other local authorities also charge for parking off-street.
108. We have identified the following impacts:
- All Blue Badge are people who have a disability or health condition that affects their mobility.
  - The proposal to introduce charges in off-street car parks will have a financial impact on this group if an individual chooses to park in an off-street car park.
  - Blue Badge holders will be subject to the terms and conditions of the car park, which may include time restrictions, including a two hour parking limit in car parks including the Civic Centre Forecourt and Albion Place (Castle Way). People with a disability that affects their mobility may be more affected by time limitations than those who do not have a disability.
109. We have identified the following mitigation:
- Charges only apply to off-street car parks. There is a statutory requirement to provide free on street car parking, which is usually nearer to a destination. Signing in car parks and communications will draw attention to this change.

## **Pregnancy and Maternity**

110. **CYP2: Review the council run play offer and seek community and voluntary sector partners to take over the direct running of this service.** The council's 'play offer' runs out of Sure Start Children's Centres and allows children and families to access play sessions in a safe and contained space. The council currently sets up, runs and facilitates play sessions in 7 centres across the city and these are all staffed by council employees. The sessions interact with an average of 15 children per session and their parents and usually run weekly. The current offer extends to an estimated 140 children. The council recognises the importance of these play sessions to children and their parents/carers. However, it is also important that council resources are targeted where they are needed most, and that we work with other public sector, private sector, voluntary and community organisations to deliver the best value and most joined up services. Page 102

111. We are therefore proposing to explore opportunities for some play services to be run or co-run by local community volunteers and/or parent volunteers rather than council staff. The council and its partners will continue to coordinate and support the running of these groups, though will seek to hand over some facilitation to capable and trained members of the community. Council staff will continue to run some targeted sessions if there are areas where it is not viable to deliver a community led play offer; in that case, these will be targeted to those areas with the greatest need. The council will also support work to develop the availability of play opportunities across the city.

112. Further work will be undertaken to engage with local voluntary and community organisations during the process of the consultation, including assessing the level of interest in running or co-running play sessions, and their views will help inform the final decision on this proposal.

113. We have identified the following impact:

- It is possible that some services may reduce in some areas, which could have an impact on the socialisation of children and their parents/carers, and have a greater impact on those with more than one younger child.

114. We have identified the following mitigation:

- The council will continue to target resources to areas of greatest need, if community led delivery is not possible in these areas. It will still be possible to access professional support via other routes.

115. The delivery of a play offer through communities will strengthen and build partnerships between the council and communities. Exploring innovative community led delivery models will enable the council to maintain services in parts of the city which potentially could otherwise see a significant reduction of ceasing of the play offer.

116. **CYP 6 Reduce Early Intervention Fund which supports early years and childcare providers to expand or set up new provision.** The Early Intervention Fund supports early years and childcare providers to expand or to set up new provision. In 2018/19, £116,000 was allocated to the Fund. The proposal is to reduce the funding allocated to the Early Intervention Fund to £15,000 per annum in 2019/20 and beyond. Providers will be encouraged to seek funding from other sources. The council will also work with schools to encourage more of them to deliver early education.

117. We have identified the following impacts:

- Southampton has a birth rate of 53.2 births per 1,000 females aged 15 to 44 years. This is lower than the England average of 62.5 per 1,000 females.
- The number of children aged 0-4 in Southampton is due to fall by 0.2% (30 children) by 2027.
- However, demand for early education and childcare places has increased in recent years. A reduction in funding available from the council could have an impact on the number of places available in the city if providers are unable to attract funding from other sources to support expansion.

118. We have identified the mitigation:

- Southampton has always had a mixed model of early year's provision. With most national grants only being available to schools, the council will work with schools to encourage more of them to deliver early education. The council has a statutory duty under the Childcare Act 2006 and subsequent revisions to ensure

there are sufficient early education places, so if insufficient places are available in future, the council will take appropriate action to address that.

## Poverty

### 119. **CYP1: Review and redesign early help and outreach preventative services, to deliver a new focussed locality based model which prevents children becoming looked after by the council.**

The locality based early help and prevention model was introduced in 2017, in partnership with health. The service offers advice and support to children and families and includes a mix of universal services (meaning they are open to everyone who wants to use them), and more targeted, intensive support for children and young people with additional needs. It includes Sure Start children's centres, health visiting, school nursing, Families Matter and the Family Nurse Partnership. The service has been successful, and we are proposing to extend it by bringing in more specialist and targeted health and social care services which can address issues such as complex parenting, challenging behaviours, supporting disabilities, welfare advice, mental health advice, domestic abuse and exploitation support services.

120. These services are currently available, but have to be accessed separately. By delivering more services locally for families, we aim to make them part of a community resource that is practical and easy to access. We also want to increase our partnership working with local community and voluntary services. This will enable us to engage families at an early stage when they are facing difficulties, challenges or need advice to avoid those challenges. Providing the right help early can stop problems getting worse or avoid issues altogether. Evidence shows that this can deliver better outcomes for children and families as well as saving money in the longer term as it avoids the need for more intensive, long term support. Therefore, it should ultimately reduce the number of children coming into statutory services with escalated needs, requiring the intervention of the council. The redesign will review current specialist services such as Educational Welfare, Inclusion and Targeted teams, Youth Offending and others to offer a more uniform approach and increase accessibility in local settings to support families and schools.

121. We have identified the following impact:

- The majority of looked after children in Southampton originally come from the 20% most deprived communities – 6.3 x higher than the 20% least deprived.

122. We have identified the following mitigation:

- The council will continue to target resources to areas of greatest need, if community led delivery is not possible in these areas.

123. The proposed service will have a number of positive impacts on children and families in Southampton:

- There will be a clearer offer for children and families and more services will be based locally.
- There will be less reliance on assessment or strict criteria of access and greater focus on targeted need and intervention.
- Children and families will be able to access support and help with any challenges or issues more quickly.
- Services will be more joined up and focused on the key issues that are challenging family stability and resilience.
- There will be closer working relationships across the professional networks.

- There will be greater opportunities to develop links with community and voluntary sector organisations.

124. As proposals are developed in more detail, we may need to undertake some additional consultation.

125. **CYP2: Review the council run play offer and seek community and voluntary sector partners to take over the direct running of this service.** The council's 'play offer' runs out of Sure Start Children's Centres and allows children and families to access play sessions in a safe and contained space. The council currently sets up, runs and facilitates play sessions in 7 centres across the city and these are all staffed by council employees. The sessions interact with an average of 15 children per session and their parents and usually run weekly. The current offer extends to an estimated 140 children. The council recognises the importance of these play sessions to children and their parents/carers. However, it is also important that council resources are targeted where they are needed most, and that we work with other public sector, private sector, voluntary and community organisations to deliver the best value and most joined up services.

126. We are therefore proposing to explore opportunities for some play services to be run or co-run by local community volunteers and/or parent volunteers rather than council staff. The council and its partners will continue to coordinate and support the running of these groups, though will seek to hand over some facilitation to capable and trained members of the community. Council staff will continue to run some targeted sessions if there are areas where it is not viable to deliver a community led play offer; in that case, these will be targeted to those areas with the greatest need. The council will also support work to develop the availability of play opportunities across the city.

127. Further work will be undertaken to engage with local voluntary and community organisations during the process of the consultation, including assessing the level of interest in running or co-running play sessions, and their views will help inform the final decision on this proposal.

128. We have identified the following impact:

- The majority of looked after children in Southampton originally come from the 20% most deprived communities – 6.3 x higher than the 20% least deprived.

129. We have identified the following mitigation:

- The council will continue to target resources to areas of greatest need, if community led delivery is not possible in these areas. It will still be possible to access professional support via other routes.

130. **CYP 6 Reduce Early Intervention Fund which supports early years and childcare providers to expand or set up new provision.** The Early Intervention Fund supports early years and childcare providers to expand or to set up new provision. In 2018/19, £116,000 was allocated to the Fund. The proposal is to reduce the funding allocated to the Early Intervention Fund to £15,000 per annum in 2019/20 and beyond. Providers will be encouraged to seek funding from other sources. The council will also work with schools to encourage more of them to deliver early education.

131. We have identified the following impacts:

- 23.4% of children in Southampton live in poverty. Local data shows that only 37% of children living in the 10% most deprived areas of the city do not

attend early years provision reach the expected level in the Early Years Foundation Stage at age 5, compared with 59% who have attended for over 540 hours.

- Reducing the early intervention grant may result in fewer new places being made available to under 2s, as it is more costly to staff places for younger children.

132. We have identified the following mitigations:

- The council will signpost providers who are considering expanding to national grants, and work with schools to encourage more schools to deliver early intervention. The council has a statutory duty under the Childcare Act 2006 and subsequent revisions to ensure there are sufficient early education places, so if insufficient places are available in future, the council will take appropriate action to address that.

133. **SHIL 1: Revise the Adult Social Care Charging Policy.** We are proposing to review the council's adult social care charging policy. This policy sets out how we charge people for a contribution towards the cost of their social care services. Our policy is in line with the Care Act 2014, which provides a national legal framework for charging and for recovering debts. It says that, when a council arranges care and support to meet an adult's needs, it may charge them unless the law says the care and support must be free of charge. In cases where we may charge, we must only ask people to pay what they can afford. So, we carry out financial assessments (means tests) to work out the amount individuals need to contribute towards the cost of their care and support.

134. We want to make sure that the policy is fair and affordable for everyone, and that it is financially sustainable for the council so that we can use the money we have to support those people who really need our help. We are proposing to make the following changes to the policy:

- To introduce a new Arrangement Fee of £250 or £500 (dependent on the level of service) for people whose assets are over the capital threshold, currently £23,250, (and who therefore must pay the full cost of their care) but who nevertheless request Southampton City Council to make the arrangements for their care (as is permitted under the Care Act 2014).
- To take account of the higher rate Attendance Allowance and disability benefits (Personal Independence Payment and the care component of Disability Living Allowance) when assessing for financial contributions. This amounts to a maximum increase of £28.00 per week for those on higher rate disability related benefits.
- To make it clear that any charges start from the date the service commences.
- To increase charges for universal deferred payment scheme loans. This is a service where the council provides a loan to enable people to pay care home costs. The loan is secured against their home, and recovered either when the property is sold by the customer or when the customer dies.

We are also proposing to remove the exemption from charging for customers receiving social care support who were previously supported by the Locally Based Hospital Unit (LBHU) prior to its closure in 2011.

135. We have identified the following impact:

- There could potentially be an impact as increasing charges and making new changes have an adverse financial affect.

136. For all groups, these changes help to ensure that the council can continue to help as many people with care and support needs as possible within the limited resources available. To this extent there should be a positive impact overall, as resources will be distributed more equitably.
137. These proposals impact on existing social care clients and we will be undertaking a separate and more detailed consultation in addition to the overarching budget consultation so we can make sure all our clients and their families have the opportunity to engage fully.
138. **SHIL 4: Review service charges to tenants in council owned properties, increasing the existing charges and introducing three new ones.** As a landlord, the council provides a range of services to tenants and leaseholders. Rents generally include all charges relating to the occupation of a property while service charges relate to additional services which may not be provided to every tenant, or to communal facilities. These include block cleaning, concierge, heating, grounds and garden maintenance and other services. The council has legal powers to charge for these services so long as the charges are clear and transparent and represent the actual cost of the service. The council's current charges are lower than the actual costs and in some cases the council has not previously made a charge, but has been providing a service to tenants. The council needs to have a viable and sustainable Housing Revenue Account (HRA) that enables the council to deliver effective services, invest in its properties so homes are of a modern standard, and to provide new social housing to rent. If the council does not recover its actual costs for these services it has a detrimental effect on the HRA overall.
139. We have identified the following impacts:
- Council tenants are more likely to be on lower incomes and eligible for qualifying benefits than other groups.
  - Approximately 10,000 tenants are currently in receipt of Housing Benefit/Universal Credit.
  - Those on lower incomes are more likely to experience a proportionally higher impacts of a service charge increase than others.
140. We have identified the following mitigations:
- Tenants will be given information as to how to gain advice from local agencies such as the council's Homeless Prevention Team, Citizen Advice, Money Advice Service, StepChange, Money Matters, Age UK, and local relevant charitable/voluntary sector organisations.
  - We would undertake detailed consultation with affected tenants as proposals are developed, and before any decisions are taken about each block. As part of that process we would also review and consider what measures we might need to take to address equality impacts or other impacts for individuals and properties.
  - Some service charges may be covered by Housing Benefit/Universal Credit.
  - The council intends to set up a discretionary relief fund if these proposals are approved to help those in most need to pay for all or part of the additional charges.
141. **SSEG1: Introduce charges for blue badge holders in council owned off street car parks.** We are proposing to withdraw free parking for Blue Badge holders in council owned off-street car parks, so they will be subject to the same charges, terms and conditions as other users. The Blue Badge scheme helps disabled people park close to their destination, and is specifically intended for on-street parking (e.g. on streets

with parking meters or pay-and-display machines, in disabled parking bays and on yellow lines). Under this proposal, holders will still be able to park on-street for free, but charges will be introduced in council owned surface car parks and the West Park Road Multi-story car park. All other multi-story car parks in the city already charge blue badge holders for parking, and many other local authorities also charge for parking off-street.

142. We have identified the following impact:

- People who are disabled and rely on their Blue Badge for free parking, who are on low income, may be impacted by the charging for off-street car parks.

143. We have identified the following mitigation:

- Free on-street car parking is available for anyone who is a Blue Badge Holder.

144. **SSEG2: Increase Itchen bridge fees for non-residents.** We are proposing to increase the Itchen Bridge toll charge by 20p for non-residents of the city. Residents who have a Smartcities card will pay the same charge as they do now, and crossing the bridge will still be free for motorcycles, electric vehicles and blue badge holders.

145. We have identified the following impact:

- This proposal may have a negative impact on some users who are non-residents or non-smart card users, who are low income earners and need to travel to Southampton to work.

146. We have identified the following mitigation:

- The price increase is to meet the running costs of the bridge, including maintenance and management. This charge would not apply to residents that receive a concessionary toll and this discount would be protected.

## Health and Wellbeing:

147. **CYP1: Review and redesign early help and outreach preventative services, to deliver a new focussed locality based model which prevents children becoming looked after by the council.** The locality based early help and prevention model was introduced in 2017, in partnership with health. The service offers advice and support to children and families and includes a mix of universal services (meaning they are open to everyone who wants to use them), and more targeted, intensive support for children and young people with additional needs. It includes Sure Start children's centres, health visiting, school nursing, Families Matter and the Family Nurse Partnership. The service has been successful, and we are proposing to extend it by bringing in more specialist and targeted health and social care services which can address issues such as complex parenting, challenging behaviours, supporting disabilities, welfare advice, mental health advice, domestic abuse and exploitation support services.

148. These services are currently available, but have to be accessed separately. By delivering more services locally for families, we aim to make them part of a community resource that is practical and easy to access. We also want to increase our partnership working with local community and voluntary services. This will enable us to engage families at an early stage when they are facing difficulties, challenges or need advice to avoid those challenges. Providing the right help early can stop problems getting worse or avoid issues altogether. Evidence shows that this can deliver better outcomes for children and families as well as saving money in the longer term as it avoids the need for more intensive, long term support. Therefore, it should ultimately reduce the number of children coming into statutory services with escalated needs, requiring the

intervention of the council. The redesign will review current specialist services such as Educational Welfare, Inclusion and Targeted teams, Youth Offending and others to offer a more uniform approach and increase accessibility in local settings to support families and schools.

149. We have identified the following impact:

- If services reduce in some areas, this could have an impact on the socialisation of children and their parents/carers, and their health and wellbeing.

150. We have identified the following mitigation:

- The council will continue to target resources to areas of greatest need, if community led delivery is not possible in these areas. It will still be possible to access professional support via other routes.

151. The proposed service will have a number of positive impacts on children and families in Southampton:

- There will be a clearer offer for children and families and more services will be based locally.
- There will be less reliance on assessment or strict criteria of access and greater focus on targeted need and intervention.
- Children and families will be able to access support and help with any challenges or issues more quickly.
- Services will be more joined up and focused on the key issues that are challenging family stability and resilience.
- There will be closer working relationships across the professional networks.
- There will be greater opportunities to develop links with community and voluntary sector organisations.

152. As proposals are developed in more detail, we may need to undertake some additional consultation.

153. **CYP2: Review the council run play offer and seek community and voluntary sector partners to take over the direct running of this service.** The council's 'play offer' runs out of Sure Start Children's Centres and allows children and families to access play sessions in a safe and contained space. The council currently sets up, runs and facilitates play sessions in 7 centres across the city and these are all staffed by council employees. The sessions interact with an average of 15 children per session and their parents and usually run weekly. The current offer extends to an estimated 140 children. The council recognises the importance of these play sessions to children and their parents/carers. However, it is also important that council resources are targeted where they are needed most, and that we work with other public sector, private sector, voluntary and community organisations to deliver the best value and most joined up services.

154. We are therefore proposing to explore opportunities for some play services to be run or co-run by local community volunteers and/or parent volunteers rather than council staff. The council and its partners will continue to coordinate and support the running of these groups, though will seek to hand over some facilitation to capable and trained members of the community. Council staff will continue to run some targeted sessions if there are areas where it is not viable to deliver a community led play offer; in that case, these will be targeted to those areas with the greatest need. The council will also support work to develop the availability of play opportunities across the city.

155. Further work will be undertaken to engage with local voluntary and community organisations during the process of the consultation, including assessing the level of interest in running or co-running play sessions, and their views will help inform the final decision on this proposal.

156. We have identified the following impact:

- If services reduce in some areas, this could have an impact on the socialisation of children and their parents/carers, and their health and wellbeing.

157. We have identified the following mitigation:

- The council will continue to target resources to areas of greatest need, if community led delivery is not possible in these areas. It will still be possible to access professional support via other routes.

158. The delivery of a play offer through communities will strengthen and build partnerships between the council and communities. Exploring innovative community led delivery models will enable the council to maintain services in parts of the city which potentially could otherwise see a significant reduction of ceasing of the play offer.

159. **CYP 6 Reduce Early Intervention Fund which supports early years and childcare providers to expand or set up new provision.** The Early Intervention Fund supports early years and childcare providers to expand or to set up new provision. In 2018/19, £116,000 was allocated to the Fund. The proposal is to reduce the funding allocated to the Early Intervention Fund to £15,000 per annum in 2019/20 and beyond. Providers will be encouraged to seek funding from other sources. The council will also work with schools to encourage more of them to deliver early education.

160. We have identified the following impact:

- If sufficient childcare places are not available, this may have an impact on the health and wellbeing of children and their parents.

161. We have identified the following mitigation:

- The council will signpost providers who are considering expanding to national grants, and work with schools to encourage more schools to deliver early intervention. The council has a statutory duty under the Childcare Act 2006 and subsequent revisions to ensure there are sufficient early education places, so if insufficient places are available in future, the council will take appropriate action to address that.

162. **SHIL2: Closure of two council owned residential care homes for older people, enabling the council to focus on the development of housing with care and community-based services, with the local home care market providing residential care where this is needed.** The council currently runs two residential care homes, Holcroft House and Glen Lee, which provide short and long term care for adults living with dementia. There are currently too many residential homes in the city with a total of 36 residential homes registered for dementia care in Southampton (including the two homes run by the council), and 70 vacancies as of October 2018. Although demand for adult social care is increasing, the demand for residential care is decreasing as more people are supported to live independently in their own homes. Most older people prefer to continue living at home for as long as possible, or to access alternatives like Housing with care or Shared Lives, rather than go into a residential care home. We are therefore proposing to close both the council owned residential care homes. This would allow the council to focus on developing more

Housing with care and community-based services, and for other providers to continue providing care and support where residential care is needed.

163. These proposals impact on existing social care clients and we will be undertaking a separate and more detailed consultation in addition to the overarching budget consultation so we can make sure all our clients and their families have the opportunity to engage fully. Thorough, person-centred assessments will be undertaken of each individual resident of the homes to determine their needs and how they can best be met in future before any final decisions are taken. These will take into account the views and preferences of the person as well as their families, carers and where appropriate their independent advocates. The proposed closures would be carefully managed and the needs and welfare of residents and families would be paramount when considering transfers to other social care provision.

164. We have identified the following impact:

- Residents' concerns and levels of anxiety could impact their emotional and physical wellbeing particularly just before and move or immediately afterwards. Relatives of residents may also have concerns relating to finding suitable alternate care and support which could impact their health and wellbeing.

165. We have identified the following mitigation:

- Needs assessments and reviews will take place for all residents prior to any changes taking place. Through this process information on alternatives will be made available.

166. In the longer term there is evidence that supporting people living with a dementia to live independently in their own homes drawing where appropriate on the support of others in their community leads to the best outcomes for those people. Re-providing residential care and support in homes run by charities and the private sector is more cost effective, supporting a more sustainable social care system locally, ensuring that the needs of people in Southampton can continue to be met in full.

167. The proposal for change includes the development of more housing with care schemes as an alternative to residential care. This is a positive impact on people who live in Southampton, as this will enable people to live independently within a scheme in a self-contained flat which will have the benefit of an on-site care team.

168. These proposals impact on existing social care clients and we will be undertaking a separate and more detailed consultation in addition to the overarching budget consultation so we can make sure all our clients and their families have the opportunity to engage fully. If, following consultation, a decision is made to close the two homes, thorough, person-centred assessments will be undertaken of each individual resident of the homes to determine their needs and how they can best be met in future. These will take into account the views and preferences of the person as well as their families, carers and where appropriate their independent advocates. The proposed closures would be carefully managed and the needs and welfare of residents and families would be paramount when considering transfers to other social care provision.

169. **SHIL 3: Reclassify some council properties currently only available to those aged 60 and over, making them available to people over 50.** There is a significant demand for affordable social rented homes in Southampton and there are currently 8,000 people on the Housing Register. However, there are a number of properties that are currently 'hard to let'. These are typically properties which are restricted to residents aged 60+, which are on the first floor or above in walk up blocks (without

lifts). We are proposing to reclassify some properties which are currently restricted to residents aged 60+ to make them available to those aged 50+ or 55+. The blocks currently identified as potentially suitable for reclassification include: Malin Close, Rockall Close, Lundy Close, Curzon Court, Sarina Court, Manston Court, Maybush Court, Vellan Court, Penrith Court, Mansel Court, Jessamine Road, Edward Road, Avington Court, Basset Green Court, Bowman Court, Meon Court and Dewsbury Court.

170. We have identified the following impact:

- Some tenants aged 60+ may have concerns about the reclassification of neighbouring properties, as it would mean that the block has a wider mix of tenants including those who are 50+ rather than 60+, as well as potentially younger partners and families.

171. We have identified the following mitigations:

- Tenants will continue to have access to wellbeing and prevention staff and Local Housing Management staff.
- There will be clear signage including rights and responsibilities of tenants.

172. The potential impact of this proposal is positive and could result in, improved void turnaround times, increase in rental income and improved rehousing for those aged 50-60 who are on the housing register.

173. The proposal is to review and potentially classify accommodation in phases, block by block. We would undertake detailed consultation with affected tenants as proposals are developed, and before any decisions are taken about each block. As part of that process we would also review and consider what measures we might need to take to address equality impacts for individuals and properties.

174. **SHIL 4: Review service charges to tenants in council owned properties, increasing the existing charges and introducing three new ones.** As a landlord, the council provides a range of services to tenants and leaseholders. Rents generally include all charges relating to the occupation of a property while service charges relate to additional services which may not be provided to every tenant, or to communal facilities. These include block cleaning, concierge, heating, grounds and garden maintenance and other services. The council has legal powers to charge for these services so long as the charges are clear and transparent and represent the actual cost of the service. The council's current charges are lower than the actual costs and in some cases the council has not previously made a charge, but has been providing a service to tenants. The council needs to have a viable and sustainable Housing Revenue Account (HRA) that enables the council to deliver effective services, invest in its properties so homes are of a modern standard, and to provide new social housing to rent. If the council does not recover its actual costs for these services it has a detrimental effect on the HRA overall.

175. We have identified the following impacts:

- Tenants may experience increased financial strain due to increased living costs, which may have negative impacts on health and wellbeing.

176. We have identified the following mitigations:

- Tenants will be given information as to how to gain advice from local agencies such as the council's Homeless Prevention Team, Citizen Advice, Money Advice Service, StepChange, Money Matters, Age UK, and local relevant charitable/voluntary sector organisations.

- We would undertake detailed consultation with affected tenants as proposals are developed, and before any decisions are taken about each block. As part of that process we would also review and consider what measures we might need to take to address equality impacts or other impacts for individuals and properties.
- Some service charges may be covered by Housing Benefit/Universal Credit.
- The council intends to set up a discretionary relief fund if these proposals are approved to help those in most need to pay for all or part of the additional charges.

## Other Protected Characteristics

177. We have identified no direct impacts for the following:

- Gender reassignment
- Marriage and civil partnership, but only in respect of the requirements to have due regard to the need to eliminate discrimination.
- Race – ethnic or national origins, colour or nationality
- Religion or Belief – including lack of belief
- Sex (Gender)
- Sexual orientation.

## Public Consultation

178. An extensive programme of consultation will be undertaken between the between 24 October 2018 and 16 January 2019. Public consultation will be undertaken with any people or organisations affected by the proposals to ensure all options have been considered, as well as with residents at a wider level. Southampton City Council is in a challenging financial position with significant reductions in its funding from central government, at a time when demand for certain services such as adult and children's social care continues to increase. Therefore the aim of this consultation is to:

- Communicate clearly and make residents aware of the financial pressures the council is facing
- Ensure residents understand what is being proposed in the draft 2019/20 budget and are aware of what this will mean for them
- Enable any resident, business or stakeholder who wishes to comment on the proposals the opportunity to do so, allowing them to raise any impacts the proposals may have
- Ensure that the results are analysed in a meaningful, timely fashion, so that feedback is taken into account when final decisions are made
- Provide feedback on the results to the consultation and how these results have influenced the final decision.

179. Every effort will be made to ensure 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 impacts, particularly the equality and safety impacts.
- Understandable: by ensuring that the language we use 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 they can make informed decisions.
- Reported: by letting consultees know what we have done with their feedback.

180. The overarching consultation will be based around an online questionnaire with information sheets grouping proposals into themes, paper copies will also be made available. As a part of the main budget consultation affected service user consultation will take place on a service by service basis led by respective service managers and will be conducted in a way that is proportionate and appropriate to the budget proposal and service.

181. In addition to the overarching budget consultation, due to the nature of some of the proposals there will be three specific consultation which run in parallel to the budget consultation. This enables the appropriate information to be included and for materials and engagement to be targeted at those affected. The three additional consultations are:

- Revise the Adult Social Care charging policy
- Closure of two council owned residential care homes
- Review of service charges for tenants (HRA).

182. In addition further consultation will be undertaken with affected tenants on the proposal to reclassify some council properties currently only available to those aged 60 and over as proposals are developed, and before any decisions are taken about each block.

183. This Cumulative Impact Assessment will be updated and developed based on the final proposals and detail of individual ESIA's. It will also be informed by the feedback from residents and stakeholders as part of the public budget consultation.