

# Public Document Pack

## Cabinet

Tuesday, 17th February, 2015  
at 4.30 pm

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

Council Chamber - Civic Centre

This meeting is open to the public

#### **Members**

Councillor Simon Letts, Leader of the Council

Councillor Stephen Barnes-Andrews, Cabinet  
Member for Resources and Leisure

Councillor Daniel Jeffery, Cabinet Member for  
Education and Change

Councillor Mark Chaloner, Cabinet Member for  
Children's Safeguarding

Councillor Satvir Kaur, Cabinet Member for  
Communities

Councillor Jacqui Rayment, Cabinet Member for  
Environment and Transport

Councillor Dave Shields, Cabinet Member for Health  
and Adult Social Care

Councillor Warwick Payne, Cabinet Member for  
Housing and Sustainability

(QUORUM – 3)

#### **Contacts**

Cabinet Administrator

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## **BACKGROUND AND RELEVANT INFORMATION**

### **The Role of the Executive**

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

### **The Forward Plan**

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

### **Southampton City Council’s Priorities:**

- Jobs for local people
- Prevention and early intervention
- Protecting vulnerable people
- Affordable housing
- Services for all
- City pride
- A sustainable Council

### **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>2014</b>	<b>2015</b>
17 June	20 January
15 July	10 February*
19 August	17 February
16 September	17 March
21 October	21 April
18 November	
16 December	(* Budget)

## **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

### **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.

- clarity of aims and desired outcomes.

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.

NOTE: Members are reminded that, where applicable, they must complete the appropriate form recording details of any such interests and hand it to the Democratic Support Officer.

## **EXECUTIVE BUSINESS**

### **3 STATEMENT FROM THE LEADER**

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

Record of the decision making held on 20<sup>th</sup> January, 2015 attached.

### **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.

### **8 QUESTIONS FROM MEMBERS TO CABINET MEMBERS**

To consider any questions to the Executive from Members of the Council submitted on notice.

## **ITEMS FOR DECISION BY CABINET**

**9 INCREASE IN PUPIL NUMBERS AT BITTERNE PARK SCHOOL ( Pages 5 - 56)**

Report of the Cabinet Member for Education and Change seeking approval to expand pupil numbers attending Bitterne Park School, attached.

**10 HRA SCHEME APPROVAL - IMPROVEMENT WORK TO TOWER BLOCKS  
( Pages 57 - 62)**

Report of the Cabinet Member for Housing and Sustainability seeking scheme approval for Capital funding to undertake works to enhance the fire safety protection, attached.

**11 DOMESTIC ABUSE AND SEXUAL VIOLENCE SERVICES IN SOUTHAMPTON ( Pages 63 - 90)**

Report of the Cabinet Member for Communities detailing recommendations for the future of Domestic Abuse and Sexual Violence Services in Southampton, attached.

Monday, 9 February 2015

Head of Legal and Democratic Services

SOUTHAMPTON CITY COUNCIL  
EXECUTIVE DECISION MAKING

RECORD OF THE DECISION MAKING HELD ON 20 JANUARY 2015

Present:

Councillor Letts	-	Leader of the Council
Councillor Barnes-Andrews	-	Cabinet Member for Resources and Leisure
Councillor Chaloner	-	Cabinet Member for Children's Safeguarding
Councillor Rayment	-	Cabinet Member for Environment and Transport
Councillor Shields	-	Cabinet Member for Health and Adult Social Care
Councillor Payne	-	Cabinet Member for Housing and Sustainability

Apologies: Councillors Jeffery and Kaur

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

Cabinet noted the report of the Chair of Overview and Scrutiny Management Committee setting out the recommendations made at the meeting held on 15<sup>th</sup> January 2015.

52. FUTURE OF THE RESPITE SERVICE FOR ADULTS WITH LEARNING DISABILITIES

Reconsidered decision following Call-in of Decision Number CAB 14/15 13741 on the 15<sup>th</sup> January 2015:-

Having received representations from members of the public and MENCAP Cabinet confirmed the decision to agree the modified recommendations:

- (i) To consider the responses received during a public consultation into the future of respite services for adults with learning disabilities conducted between 24 July and 23 October 2014, outlined in Appendix 1.
- (ii) To note the intention to move the provision of respite care towards individual packages of care that make increased use of Direct Payments through a range of alternative options including shared lives and short breaks.
- (iii) To note that the needs of current service users and their carers will be thoroughly assessed prior to and following their moves to ensure that these needs continue to be met and to reduce any impact on their wellbeing.
- (iv) To authorise a phased closure of Kentish Road beginning with supporting clients with lower needs, followed by those with higher needs to access alternative respite options with a clear focus on more personalised support being accessed and resulting in the eventual total closure of the Kentish Road service by April 2015.
- (v) To note that if the proposal is agreed to undertake a 45 day consultation with affected staff with a view to minimising or avoiding compulsory redundancies.

- (vi) To delegate authority to the Cabinet Member for Health and Adult Social Care following consultation with the Leader and the Director, People to do anything necessary to give effect to the proposals in this report.
- (vii) To approve the establishment of a dedicated team of experienced social work practitioners (from existing resources) to complete a thorough assessment of the needs of all individuals who currently receive a directly provided day and, or, respite service and that the anticipated outcome of these assessments will be:
  - (a) The individual will be deemed not to have eligible social care needs and so will be signposted to access universal or other appropriate services or support;
  - (b) The individual or their representative will choose to receive a Direct Payment and will use this to purchase the care and support needed to meet their eligible social care needs; or
  - (c) The council will commission the care and support needed to meet an individual's eligible social care needs on their behalf.
  - (d) The council will then seek to carry out an annual assessment of individuals' and carers' needs.
- (viii) To note that it is anticipated that the assessments will be completed by 28 February 2015.
- (ix) To note that no service will be closed or withdrawn until all assessments have been completed and individuals with eligible social care needs have been supported to move to suitable alternatives.
- (x) To require a progress report at the Cabinet meeting in March 2015. This report will include a list of costed options for respite care.
- (xi) To note that the commissioning of any new service will involve engagement with service users and carers.
- (xii) To authorise support for those service users and their carers (who need it) wishing to take a Direct Payment, provided either by the council or a contracted third party.

### 53. FUTURE OF DAY SERVICES IN SOUTHAMPTON

Reconsidered decision following Call-in of Decision Number CAB 14/15 13739 on the 15th January 2015:-

Having received representations from members of the public and MENCAP Cabinet confirmed the decision to agree the modified recommendations:

- (i) To consider the responses received during a public consultation into the future of Southampton Day Services conducted between 24 July and 23 October 2014, outlined in Appendix 1.
- (ii) To authorise the restructured Southampton Day Services service to cease service delivery out of two centres, (St Denys and Freemantle) and all satellite bases when all of their current service users have been supported to move to suitable alternative care settings and to restructure the remaining service to provide an alternative model of delivery that is fit for the future needs of Southampton residents and users.



- (iii) To note that the needs of current service users and their carers will be thoroughly assessed prior to and following their moves to ensure that these needs continue to be met and to reduce any impact on their wellbeing.
- (iv) To note that if the proposal is agreed to undertake a 45 day consultation with affected staff with a view to minimising or avoiding compulsory redundancies.
- (v) To note that a further review may be required into alternative delivery models following a restructure.
- (vi) To delegate authority to the Cabinet Member for Health and Adult Social Care following consultation with the Leader and the Director, People to do anything necessary to give effect to the proposals in this report.
- (vii) To approve the establishment of a dedicated team of experienced social work practitioners (from existing resources) to complete a thorough assessment of the needs of all individuals who currently receive a directly provided day and, or, respite service and that the anticipated outcome of these assessments will be:
  - (e) The individual will be deemed not to have eligible social care needs and so will be signposted to access universal or other appropriate services or support;
  - (f) The individual or their representative will choose to receive a Direct Payment and will use this to purchase the care and support needed to meet their eligible social care needs; or
  - (g) The council will commission the care and support needed to meet an individual's eligible social care needs on their behalf.
  - (h) The council will then seek to carry out an annual assessment of individuals' and carers' needs.
- (viii) To note that it is anticipated that the assessments will be completed by 28 February 2015.
- (ix) To note that no service will be closed or withdrawn until all assessments have been completed and individuals with eligible social care needs have been supported to move to suitable alternatives.
- (x) To require a progress report at the Cabinet meeting in March 2015.
- (xi) To note that the commissioning of any new service will involve engagement with service users and carers.
- (xii) To authorise support for those service users and their carers (who need it) wishing to take a Direct Payment, provided either by the council or a contracted third party.

54. RESPONSE TO THE HEALTH OVERVIEW AND SCRUTINY PANEL INQUIRY  
RECOMMENDATIONS ON THE IMPACT OF HOMELESSNESS ON THE HEALTH OF  
SINGLE PEOPLE

DECISION MADE: (Ref: CAB 14/15 14148 )

On consideration of the report of the Cabinet Member for Health and Adult Social Care, Cabinet agreed to receive and approve the proposed responses to the recommendations of the Health Overview and Scrutiny Panel, as detailed in the attached Appendix 1.

55. SOUTHAMPTON LOCAL PLAN FOR THE BETTER CARE FUND

DECISION MADE: (Ref: CAB 14/15 14175)

On consideration of the report of the Cabinet Member for Health and Adult Social Care , Cabinet agreed the following:

- (i) To recommend that Council approve entering into a S75 of the National Health Service Act 2006 Partnership Agreement pooled fund, noting the minimum statutory requirement to pool £15.325m revenue and £1.526m capital.
- (ii) To recommend that Council approve exceeding the minimum requirement to pool up to the total value of the first 3 schemes identified in Section 13 of this report (Cluster development, Supporting carers and Integrated discharge, reablement and rehabilitation) from 1 April 2015, noting Southampton's ambition to achieve integration at scale at a total cost of approximately £61m.
- (iii) To recommend that Council approve the addition of the remaining budgets included within Section 13 of this report into the pooled fund as and when appropriate, bringing the total value to approximately £132m.
- (iv) To recommend that Council delegate authority to the Director, People, following consultation with the lead Cabinet Member for Health and Adult Social Care, the Chair of the Health and Wellbeing Board and the Head of Legal and Democratic Services, to (a) agree the terms and conditions of the pooled fund agreement under Section 75 (S75) of the National Health Service Act 2006 and (b) to carry out any ancillary actions needed to give effect to this recommendation.

56. DOMICILIARY CARE RECOMMISSIONING

DECISION MADE: (Ref: CAB 14/15 13718 )

On consideration of the report of the Cabinet Member for Health and Adult Social Care, Cabinet agreed the following:

- (i) To approve the award of the contracts which make up the domiciliary care provision to the providers and on the key terms and conditions set out in Confidential Appendices 2a – 2e and 3.
- (ii) To delegate authority to the Director, People, following consultation with the Head of Finance and IT and the Head of Legal and Democratic Services to do anything necessary to give effect to the recommendation above.

**DECISION-MAKER:** CABINET  
**SUBJECT:** INCREASE IN PUPIL NUMBERS AT BITTERNE PARK  
SECONDARY SCHOOL  
**DATE OF DECISION:** 17 FEBRUARY 2015  
**REPORT OF:** CABINET MEMBER FOR EDUCATION AND CHANGE

### CONTACT DETAILS

**AUTHOR:**           **Name:** David Cooper                               **Tel:** 023 8091 7501  
                             **E-mail:** david.cooper@southampton.gov.uk

**Director**           **Name:** Alison Elliott                                       **Tel:** 023 8083 2602  
                             **E-mail:** alison.elliott@southampton.gov.uk

### **STATEMENT OF CONFIDENTIALITY**

None

### **BRIEF SUMMARY**

Following a process of statutory consultation, this paper is seeking approval to expand Bitterne Park Secondary School from 1500 to 1800 pupils from 1 September 2017. The published Admission Number (PAN), the number of Year 7s admitted in each academic year, for the School would rise from 300 to 360 from the same date and in subsequent years until the new capacity is fully achieved.

### **RECOMMENDATIONS:**

- (i) To note the outcome of statutory consultation as set out in this report;
- (ii) To authorise the increase in pupil numbers at Bitterne Park Secondary School to 1800; increasing the PAN of the School to 360 from 1 September 2017;
- (iii) To delegate authority to the Director, People, following consultation with the Cabinet Member for Education and Change, to do anything necessary to give effect to the recommendations in this report.

### **REASONS FOR REPORT RECOMMENDATIONS**

1. The number of pupils requiring a place in the City's Secondary Schools is set to increase as the current (and expected) high numbers in the City's primary sector progress to secondary. The additional places at Bitterne Park Secondary School will help the Local Authority to meet its statutory duty to provide a School place to all young people who require one. The School is also currently oversubscribed and will need to expand to take account of parental choice.
2. The buildings and infrastructure at Bitterne Park Secondary School are in need of renewal if the School is to continue to deliver the quality provision that has seen it rated as either Outstanding or Good with Outstanding features in its last three Ofsted inspections. This expansion will be funded by the Education Funding Agency (EFA) under the Priority Schools Building (PSB) Programme.

## **ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

3. The Council could decide not to increase pupil numbers at Bitterne Park Secondary School but this would mean it would not be able to offer a School place to all those who require one. The Local Authority would either not meet its statutory duty to provide sufficient places or would need to fund the expansion of other Schools in the City (over and above those already planned).

### **DETAIL (Including consultation carried out)**

4. There are currently 2,290 places available in Southampton for Year 7 Pupils. However, pupil numbers in the City are rising and Secondary Schools are forecast to have no spare Year 7 capacity by 2018/19.
5. The Local Authority successfully bid for funding for new school buildings from the EFA under the first phase of the PSB Programme. The bid took account of future demand on the City's secondary provision.
6. Four weeks of consultation on the proposal to expand the School ran from 6 October to 10 November, 2014. This was followed by a statutory consultation from 17 November to 15 December, 2014, following the publication of a notice in the Daily Echo on 17 November, 2014 and at the School's main entrances. Key Stakeholders (Head Teachers, Local Councillors, Local MPs and Trade Union Representatives) were notified via email. A webpage with full details of the proposal, including a copy of the formal statutory notice, was published on the SCC website on 17 November, 2014
7. The full consultation documents and all responses can be found in appendix 3.

## **RESOURCE IMPLICATIONS**

### **Capital/Revenue**

8. It is estimated a rebuild of the School will cost £16M. Funding for the building work will come from the EFA, via the PSB Programme and will be managed directly by the EFA. The main build will not require any Capital Works to be managed through the Council's Capital Programme. However, in line with the Government stipulations for investment, the Council will be required to fund any of the planning obligations that are imposed on this scheme by way of a Unilateral Undertaking. The contents of a Unilateral Undertaking would relate specifically to any off-site works associated with the scheme. Although the full extent of these costs is unknown at present (and will only be known at the point of planning approval), previous experience on other schemes indicates that this could be anywhere in the range from £0 to £200,000. If accounts contribution is required in this respect, the requisite Capital Funds will be allowed for within the Education Capital Programme 2015/16, to be funded from the Schools Basic Need Allocation.
9. The proposed increase in pupil numbers will be funded from within the Schools' Block of the Dedicated Schools Grant. Should the required additional funding per year be managed through a Secondary Growth Fund it will need to be approved by Schools Forum annually, between 2017 and 2022.

## **Property/Other**

10. As part of the expansion, the School will be entirely rebuilt and the existing accommodation demolished (save for the Sports Hall, which is itself a recent build and in relatively good condition). This will clear all backlog maintenance issues pertaining to the current site, which are presently significant.

## **LEGAL IMPLICATIONS**

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

11. Local Authorities have a statutory duty under Section 14 of the Education Act 1996 to secure that sufficient School places are available in their area.
12. Section 14 of the Education Act 1996 also requires that Local Authorities secure diversity in the provision of Schools and increase opportunities for parental choice in the provision of primary and secondary education.
13. Proposals to make prescribed alterations to a Community School are published under Section 19(1) of the Education and Inspections Act 2006 and take account of the School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013.
14. Statutory Guidance on bringing forward proposals entitled "School Organisation-Maintained School. Guidance for Proposers and decision makers" applies, which requires publication of statutory notices followed by a prescribed representation period which must take part predominantly within School term time to meet the requirements of full, open, fair and accessible consultation with those most likely to be affected (pupils, parents and staff often being on vacation or otherwise unavailable during School holiday periods). Any representations made during this period must be considered by Cabinet who are responsible for determining whether or not to approve the proposals as advertised. Minor modifications and / or statutory conditions can be applied to proposals in limited prescribed circumstances but are not proposed in this case.

### **Other Legal Implications:**

15. In bringing forward School Organisation proposals the Council must have regard to the need to consult the community and users, the statutory duty to improve standards and access to educational opportunities, the statutory special educational needs improvement test, observe the rules of natural justice, the provisions of the Human Rights Act 1998, Article 2 of the First Protocol (right to education) and the Equalities Act 2010. The Council is satisfied the proposals in this report fully conform to the legislative framework and are necessary to meet a pressing social need in the local authority area.

## **POLICY FRAMEWORK IMPLICATIONS**

16. This proposal is in line with Southampton's School Organisation Plan.

**KEY DECISION?** Yes

**WARDS/COMMUNITIES AFFECTED:** Bitterne Park; Swaythling; Harefield; Peartree; and Portswood.

## **SUPPORTING DOCUMENTATION**

### **Appendices**

1. Copy of the Statutory Notice
2. Copy of the Full Consultation Document
3. Comments on / Objections to the Proposal with Responses
4. Equality Impact Assessment
5. School Organisation Guidance 2014
6. Gate Notice Displayed at School

### **Documents In Members' Rooms**

None

### **Equality Impact Assessment**

Do the implications/subject of the report require an Equality Impact Assessment (EIA) to be carried out?

Yes – See Appendix 4
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### **Other Background Documents**

**Equality Impact Assessment and Other Background documents available for inspection at:**

Title of Background Paper(s)

Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)

None

Wording included in Daily Echo on 17 November, 2014

### **Expansion Proposals (Bitterne Park School)**

Notice is given in accordance with section 19(1) of the Education and Inspections Act 2006 that Southampton City Council intends to make prescribed alterations (enlargement of premises) to Bitterne Park (Community) School.

Under this proposal Bitterne Park School would expand from 1500 to 1800 pupils (10 Form Entry (FE) to 12 FE) from 1<sup>st</sup> September 2017. The Published Admission Number for the school (the number of pupils admitted in Year 7) would rise from 300 to 360 from the same date and in subsequent years until the new capacity is fully achieved. It is proposed to rebuild and extend the current premises on the existing school site to achieve this expansion.

Admission and transport arrangements for pupils attending the school will not be affected by these proposals.

This notice is an extract of the complete proposal. Copies of the complete proposal can be obtained from [www.southampton.gov.uk/schools-learning/school-consultations/](http://www.southampton.gov.uk/schools-learning/school-consultations/) or by writing to:

**Bitterne Park School Expansion**  
**School Organisation and Strategy Manager**  
Children and Families Service  
Southampton City Council  
Civic Centre (North)  
Southampton, S014 7LY

Within four weeks of the date of publication of these proposals, any person may object to or make comments on the proposal by writing to the address above or via email to [School.Organisation@southampton.gov.uk](mailto:School.Organisation@southampton.gov.uk).

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## **Proposals for Prescribed Alterations (Maintained School)**

### **Published under Section 19(1) of the Education and Inspections Act 2006 and The School Organisation (Prescribed Alterations to Maintained Schools)(England) Regulations 2013**

This proposal takes account of The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013, the School Organisation Maintained Schools Statutory Guidance for Proposers and Decision Makers (January 2014) and the Education and Inspections Act 2006.

#### **In respect of the LEA Proposal: School and Local Authority details:**

##### **The name and address of the School:**

**Bitterne Park** (Community Secondary) **School** (URN: 116458)  
(DfE Establishment Number 852/4278)  
Copsewood Road  
Southampton  
SO18 1BU

##### **The name and address of the Local Authority:**

**Southampton City Council** (852)  
Civic Centre  
Southampton  
SO14 7LY

### **Implementation and any proposed stages for implementation:**

Pre-Publication Consultation on this proposal took place between Monday, 6 October and Monday, 10 November, 2014 (5 Weeks: to take account of the October Half-Term).

A final proposal based on this consultation is published here.

There will be four Weeks of Statutory Consultation from the date of publication (Monday, 17 November, 2014) to Monday, 15 December, 2014.

A final decision should be made on the proposal by 17 February, 2015.

If a decision is made to continue, the Education Funding Agency and the Department for Education will implement the planning and building process, which will require further Cabinet decisions.

The additional places should be available for September 2017.

### **Description of Alterations:**

As part of a wider expansion of secondary schools across the City, we are proposing that Bitterne Park School should expand from 1500 to 1800 pupils (10 Form Entry (FE) to 12 FE) from 1 September 2017. The Published Admission Number for the school (the number of pupils admitted in Year 7) would rise from 300 to 360 from the same date and in subsequent years until the new capacity is fully achieved.

It is proposed to rebuild and extend the current premises on the existing school site to achieve this expansion.

Admission and transport arrangements for pupils attending the school will not be affected by these proposals.

The Local Authority successfully bid for funding from the Education Funding Agency (EFA) under the first phase of the Priority Schools Building (PSB) Programme. The bid was to rebuild Bitterne Park School as an 1800 place Secondary School. The bid took account of future demand on the City's Secondary provision.

### **Evidence of Demand:**

Southampton will exceed its overall Secondary capacity (in all year groups) around 2022-23, but is projected to exceed its Year 7 PAN capacity sooner; in 2018-19.

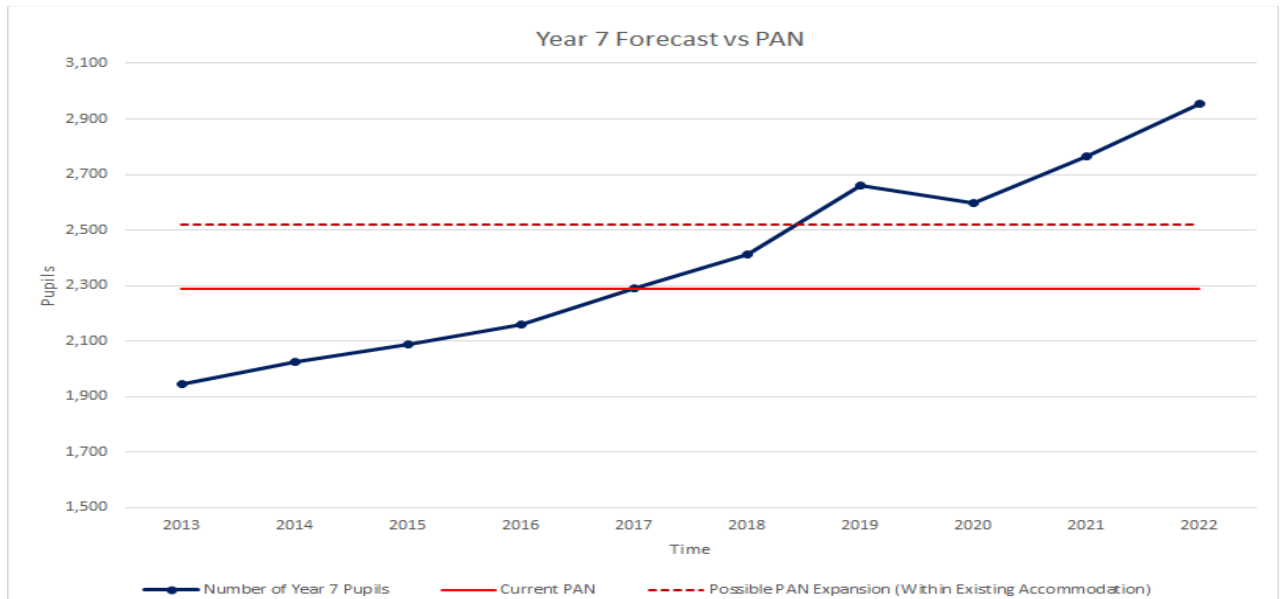


Figure 1 - Year 7 long-term PAN projection across Southampton schools

There are currently 2,290 places available in Southampton for Year 7 pupils. The Local Authority is in the process of planning additional capacity within the City for the projected increase in pupil numbers.

Some Southampton schools are projected to fill up faster than others (see figure 2). Schools in the East of the City will see a more gradual increase in demand, however Bitterne Park School is currently oversubscribed and will need to expand to take account of parental choice.

Forecast (Year 7 Intake)									
School	AREA	Year 7 PAN	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	
Regents Park Community College	CENTRAL	150	126	136	129	145	148	150	
Cantell Maths and Computing College	CENTRAL	230	163	173	182	195	204	227	
St George Catholic College	CENTRAL	120	130	122	123	125	125	138	
St Anne's Catholic School	CENTRAL	200	194	184	194	208	206	230	
The Sholing Technical College	EAST	210	210	219	214	224	220	221	
Chanberlayne College for the Arts	EAST	180	54	66	82	63	64	67	
Bitterne Park School	EAST	300	301	306	321	307	320	348	
Woodlands Community College	EAST	180	111	117	116	113	122	141	
Oasis Academy: Mayfield	EAST	180	160	159	180	201	230	224	
Redbridge Community School	WEST	210	206	216	228	221	239	225	
Upper Shirley High School	WEST	150	155	149	154	184	159	204	
Oasis Academy: Lord's Hill	WEST	180	103	109	112	120	116	121	
<b>Year 7 TOTAL City Wide</b>		<b>2,290</b>	<b>1,913</b>	<b>1,956</b>	<b>2,035</b>	<b>2,106</b>	<b>2,153</b>	<b>2,296</b>	

Figure 2 - Projected Year 7 Intake, by Southampton school. Red cells indicate projection above PAN.

#### Projected Year 7 Pupil Places

School	AREA	Year 7 PAN	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19
Regents Park Community College	CENTRAL	150	130	136	129	150	150	153
Cantell Maths and Computing College	CENTRAL	230	163	173	182	203	213	234
St George Catholic College	CENTRAL	120	120	120	120	120	120	138
St Anne's Catholic School	CENTRAL	200	200	186	197	200	200	220
The Sholing Technical College	EAST	210	210	210	210	210	210	210
Chanberlayne College for the Arts	EAST	180	54	66	82	63	86	131
Bitterne Park School	EAST	300	300	300	300	300	300	300
Woodlands Community College	EAST	180	112	125	141	155	180	180
Oasis Academy: Mayfield	EAST	180	160	166	180	180	180	180
Redbridge Community School	WEST	210	210	210	210	210	210	213
Upper Shirley High School	WEST	150	150	150	150	150	150	154
Oasis Academy: Lord's Hill	WEST	180	104	114	134	165	154	183
<b>Year 7 TOTAL City Wide</b>		<b>2,290</b>	<b>1,913</b>	<b>1,956</b>	<b>2,035</b>	<b>2,106</b>	<b>2,153</b>	<b>2,296</b>

Figure 3 - Projected Year 7 Pupil Placement, by Southampton school. Red cells indicate projection above PAN. Green Cells show pupils redistributed contrary to parent choice.

Across the City, secondary schools in Southampton are forecast to have no spare Year 7 capacity by 2018/19 (see figure 3). The data above is based on the rise on indigenous population growth alone.

Ahead further, Southampton is expecting to have zero capacity across all year groups by 2022/23 unless work is undertaken to increase capacity.

Further details about forecasting school places and school planning can be found in the Southampton City Council School Organisation Plan.

<http://www.southampton.gov.uk/schools-learning/school-organisation-plan.aspx>

## Objectives:

The Local Authority is under a statutory duty to ensure that there are sufficient school places in the City, promote high educational standards, ensure fair access to educational opportunity and promote the fulfilment of every child's educational potential.<sup>1</sup>

The Education Act 1996 requires that Local Authorities secure diversity in the provision of schools and increase opportunities for parental choice.

The expansion at Bitterne Park School is intended to continue to provide children in the area with a high quality education and to provide parents with a choice of schools within the City.

There is a presumption for the expansion of successful and popular schools (in all sectors). Southampton believes that all places in the Secondary sector should be of high quality provision at schools judged to be Good or Outstanding.

Bitterne Park Secondary School has achieved either Outstanding or Good with Outstanding features in its last three Ofsted inspections and continues to produce

<sup>1</sup> School Organisation Maintained Schools Guidance January 2014

GCSE results that are significantly above the national average. Bitterne Park School has been a teaching school since September 2013, leading the Bitterne Park Teaching School Alliance of five schools and has worked to raise standards both in the local area and nationally.

The buildings and infrastructure at Bitterne Park School are in need of renewal if the school is to continue to deliver the quality provision that has seen it oversubscribed in recent years.

The majority of secondary schools in this area of the City have been judged as Good or better in recent years (as have the majority of Southampton's secondary schools). However, pressure on secondary school places is expected to increase (see above) over the coming years and this expansion, in line with the Secondary Expansion Plan, will increase parental choice in this area and will relieve the pressure on other local schools and academies.

Since 2012 the school has included a sixth form. While this provision is not the subject of expansion, the current rise in pupil numbers and changes to legislation will have an impact on post-16 provision in future years.

The proposed expansion would not take place in the existing building but in a new building on the same site funded through the Priority Schools Building Programme (PSBP) and the EFA.

### **Project Costs:**

While an increase in pupil numbers alone can be undertaken through changes to the schools admission arrangements, this proposal requires an enlargement to the school premises to allow that increase. Current EFA guidance on recommended areas for mainstream secondary pupil places gives an average figure of 6.7m<sup>2</sup> per pupil place<sup>2</sup>. EFA funding allocations<sup>3</sup> are based on a figure of £1,113/m<sup>2</sup> to cover basic construction costs and do not include external works, fees, etc.

This gives an estimated cost for the building works of £13,422,800 (estimated total cost £16,000,000). All funding for the building works will come from the EFA (PSBP) with no direct cost to the Local Authority.

There are a number of additional design and regulatory processes that would also need to be completed, such as planning permission, etc. The public will also have an opportunity to make representations on those detailed proposals in due course.

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<sup>2</sup> Dfe EFA Area Guidelines for Mainstream School (Building Bulletin 103) June 2014

<sup>3</sup> Dfe EFA Baseline Designs for Schools: Guidance March 2014

**Consultation:**

Pre-Publication Consultation on this proposal took place between Monday, 6 October and Monday, 10 November, 2014 (5 Weeks: to take account of the October Half-Term).

All representations made under the pre-publication phase of consultation were taken into consideration when producing this proposal.

Previous consultation on City wide secondary expansion has been ongoing and has also included Head Teachers, School Governors and Key Councillors

The Local Authority will comply with all statutory requirements in relation to the proposal, including consulting all interested parties.

All stakeholders will be sent an email and/or letter notifying them of the consultation and providing information including a link to the consultation website and where to obtain copies of the full proposal. Copies were made available at the school and by request from the Local Authority.

**Copies of this proposal may be obtained from:**

**[www.southampton.gov.uk/schools-learning/school-consultations/](http://www.southampton.gov.uk/schools-learning/school-consultations/)**

or by writing to:

**Bitterne Park School Expansion  
School Organisation and Strategy Manager**

Children and Families Service  
Southampton City Council  
Civic Centre (1<sup>st</sup> Floor, North)  
Southampton  
S014 7LY

Any person may object to or comment on these proposals. Any objections and comments can be sent to the above address or to [School.Organisation@southampton.gov.uk](mailto:School.Organisation@southampton.gov.uk)

The final date for submission of representations, objections and comments under this consultation is **Monday, 15 December, 2014.**<sup>4</sup>

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<sup>4</sup> For the purposes of section 21(2) (f) The Education and Inspections Act 2006 the Local Authority is prescribed as the person who (subject to the provisions of Schedule 3 of The School Organisation (prescribed Alterations to Maintained Schools) (England) Regulations 2013) must consider and determine the proposals.

## **Prescribed Alterations (Maintained School ) Consultation on Proposals to Expand Bitterne Park School**

Responses Received Statutory Consultation 17 November, 2014 – 15 December, 2014

One response was received over the course of the statutory consultation period

1 **Email received on 8 October, 2014** **Joshua Chambers (local resident)**

**Support indicated** **YES**

I have attached my feedback about the expansion of Bitterne Park School. I wondered if there was any information as to how the new buildings would be carried out.

Via attached response form:

It's a well needed and, clearly, a well-planned proposal. My concern would be the local community with building work, as I know there was considerable resistance to work done on the 6<sup>th</sup> form and on proposals some years ago about AstroTurf on the top field.

Moreover, will there be enough space for students to go during break and PE?

### **Response sent 16 November, 2014**

Dear Mr Chambers,

Thank you for your reply to the current consultation on the expansion of Bitterne Park School.

At this stage we have no plans or final decisions on the physical expansion or rebuild of the school. The Education Funding Agency (EFA) has asked us to first consult on the notional rise in places before it will draw up any plans. As such all we are seeking comment on at this stage is whether there is agreement to the principal of expanding the number of school places.

If this is approved then, under the Priority Schools Building Programme, the EFA would create and submit plans to the Council's planning department as normal. At the planning stage the public will get an opportunity to make comments or objections to the proposed plans and this will then include plans on the impact of any work on the local community.

As to your query about space for students: The government's own Building Bulletins for Schools (in particular BB103) give precise details of the net area required for any school with a base figure and an area per pupil on roll. They also specify the type of area (i.e. social, hard play and playing field). Section 77 of the School Standards and Framework Act 1998 also places considerable restrictions on the change of use or disposal of school playing fields

## Appendix 3 – Comments on / Objections to the Proposal

Your concerns have been noted and your reply will be included in the information passed to Council Officers and Councillors and will help them make their next decisions.

Responses Received Pre-Statutory Consultation 6 October, 2014 – 10 November, 2014

Eleven responses were received over the course of the pre-statutory consultation period

**1 Email received on 8 October, 2014 Mrs Beth Hall (local resident)**

**Support indicated**

**IN PRINCIPLE**

I am emailing with regards to the priority build programme at the above school having received a letter through the post and visited your website.

I am a little confused how you can be carrying out a consultation when no plans have been released and very little information? What are we supposed to be feeding back on at this stage? I am concerned that the feedback you receive in the next few weeks will be very positive and used as part of the proposal when actually it is positive feedback to the idea in principle rather than positive against any actual plans?

In principle a new school is obviously needed to provide enough school places in the city, however the location of the new school on the current site is of concern due to the lay of the land as you move towards the school playing field which is significantly lower than where the current building sits.

I look forward to viewing the plans and receiving more detailed information so I can comment more accurately on what is proposed.

**Response sent 8 October, 2014**

Dear Mrs Hall,

Thank you for your enquiry regarding the expansion of Bitterne Park School.

The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013 state that a Local Authority (or Governing Board) must consult on any enlargement of premises which would increase the capacity of the school.

At this stage we have no plans or final decisions on the physical expansion or rebuild of the school. The Education Funding Agency (EFA) has asked us to first consult on the notional rise in places before it will draw up any plans. As such all we are seeking comment on at this stage is whether there is agreement to the principal of expanding the number of school places.

If this is approved then, under the Priority Schools Building Programme, the EFA would create and submit plans to the Council's planning department as normal. At the planning stage the public will get an opportunity to make comments or



## Appendix 3 – Comments on / Objections to the Proposal

objections to the proposed plans.

**2 Email received on 9 October, 2014 Mr David Sims (other, not specified)**

**Support indicated NO**

I have read the outline proposals for the redevelopment and increased capacity at Bitterne Pak School and feel the idea is ridiculous. The impact of such a large expansion of the school would have a major impact on local residents. In particular the additional traffic would cause significant problems to an area that is already heavily congested each morning.

The school is close to two of only a few river crossings from the east of the city, both Cobden Bridge and Woodmill Bridge are an absolute nightmare at 8am –8.40am. What further disruption would such an expansion cause? Has this even been considered?

It seems unfair that you want to create spaces for people who live out of catchment regardless of the impact it will have on those that do! The overall standards within the school appear to be falling, as it recently lost its outstanding status from ofsted, it is no coincidence that this has happened since the enlargement of the school to include a sixth form. As it stands there are simply too many children at the school which has resulted in poor organisation within the school and an overall drop of standards. As a direct result the children's education is suffering. This is not a reflection of the building, simply that the school has become too large and the staff are simply unable to cope, further capacity would only compound these issues.

This type of redevelopment would have a significant impact on the children who currently attend the school. Whilst those looking to join in 2018 will look forward to a shiny new building in which to commence their secondary education, the children currently at the school will suffer significantly from the massive upheaval of major redevelopment works. The timing could not be worse, as those who will be most effected (the current pupils) will be the ones who have the added pressures and difficulties of facing the new style GCSE exams which are due to commence in 2017. This would seem to be grossly unfair as it is bound to impact on their overall secondary school education and potentially their life choices.

Ultimately this plan represents desperation from the local council who have failed to plan and maintain the infrastructure of the local schools for many years. It seems crazy that there is now concern over the level of school places when just a few years ago schools were being merged or closed due to a fall in student numbers! This shows the short-sighted planning of the council and highlights incompetence at every level. What other choices have been/are being considered to deal with these problems? Your reply is awaited with interest.

**Response sent 9 October, 2014**

Dear Mr Sims,

Thank you for your response to our current consultation on the expansion of

## Appendix 3 – Comments on / Objections to the Proposal

Bitterne Park School. Your comments on traffic congestion and the impact on pupils will be passed on for consideration before the next phase of statutory consultation begins.

With regard to your impression that standards at the school are falling; it is true that Bitterne Park School's most recent inspection moved the school from Outstanding to 'Good with Outstanding Features' but praised the school for being "a vibrant and highly motivating school in which students flourish." Rather than being linked to any expansion at the school, the inspection came at a time when the grading system for schools was changed and all schools are being held to a higher standard. At Bitterne Park School, in 2014 68% of pupils gained 5 A\*-C GCSE grades including English and Maths, which is above the national average and individual results in English, Maths and other subjects show the school continues to offer the very best level of education to its pupils.

You are correct that a fall in pupil numbers a few years ago saw the Local Authority close and merge some schools. The nature of forecasting school numbers from birth data means we can only plan five years ahead for entry at Year R. When numbers fall or rise the council has to show that school places constitute value for money. The expansion at Bitterne Park is part of a longer term expansion of schools which is being considered by Southampton City Council.

- |          |   |   |
|----------|---|---|
| <b>3</b> | <b>Email received on 10 October, 2014</b> | <b>Mr Gary White (other, not specified)</b> |
|          | <b>Support indicated</b>                  | <b>NOT STATED</b>                           |

Hi just wondering whereabouts on the existing site the new school is proposed to be built and what impact this will have on the existing houses and roads surrounding the site.

### **Response 10 October, 2014**

Dear Mr White,

Thank you for your query regarding the placement of the new school building at Bitterne Park School.

At this stage we have no plans or final decisions on the physical expansion or rebuild of the school. The Education Funding Agency (EFA) has asked us to first consult on the notional rise in places before it will draw up any plans. As such all we are seeking comment on at this stage is whether there is agreement to the principal of expanding the number of school places.

If this is approved then, under the Priority Schools Building Programme, the EFA would create and submit plans to the Council's planning department as normal. At the planning stage the public will get an opportunity to make comments or objections to the proposed plans.

- |          |   |                                     |
|----------|---|-------------------------------------|
| <b>4</b> | <b>Email received on 2 November, 2014</b> | <b>Rachel Watson (parent/carer)</b> |
|----------|---|-------------------------------------|

**Support indicated**

**NO**

I would like to comment that Bitterne Park School is already the largest secondary in Southampton, and not in the area of highest density of children or anywhere close to the highest birth rate. If the reasoning is because of the reputation of BP, then I would say, put more resources into other schools so they are just as good. My son attends BP, and my younger son is starting next year, but I am worried the disruption and expansion will not contribute to a stable and high quality education for them.

**Response sent 2 November, 2014**

Thank you for your reply to the current proposals for prescribed changes to Southampton Schools. Your comments will be passed to the School Organisation and Strategy Manager.

If your reply has been received by the published date for final submissions, it will be included in the information passed to Council Officers and Councillors and will help them make their next decisions.

**5 Email received on 2 November, 2014**

**David Turner (other, not specified)**

**Support indicated**

**NO**

I object to this expansion on the general principle that the school is already too large. If it is not possible to create a new school due to shortage of sites, then smaller schools should be expanded. However, with the need for a school in the city centre, consideration should be given to the Meridian TV site.

**Response sent 2 November, 2014**

Thank you for your reply to the current proposals for prescribed changes to Southampton Schools. Your comments will be passed to the School Organisation and Strategy Manager.

If your reply has been received by the published date for final submissions, it will be included in the information passed to Council Officers and Councillors and will help them make their next decisions.

**6 Email received on 2 November, 2014**

**Molly Martinson (local resident)**

**Support indicated**

**NO**

My family and I have lived next to the school for around 10 years, however due to the constant construction work over the road we have decided to move. If it's not one project it's another and the plans are to build on the field where the house overlooks changing the whole dynamic of the house. Also due to the extra pupils there will be less parking on our road, more children screaming and more litter in our front garden. I suggest that if you do decide to allow the school to build yet another building opposite these houses

## Appendix 3 – Comments on / Objections to the Proposal

their should be some sort of compensation to the residences who are being forced to move.

### **Response sent 2 November, 2014**

Thank you for your reply to the current proposals for prescribed changes to Southampton Schools. Your comments will be passed to the School Organisation and Strategy Manager.

If your reply has been received by the published date for final submissions, it will be included in the information passed to Council Officers and Councillors and will help them make their next decisions.

### **7 Email received on 2 November, 2014 Ian Woodland (local resident)**

#### **Support indicated**

**NO**

Parking around the school has become more and more difficult for residents at dropping off and picking up times. So far no thought has gone into this and with the addition of a 6 th form it has become worse. If an event takes place in the evening local residents could be blocked out of parking in front of their homes for 2/3 hours. Dimond Road outside the 6th form is worst with Newton Road, Hillside Ave And Castle Rd badly affected. Copse View Road also becomes badly affected at peak times

### **Response sent 3 November, 2014**

Dear Mr Woodland

Thank you for your reply to the current proposals for prescribed changes to Southampton Schools.

At this stage we have no plans or final decisions on the physical expansion or rebuild of the school. The Education Funding Agency (EFA) has asked us to first consult on the notional rise in places before it will draw up any plans. As such all we are seeking comment on at this stage is whether there is agreement to the principal of expanding the number of school places.

If this is approved then, under the Priority Schools Building Programme, the EFA would create and submit plans to the Council's planning department as normal. At the planning stage the public will get an opportunity to make comments or objections to the proposed plans and this will then include plans on the impact of traffic on the local area.

Your concerns have been noted and your reply will be included in the information passed to Council Officers and Councillors and will help them make their next decisions.

### **8 Email received on 7 November, 2014 Andrew Brunnen (other, not specified)**

**Support indicated**

**NO**

We have no objection to a new building, providing adequate provision is made for staff parking and that pupils do not lose their outdoor sports areas and that any new building will contain adequate kitchen and dining rooms for all the pupils.

**Response sent 7 November, 2014**

Dear Mr Brunnen,

Thank you for your response to the initial consultation at Bitterne Park School.

The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013 state that a Local Authority (or Governing Board) must consult on any enlargement of premises which would increase the capacity of the school.

At this stage we have no plans or final decisions on the physical expansion or rebuild of the school. The Education Funding Agency (EFA) has asked us to first consult on the notional rise in places before it will draw up any plans. As such all we are seeking comment on at this stage is whether there is agreement to the principal of expanding the number of school places.

If this is approved then, under the Priority Schools Building Programme, the EFA would create and submit plans to the Council's planning department as normal. At the planning stage the public will get an opportunity to make comments or objections to the proposed plans.

**9 Email received on 8 November, 2014**

**Ann MacGillivray (local resident)**

**Support indicated**

**NO**

I would like to object to the expansion of Bitterne Park Senior School it does not consider the local residents or community or the impact that this will have on it. I would like to object to the current recreation land being built upon the underneath of this ground is not stable, it still contains the old "Brick Kilns" that are situated beneath. I do not believe that this schools recreation land will be replaced and I object to part of Riverside Park being taken in lieu of this. The rebuilding schools programme has taken over various tracts on previously undeveloped land whilst the schools that have been moved out of have not been returned to a natural environment this is not good for the environment of people or the planet!

**Separately, via weblink**

Rating: Very Poor [1] Comments: Where is the opportunity for people who do not use computers to object or comment? I see no opportunity for those with an impairment to comment either. Your page suggests that this proposal is already going to happen this does not lead to fair consultation! The final stage is to take the proposal, and all responses from the consultation, to the Cabinet, who will make a decision on whether to approve these proposals. In which case we might expect a Cabinet decision by February 2015. The additional places should be available for September 2017.

**Response sent 10 November, 2014**

Dear Ann MacGillivray,

Thank you for your reply to the current proposals for prescribed changes to Southampton Schools.

At this stage we have no plans or final decisions on the physical expansion or rebuild of the school. The Education Funding Agency (EFA) has asked us to first consult on the notional rise in places before it will draw up any plans. As such all we are seeking comment on at this stage is whether there is agreement to the principal of expanding the number of school places.

If this is approved then, under the Priority Schools Building Programme, the EFA would create and submit plans to the Council's planning department as normal. At the planning stage the public will get an opportunity to make comments or objections to the proposed plans and this will then include plans on the impact of traffic on the local area.

Your concerns have been noted and your reply will be included in the information passed to Council Officers and Councillors and will help them make their next decisions.

I have received your further request via the feedback section of the SCC Website.

With regard to your query about opportunities to comment: each of the consultation documents, including the notices placed on the school's gates and the hard copies of the initial proposal placed at the school, included a postal address where anyone could obtain copies of the initial proposal. The Council is not under any legal duty to offer documents in alternative formats. We will consider all requests, which are assessed against the Equalities Act, and alternative formats will be provided where indicated by the relevant legislation.

With regard to your comment about a fair consultation: no decision has yet been made on the expansion of the school. This is a decision that can only be made by cabinet, and the consultation document and website wording makes it clear that all responses are taken into account in the decision making process. The timeline suggested in the documentation is part of the proposal and is a response to the need for school places as outline in the School Organisation Plan, which can be found on the SCC website at <http://www.southampton.gov.uk/schools-learning/default.aspx>.

Thank you for taking the time to respond to the consultation process.

**10 Email received on 9 November, 2014 Paul Jenks (local resident)**

**Support indicated YES**

I fully support the plans for a new school.

**Response sent 10 November, 2014**

Dear Mr Jenks,

Thank you for your reply to the current proposals for prescribed changes to Southampton Schools.

Your support has been noted and your reply will be included in the information passed to Council Officers and Councillors and will help them make their next decisions.

**11 Email received on 10 November, 2014 (Email supplied) (local resident)**

**Support indicated**

**NO**

As there are other Secondary Schools that are currently under subscribed within the East side of the City of Southampton... Would it not be financially prudent to ensure that all these places are filled before paying the extra expenditure on any expansions to Bitterne Park Secondary School? I, therefore, am one who objects to this proposal especially in times of economic difficulties for all schools.

**Response sent 10 November, 2014**

Thank you for your response to the current consultation at Bitterne Park School. The need to expand secondary schools across the City is a response to the recent increase in pupil numbers in the primary sector. As these pupils progress through to the secondary sector, our School Organisation Plan (<http://www.southampton.gov.uk/schools-learning/school-organisation-plan.aspx>) forecasts that extra places will be required in secondary schools (especially at Year 7) by 2018/19.

The expansion at Bitterne Park School (if approved) would be one part of a larger strategy to ensure that Southampton has enough school places for all children who need one.

Your comments have been noted and your reply will be included in the information passed to Council Officers and Councillors and will help them make their next decisions.

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## Equality and Safety Impact Assessment Appendix 4

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.

<p><b>Name or Brief Description of Proposal</b></p>	<p><b>Increase in pupil numbers at Bitterne Park (Community Secondary) School</b></p>
<p><b>Brief Service Profile (including number of customers)</b></p>	<p><b>Children and Families Service</b>                  Head of Service – <b>Theresa Leavy</b>                  Principal Officer – Education and Early Years – <b>Ed Harris</b>                  Head of School Support Services – <b>Oliver Gill</b>                  School Organisation and Strategy Manager – <b>David Cooper</b>                  Provision of support to children and young people including the provision of school places across the City.</p>
<p><b>Summary of Impact and Issues</b></p>	<p>If approved, this proposal would expand the number of places at Bitterne Park School from 1500 to 1800 pupils (10 FE to 12 FE) from 1<sup>st</sup> September, 2017. The Published Admission Number for the school (the number of pupils admitted in Year 7) would rise from 300 to 600 from the same date and in subsequent years until the new capacity is fully achieved.</p> <p>The physical expansion of the school will be achieved via the Education Funding Agency and DfE following a successful bid for a new build school under the Priority School Building Programme.</p> <p>The expansion will enable the Local Authority to meet its statutory duty to provide a school place to all children and</p>

	<p>young people who require one.</p> <p>Should this proposal not be approved the school could be rebuilt based on its current NOR (Number on Roll), meaning that the forecast need for future places will need to be funded from other sources and/or the LA will be unable to meet its statutory duty.</p>
<b>Potential Positive Impacts</b>	<p>More children will be able to access the (Ofsted rated) Good with Outstanding features education offered by Bitterne Park School.</p> <p>As the school is currently oversubscribed this will also have a positive impact on parental choice in the area.</p>
<b>Responsible Service Manager</b>	Theresa Leavy
<b>Date</b>	18 December, 2014

<b>Approved by Senior Manager</b>	Theresa Leavy
<b>Signature</b>	
<b>Date</b>	18 <sup>th</sup> December 2014

### Potential Impact

<b>Impact Assessment</b>	<b>Details of Impact</b>	<b>Possible Solutions &amp; Mitigating Actions</b>
<b>Age</b>	Bitterne Park School accommodates 11-16 year olds in mainstream secondary provision (the focus of this report) with the addition of 16-18 year olds in 6 <sup>th</sup> Form provision.	The current rise in primary provision across the City means expansion at secondary schools (between 2017 and 2022) is imperative if the LA is to meet its statutory duty
<b>Disability</b>	The provision provided to existing students will not be affected by this proposal. New buildings will have a positive impact on future provision.	Extra teaching space and adherence to all relevant Building Bulletins will ensure improved access across the site for all.

<b>Gender Reassignment</b>	N/A	N/A
<b>Marriage and Civil Partnership</b>	N/A	N/A
<b>Pregnancy and Maternity</b>	N/A	N/A
<b>Race</b>	N/A	N/A
<b>Religion or Belief</b>	N/A	N/A
<b>Sex</b>	N/A	N/A
<b>Sexual Orientation</b>	N/A	N/A
<b>Community Safety</b>	N/A	N/A
<b>Poverty</b>	N/A	N/A
<b>Other Significant Impacts</b>	N/A	N/A

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Department  
for Education

# **School Organisation**

## **Maintained Schools**

**Guidance for proposers and decision-makers**

**January 2014**

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# Chapter 1: Summary

## About this guidance

This guidance accompanies new School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013 and (Establishment and Discontinuance of Schools) Regulations 2013 that came into force on 28 January 2014. It provides information on the processes involved in making significant changes to maintained schools (e.g. expansion), establishing new provision and school closure. Three annexes give further information for proposers, guidance for decision-makers and, guidance on foundation and Trust proposals.

A governing body, local authority (LA) or the Schools Adjudicator must have regard to this guidance when exercising functions under the Prescribed Alterations Regulations and the Establishment and Discontinuance Regulations. There are also a number of provisions in the Education and Inspections Act 2006 requiring bodies to have regard to guidance. Where bodies are so required, this guidance sets out (either in the paragraph or footnote) the requirement.

The new School Organisation regulations support the government's aim of increasing school autonomy and reducing bureaucracy. They allow schools to have more control when making decisions about their size and composition and therefore enable them to be more responsive to the needs of parents and local communities.

This guidance is relevant to all categories of maintained schools unless explicitly stated. Separate advice is available on making significant changes to an academy at: <https://www.gov.uk/government/publications/making-significant-changes-to-an-existing-academy>.

## Review date

This guidance will be reviewed in January 2015.

## Who is this guidance for?

This guidance is for those proposing to open, close or make changes to schools (e.g. governing bodies and LAs), decision-makers (LAs, the Schools Adjudicator and governing bodies), and for information purposes for those affected by a proposal (dioceses, trustees, parents etc.).

## What legislation does this guidance refer to?

This guidance primarily relates to the 2013 School Organisation Regulations (which replace the 2007 Regulations of the same name):

- [The School Organisation \(Prescribed Alterations to Maintained Schools\) \(England\) Regulations 2013](#) (“Prescribed Alterations Regulations”); and
- [The School Organisation \(Establishment and Discontinuance of Schools\) Regulations 2013](#) (“Establishment and Discontinuance Regulations”).

It also relates to:

- [The Education and Inspections Act 2006](#), as amended by the [Education Act 2011](#) (“EIA 2006”) and (“Education Act 2011”);
- [The School Standards and Framework Act 1998](#), as amended by the [Education Act 2002](#) (“SSFA 1998”) and (“Education Act 2002”);
- [The School Organisation \(Removal of Foundation, Reduction in Number of Foundation Governors and Ability of Foundation to Pay Debts\) \(England\) Regulations 2007](#) (“Removal Regulations”);
- [The School Organisation \(Requirements as to Foundations\) \(England\) Regulations 2007](#) (“Requirements Regulations”);
- [School Governance \(Constitution\) \(England\) Regulations 2012](#) (“Constitution Regulations”);
- [School Governance \(Roles, Procedures and Allowances\) \(England\) Regulations 2013](#) (“Procedures Regulations”); and
- [School Premises \(England\) Regulations 2012](#) (“School Premises Regulations”).

## What previous guidance does this replace?

This guidance replaces the following departmental documents:

- Making Changes to a Maintained Mainstream School;
- Closing a Maintained Mainstream School;
- Expanding a Maintained Mainstream School by Enlargement or Adding a Sixth Form;
- Changing School Category to Foundation;
- Removal of a school’s Trust and reduction in the number of governors appointed by the Trust;
- Trust School Proposals;



- Deciding Statutory Proposals for Maintained Schools;
- Changing to a Foundation School - Decision Makers Guidance; and
- Changing to a Trust School - Decision Makers Guidance.

## Related guidance

The following advice relates to this guidance:

- [Making Significant Changes to an Existing Academy \(2014\)](#);
- [Academy/Free School Presumption – departmental advice \(2013\)](#); and
- [Establishing New Maintained Schools – departmental advice for local authorities and new school proposers \(2013\)](#).

## Transitional arrangements

Proposals published after the 28 January 2014 should follow the requirements and process set out in the new 2013 Regulations. Proposers who have published proposals before 28 January 2014 will need to continue the process set out in the 2007 Prescribed Alterations Regulations and Establishment and Discontinuance Regulations until they have been implemented unless the proposal has been withdrawn or revoked (as the case may be).

## Chapter 2: Significant changes: expansion, age range changes and adding boarding provision

### Governing Bodies

1. As a consequence of the changes introduced by the 2013 Regulations, governing bodies of all categories of mainstream school can now make the following changes to their schools without following a formal statutory process:

- Expansion (enlargement of premises);
- Alteration of upper or lower age limit by up to two years (except for adding or removing a sixth-form); and
- Adding boarding provision<sup>1</sup>.

2. Before making any changes governing bodies should ensure that:

- they have secured any necessary capital funding;
- they have identified suitable accommodation and sites;
- they have secured planning permission and/or agreement on the transfer of land where necessary<sup>2</sup>;
- they have the consent of the site trustees or, other land owner where the land is not owned by the governing body;
- they have the consent of the relevant religious authority (as required); and
- the admissions authority is content for the published admissions number (PAN) to be changed where this forms part of expansion plans, in accordance with the School Admissions Code.

3. Although governing bodies are no longer required to follow a statutory process for the alterations set out in paragraph 1, they are nevertheless required to adhere to the usual principles of public law: they must act rationally; they must take into account all relevant considerations; and they must follow a fair procedure. The department expects that in making the changes set out in paragraph 1 governing bodies will:

- liaise with the LA and trustees/diocese (if any) to ensure that, where possible, a proposal is aligned with wider place planning/organisational arrangements, and that any necessary consents have been gained; and

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<sup>1</sup> Governing bodies will need to ensure that boarding schools comply with other relevant legislation – see paragraph 10 of [Annex A.1](#).

<sup>2</sup> Including, where necessary, approval from the Secretary of State for change to the use of playing field land under Section 77(1) of the SSFA 1998.

- ensure effective consultation with parents and other interested parties to gauge demand for their proposed change(s) and to provide them with sufficient opportunity to give their views.

4. **Once proposed changes have been implemented, the governing body must<sup>3</sup> inform the Secretary of State by ensuring that the department's Register of Educational Establishments (EduBase) is updated. Guidance on how schools and LAs can update EduBase is available at:**

<http://www.education.gov.uk/edubase/faq.xhtml>

## Local Authorities

5. Local authorities have a duty<sup>4</sup> to ensure sufficiency of school places. They can also propose all of the changes outlined in paragraph 1 for community schools, and can propose expansion for foundation and voluntary schools. When doing so they must follow a streamlined statutory process as set out in the Prescribed Alterations Regulations (see chapter 3 for further information).

6. Expansions at a mainstream school that do not require a physical enlargement to the premises of the school are not covered by the Prescribed Alterations Regulations. An increase in pupil numbers may be achieved solely by increasing the PAN in line with the School Admissions Code.

## Expanding onto an additional site ('satellite schools'/split site schools)

7. Where proposers seek to expand onto an additional site they will need to ensure that the new provision is genuinely a change to an existing school and not a new school. Decisions will need to be taken on a case-by-case basis, but proposers will need to consider this non-exhaustive list of factors:

- The reasons for the expansion
  - What is the rationale for this approach and this particular site?
- Admission and curriculum arrangements
  - How will the new site be used (e.g. which age groups/pupils will it serve)?
  - What will the admission arrangements be?
  - Will there be movement of pupils between sites?

<sup>3</sup> Section 538 of the Education Act 1996 imposes an obligation on governing bodies of maintained schools to provide information to the Secretary of State that he may require for the purpose of the exercise of his education functions. Section 29(5) of the Education Act 1996 requires LAs to publish information at such times and in such manner as may be required by regulations in respect of their arrangements relating to primary or secondary education.

<sup>4</sup> Under section 14 of the Education Act 1996.

- Governance and administration
  - How will whole school activities be managed?
  - Will staff be employed on contracts to work on both sites? How frequently will they do so?
  - What governance, leadership and management arrangements will be put in place to oversee the new site (e.g. will the new site be governed by the same governing body and the same school leadership team)?
- Physical characteristics of the school
  - How will facilities across the two sites be used (e.g. sharing of the facilities and resources available at the two sites, such as playing fields)?
  - Is the new site in an area that is easily accessible to the community that the current school serves?

The purpose of considering these factors is to determine the level of integration between the two sites; the more integration, the more likely the change can be considered as an expansion. Where a LA considers there is a need for a new school to address a basic need for school places it must<sup>5</sup> seek proposals to establish an academy/free school under the academy presumption (see chapter 4).

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<sup>5</sup> Under section 6A of the Education Act 2006.

## Chapter 3: Significant changes: prescribed alterations

8. The other significant changes that governing bodies and LAs may propose by following a statutory process are the following prescribed alterations<sup>6</sup>:

- Alteration of upper or lower age limit by 3 years or more;
- Adding/removing a sixth-form;
- Removing boarding provision;
- Single sex school becoming co-educational or vice versa;
- Transferring to a new site;
- Closure of one site in a split site school;
- Removing selective admission arrangements at a grammar school;
- Changes of category (excluding changes of category to foundation<sup>7</sup>);
- Establishing/removing/altering SEN provision at a mainstream school;
- Alteration of upper or lower age limit at a special school;
- Increasing/decreasing pupil numbers at a special school; and
- Changing the types of needs catered for by a special school

Further information on these categories of changes can be found at [Annex A.1](#). The ‘Who Can Do What?’ table at [Annex A.5](#) shows exactly which changes can be proposed by LAs and governing bodies at each type of school.

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<sup>6</sup> Regulations 4 and 5 of the Prescribed Alterations Regulations set out which alterations can be made by governing bodies and LAs in respect of each type of school.

<sup>7</sup> Changes of category to foundation follow a different process (see [Annex C](#)).

## Statutory process

9. The statutory process for making significant changes to schools has four stages:

Stage 1	<b>Publication</b>	Statutory proposal published – 1 day.
Stage 2	<b>Representation (formal consultation)</b>	Must be 4 weeks, as prescribed in regulations.
Stage 3	<b>Decision</b>	The decision-maker (usually the LA) must decide proposals within 2 months of the end of the representation period or decision defaults to Schools Adjudicator (OSA) <sup>8</sup> .  Any appeal to the adjudicator must be made within 4 weeks of the decision.
Stage 4	<b>Implementation</b>	No prescribed timescale, but must be as specified in the published statutory notice, subject to any modifications agreed by the decision-maker.

10. Although there is no longer a prescribed ‘pre-publication’ consultation period for prescribed alterations, there is a strong expectation on schools and LAs to consult interested parties in developing their proposal prior to publication as part of their duty under public law to act rationally and take into account all relevant considerations. Schools will also need to ensure that they have the consent of the site trustees and other relevant religious authorities<sup>9</sup> (where necessary).

11. It is best practice to take timing into account when considering a significant change or prescribed alteration to a school. For example, by holding consultations and public meetings – either formal or informal – during term time, rather than school holidays. The location of any public and stakeholder meetings should also be planned to maximise response. The admissions cycle should also be taken into account, for changes that will impact on the school’s admission arrangements.

## Publication

12. A statutory proposal must contain sufficient information for interested parties to make a decision on whether to support or challenge the proposed change. [Annex A.2](#) sets out the minimum that this should include. The proposal should be accessible to all interested parties and should therefore use ‘plain English’.

<sup>8</sup> For further information on the Schools Adjudicator see: <http://www.education.gov.uk/schoolsadjudicator>

<sup>9</sup> Including under the CofE Diocesan Board of Education (DBE) Measure 1991.

13. Where the proposal for one change is linked to another, this should be made clear in any notices published. Where a proposal by a LA is 'related' to a proposal by other proposers (e.g. where one school is to be enlarged because another is being closed) a single notice could be published.

14. The full proposal must be published on a website (e.g. the school or LA's website) along with a statement setting out:

- how copies of the proposal may be obtained;
- that anybody can object to, or comment on, the proposal;
- the date that the representation period ends; and
- the address to which comments (objections or support) should be submitted.

15. A brief notice (including details on how the full proposal can be accessed e.g. the website address) must be published in a local newspaper and in a conspicuous place on the school premises and at all of the entrances to the school.

16. Within one week of the date of publication on the website, the proposer must send a copy of the proposal and the information set out at paragraph 14 to:

- the governing body/LA (as appropriate);
- the parents of every registered pupil at the school - where the school is a special school;
- if it involves or is likely to affect a school which has a religious character:
  - the local Church of England diocese;
  - the local Roman Catholic diocese; or
  - the relevant faith group in relation to the school; and
- any other body or person that the proposer thinks is appropriate.

Within one week of receiving a request for a copy of the proposal the proposer must send a copy to the person requesting it.

17. There is no maximum limit on the time between the publication of a proposal and its proposed date of implementation. However, proposers will be expected to show good reason (for example an authority-wide reorganisation) if they propose a timescale longer than three years.

## **Representation (consultation)**

18. The representation period starts on the date of the publication of the proposal and must last four weeks. During this period, any person or organisation can submit comments on the proposal to the LA to be taken into account by the decision-maker. It is

also good practice for representations to be forwarded to the proposer to ensure that they are aware of local opinion.

## Decision

19. The LA will be the decision-maker for all proposals outlined in paragraph 8 except where a proposal is 'related' to another proposal that must be decided by the Schools Adjudicator<sup>10</sup>.

20. Decisions must be made within a period of two months of the end of the representation period or they must be referred to the Schools Adjudicator.

21. The department does not prescribe the exact process by which a decision-maker carries out their decision-making function. However, the body or individual that takes the decision must have regard to the statutory 'Decision-makers Guidance' (at [Annex B](#)).

22. When issuing a decision, the decision-maker can:

- reject the proposal;
- approve the proposal without modification;
- approve the proposal with modifications, having consulted the LA and/or governing body (as appropriate); or
- approve the proposal – with or without modification – subject to certain prescribed events<sup>11</sup> (such as the granting of planning permission) being met.

23. A proposal can be withdrawn by the proposer at any point before a decision is taken. When doing so the proposer must send written notice to the LA and the governing body (as appropriate) and the Schools Adjudicator (if the proposal has been sent to them). A notice must also be placed on the website where the original proposal was published.

24. Within one week of making a determination the decision-maker must arrange (via the proposer as necessary) for their decision and the reasons for it to be published on the website where the original proposal was published. They must arrange for notification of the decision and reasons for it to be sent to:

- the LA (where the Schools Adjudicator is the decision-maker);
- the governing body/proposers (as appropriate);
- the trustees of the school (if any);
- the local Church of England diocese;
- the local Roman Catholic diocese;

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<sup>10</sup> For example where a change is conditional on the establishment of a new school under section 10 or 11 of the EIA 2006 (where the Schools Adjudicator may be the default decision maker).

<sup>11</sup> The prescribed events are those listed in paragraph 8 of Schedule 3 to the Prescribed Alterations Regulations.



- the parents of every registered pupil at the school – where the school is a special school; and
- any other body that they think is appropriate (e.g. other relevant faith organisation).

## Rights of appeal against a decision

25. The following bodies may appeal to the Schools Adjudicator against a decision made by a LA decision-maker, within four weeks of the decision being made:

- the local Church of England diocese;
- the local Roman Catholic diocese; and
- the governors and trustees of a foundation, foundation special or voluntary school that is subject to the proposal.

On receipt of an appeal, a LA decision-maker must then send the proposal, representations received and the reasons for its decision to the Schools Adjudicator within one week of receipt. There is no right of appeal on determinations made by the Schools Adjudicator.

## Implementation

26. The proposer must implement a proposal in the form approved, taking into account any modifications made by the decision-maker.

27. **Once proposed changes have been implemented, the proposer must<sup>12</sup> inform the Secretary of State by ensuring that the department's Register of Educational Establishments (EduBase) is updated. Guidance on how schools and LAs can update EduBase is available at: [www.education.gov.uk/edubase/faq.xhtml](http://www.education.gov.uk/edubase/faq.xhtml).**

## Modification post determination

28. If it proves impossible to implement a proposal as approved, the proposer can seek modifications (e.g. to the implementation date) from the decision-maker before the approved implementation date. However, proposals cannot be modified to the extent that new proposals are substituted for those that have been published.

## Revocation

29. If the proposer cannot implement an approved proposal because circumstances have changed so that implementation would be inappropriate or implementation of the proposal would be unreasonably difficult, the proposer must publish a revocation

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<sup>12</sup> Under paragraph 13(2) of Schedule 3 to the Prescribed Alternations Regulations.

proposal, to be determined by the decision-maker, to be relieved of the duty to implement. A revocation proposal must contain:

- a description of the original proposal as published;
- the date of the publication of the original proposal; and
- a statement as to why the duty to implement the original proposal should not apply.

The department does not prescribe any further details on the exact content of a revocation proposal.

30. The proposer must publish the revocation proposal on the website and a brief notice of the proposal in a local newspaper. Details of what must be included in this notice are the same as in paragraph 15.

31. Where the proposer is the governing body it must send the revocation proposal to the LA within one week of the date of publication on the website. Where the original proposal was decided by the Schools Adjudicator the LA must refer the revocation proposal together with any comments or objections within two weeks of the end of the representation period to the Schools Adjudicator.

32. The LA decision-maker must determine the revocation proposal within two months of the end of the representation period. It must then arrange for the revocation determination to be published on the website where the original proposal and revocation proposal were published. The LA decision-maker must also arrange for the following persons to be notified of the revocation decision together with reasons:

- the local Church of England diocese;
- the local Roman Catholic diocese; and
- the governors and trustees of a foundation, foundation special or voluntary school that is subject to the proposal.

The same persons also have the right of appeal to the Schools Adjudicator (within four weeks of determination of the revocation proposal) if they disagree with the decision to revoke the original proposal.

## Chapter 4: Establishment of new provision

### Academy presumption

33. Where a LA considers there is a need for a new school<sup>13</sup> in its area it must<sup>14</sup> seek proposals to establish an academy/free school (or act in accordance with paragraph 36 below). The LA is responsible for providing the site for the new school and meeting all associated capital and pre-/post-opening costs. All new academy/free school proposals require the Secretary of State's approval and it is the Secretary of State who will enter into a funding agreement with the academy trust/sponsor.

34. In deciding the proposer with whom he will enter into a funding agreement, the Secretary of State will consider the assessments and preferences of the LA carefully. However, he reserves the right to put in place a sponsor of his own choice. The intention is to ensure that the school is always established by the best proposer possible. This is intended as a summary only – full guidance on the academy presumption process can be found in: [‘Academy/Free School Presumption – Departmental Advice \(2013\)’](#).

### New maintained schools

35. If the academy presumption does not result in a suitable academy/free school proposal, a statutory competition can be held with the consent of the Secretary of State (known as a section 7 case<sup>15</sup>). This will not require a separate application for consent, since the Secretary of State will indicate to the LA that a competition can be held. Academy/free school proposals and proposals for foundation, voluntary-controlled, voluntary-aided and foundation special schools can be submitted into the competition. Where an academy/free school proposal is entered into a competition by the specified deadline, the Secretary of State must consider these proposals first. If an academy/free school proposal is deemed suitable, the competition ends and the proposer works with the department and local authority to progress its proposal. If an academy/free school proposal is not considered suitable, or no academy/free school proposal is received, the competition continues and it is for the local authority to decide which maintained school proposal wins (unless they are involved in the Trust of a proposed foundation school). For competitions there is no right of appeal.

36. It is also possible to publish a proposal for new schools outside of academy presumption and competitions in a limited number of circumstances<sup>16</sup>. The Secretary of

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13 In considering the need for a new school LAs should factor in any free school projects that are due to open.

14 Under section 6A of the EIA 2006.

15 Under section 7(1) of the EIA 2006.

16 This will require a five-stage statutory process as set out in the Establishment and Discontinuance Regulations and the EIA 2006.

State's consent is required for this to happen (section 10 cases)<sup>17</sup>, except in a very limited number of special cases (known as section 11 cases)<sup>18</sup>. The special cases are:

- a new community or foundation primary school to replace a maintained infant and a maintained junior school;
- a new voluntary-aided school;
- a new foundation or voluntary school resulting from the reorganisation of existing faith schools in an area, including an existing faith school losing or changing its religious designation;
- a new foundation or community school, where suitable academy/free school proposals have not been identified and a competition has been held but did not identify a suitable provider;
- a former independent school wishing to join the maintained sector; and
- a new LA maintained nursery school.

37. For section 10 and 11 cases the Schools Adjudicator will decide LA proposals (and cases where the LA are involved in the Trust of a proposed foundation school). The LA will decide proposals from other proposers.

38. Further information on section 7, 10 and 11 proposals can be found in the Decision-makers Guidance (at [Annex B](#)) and '[Establishing New Maintained Schools - departmental advice for LAs and new school proposers \(2013\)](#)'.

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<sup>17</sup> Under section 10 of the EIA 2006.

<sup>18</sup> Under section 11 of EIA the 2006.

## Chapter 5: School closure

39. Local authorities are under a statutory duty to ensure that there are sufficient school places in their area, promote high educational standards, ensure fair access to educational opportunity and promote the fulfilment of every child's educational potential. To help them meet these duties and restructure local provision they have the power to close all categories of maintained schools.

40. Where a LA publishes proposals to close a school the department has no direct role in the decision-making process. All decisions related to school closures are taken locally following a statutory process to allow those directly affected by the proposals to feed in their comments.

41. The department recognises that school closure is a sensitive issue and the School Organisation (Establishment and Discontinuance of Schools) (England) Regulations 2013 therefore retain the established five-stage statutory process for closing a school.

42. All determinations on school closure proposals must be based on the factors outlined in the Decision-makers Guidance (at [Annex B](#)).

### Who can close a school?

43. A LA can propose the closure of any category of maintained school, including community, community special, foundation, foundation special, voluntary-aided, voluntary-controlled and nursery schools, following a five-stage statutory process.

44. The governing body of a voluntary, foundation, or foundation special school may also publish proposals to close its own school following a statutory process. Alternatively, it may<sup>19</sup> give at least two years' notice of its intention to close the school to the Secretary of State and the LA (see paragraph 68 and 69).

45. The Secretary of State may direct a LA to close a maintained school requiring special measures (under section 68 of EIA 2006). This will usually be done only where there is no prospect of the school making sufficient improvements and where there is a sufficient supply of alternative school places in the area. Prior to making the direction, the Secretary of State must consult with the LA, the governing body, and – in the case of a voluntary or foundation school – the diocese or other appointing authority. Such a direction will not require the publication of a statutory proposal for the school's closure but a proposal may be required for the opening of a new school<sup>20</sup> or for alterations to an existing school as a consequence of the directed closure.

46. Reasons for closing a maintained mainstream school include where:

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<sup>19</sup> Under section 30 of the SSFA 1998.

<sup>20</sup> See guidance on the academy/free school presumption in chapter 4.

- it is surplus to requirements (e.g. as a result of an area-wide reorganisation and/or there are sufficient places in neighbouring schools to accommodate displaced pupils);
- it is to be ‘amalgamated’/‘merged’ with another school (see paragraph 66);
- it is failing and there is no viable sponsored academy solution;
- it is to acquire, lose or change religious character (see paragraph 67); or
- it is being replaced by a new school.

47. Where a school will temporarily cease operations on a site due to a rebuild a proposal to close the school is not required. Where a school operating over multiple split sites seeks to cease operations on one (or more) of its sites the proposal will be for a prescribed alteration and not a school closure (see paragraph 21 of [Annex A.1](#)).

## Statutory process

48. The statutory process for closing a school has five stages:

Stage 1	<b>Consultation</b>	No prescribed timescale (minimum of 6 weeks recommended; school holidays should be taken into consideration and avoided where possible). Likely to be no longer than 12 months.
Stage 2	<b>Publication</b>	1 day
Stage 3	<b>Representation</b>	Must be 4 weeks  (this is prescribed in legislation and cannot be shortened or lengthened).
Stage 4	<b>Decision</b>	LA should decide a proposal within 2 months otherwise it will fall to the Schools Adjudicator.  Where permitted appeals must be made within 4 weeks of the decision.
Stage 5	<b>Implementation</b>	No prescribed timescale – but must be as specified in the published notice, subject to any modifications agreed by the decision-maker.

## Consultation

49. Except where the school is a rural school or a special school where there are prescribed consultees (as set out at [Annex A.3](#)), proposers of a school closure must<sup>21</sup> consult bodies they feel to be appropriate. In doing so they must have regard to the Secretary of State's statutory guidance on school closure consultations which is contained at [Annex A.3](#) and [A.4](#) to this guidance. The information that must be included in a closure proposal is set out at [Annex A.4](#).

50. Where a LA or governing body carries out preliminary (informal) consultation to consider a range of options for a possible reorganisation, this would not be regarded as a statutory consultation as set out in legislation<sup>22</sup>. The statutory consultation would need to cover the specific closure proposal of the school in question.

51. How statutory consultation is carried out is not prescribed in regulations and it is for the proposer to determine the nature of the consultation and its length (although a minimum of six weeks is recommended). It is best practice for consultations to be carried out in term time to allow the maximum amount of people to respond.

52. If the need for the closure arises from an area-wide reorganisation (e.g. as a result of long-term LA planning), any related proposal should be consulted on at the same time. Notices for related proposals should be published at the same time and specified as 'related' so that they are decided together.

## Publication

53. A proposal should be published within 12 months of consultation being concluded so that it can be informed by up-to-date feedback. A proposal must contain the information specified in Schedule 2 of the Establishment and Discontinuance Regulations (see [Annex A.4](#) for further details).

54. The full proposal must be published on a website (e.g. the school or LA's website) along with a statement setting out:

- how copies of the proposal may be obtained;
- that anybody can object to, or comment on, the proposal;
- the date that the representation period ends; and
- the address to which objections or comments should be submitted.

55. On the day of publication the proposer must send a copy of the proposal to the governing body/LA (as appropriate), and a brief notice (including details on how the full proposal can be accessed e.g. a website address) must be published in a local newspaper.

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<sup>21</sup> Under section 16(2) of the EIA 2006.

<sup>22</sup> Under section 16(2) of the EIA 2006.

56. Within one week of the date of publication on the website, the proposer must send a copy of the proposal and the information set out at paragraph 54 to:

- the Secretary of State (via: schoolorganisation.notifications@education.gsi.gov.uk);
- the parents of every registered pupil at the school - where the school is a special school;
- the local Church of England diocese;
- the local Roman Catholic diocese; and
- any other body or person that the proposer thinks is appropriate (e.g. relevant faith group).

Within one week of receiving a request for a copy of the proposal the proposer must send a copy to the person requesting it.

## Representation

57. The representation period is identical to that for making significant changes as outlined in paragraph 18. The representation period is set at four weeks.

## Decision

58. The LA will be the decision-maker on a school closure proposal, unless the closure proposal is 'related' to another proposal that is to be decided by the Schools Adjudicator<sup>23</sup>.

59. The decision-making process for school closure is the same as that for making significant changes (as outlined in paragraphs 20 to 24) with two exceptions:

- the prescribed events upon which the decision-maker can grant a conditional approval for school closures are different from the events for conditional approvals for other types of changes<sup>24</sup>; and
- the Secretary of State must be notified of decisions in addition to the persons listed in paragraph 24(via: schoolorganisation.notifications@education.gsi.gov.uk).

## Rights of appeal against a decision

60. The process for appealing a decision is the same as that outlined in paragraph 25 for significant changes.

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<sup>23</sup> For example the establishment of a new school under section 10 or 11 of the EIA 2006.

<sup>24</sup> The events relevant to closure proposals are listed in regulation 16 of the Establishment and Discontinuance Regulations.



## Implementation

61. The implementation (including modification and revocation) process for school closure is the same as that for making significant changes (as outlined in paragraphs 26 to 32) except that, in addition to the bodies listed in paragraphs 32, revocation proposals and decisions on them must also be sent to the Secretary of State (via: [schoolorganisation.notifications@education.gsi.gov.uk](mailto:schoolorganisation.notifications@education.gsi.gov.uk)).

## Closure of rural schools

62. There is a presumption against the closure of rural schools. This does not mean that a rural school will never close, but the case for closure should be strong and a proposal clearly in the best interests of educational provision in the area.

63. When formulating a proposal, the proposer must carefully consider<sup>25</sup>:

- the likely effect of the closure of the school on the local community;
- educational standards at the school and the likely effect on standards at neighbouring schools;
- the availability, and likely cost to the LA, of transport to other schools;
- any increase in the use of motor vehicles which is likely to result from the closure of the school, and the likely effects of any such increase; and
- any alternatives to the closure of the school.

64. When deciding a proposal for the closure of a rural primary school, the decision-maker must refer to the [Designation of Rural Primary Schools \(England\) Order](#) to confirm that the school is a rural school. It is for the decision-maker to determine whether or not a *secondary school* should be considered as rural. The academy presumption (as outlined in Chapter 4) will not apply in cases where a rural infant and junior school on the same site are being closed to establish a new primary school<sup>26</sup>.

65. In order to assist the decision-maker, the proposer of a rural school closure should provide evidence to the decision-maker to show that it has carefully considered:

- alternatives to closure including the potential for federation with another local school or conversion to academy status and joining a multi-academy trust or umbrella trust to increase the school's viability; the scope for an extended school to provide local community services; and facilities e.g. child care facilities, family and adult learning, healthcare, community internet access etc.;
- transport implications; and
- the overall and long term impact on local people and the community of closure of the village school and of the loss of the building as a community facility.

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<sup>25</sup> Under section 15(4) of the EIA 2006.

<sup>26</sup> This is a section 11 special case under the EIA 2006.

## **‘Amalgamations/mergers’**

66. There are two ways to 'merge' or 'amalgamate' two or more existing maintained schools<sup>27</sup>:

- The LA or governing body (depending on school category) can publish a proposal to close two (or more) schools and the LA or a proposer other than the LA (e.g. diocese, faith or parent group, Trust) depending on category, can publish a proposal to open a new school or academy (see chapter 4 - Establishment of new provision). This results in a new school number being issued.
- The LA and/or governing body (depending on school category) can publish a proposal to close one school (or more) and enlarge/change the age range/transfer site (following a statutory process as/when necessary) of an existing school, to accommodate the displaced pupils. The remaining school would retain its original school number, as it is not a new school, even if its phase has changed.

## **Schools wishing to acquire, change or lose a Religious Character**

67. It is not possible<sup>28</sup> to make any change in the religious character of a school. To make such a change the LA or governing body would need to publish a proposal to close the school, and a faith organisation (as proposers) would need to bring forward a 'related' proposal to establish a new voluntary school with a religious character – either after gaining the Secretary of State's approval under section 10 or as a special case under section 11 of EIA 2006.

## **Two years notice of closure – voluntary and foundation schools**

68. Instead of following the statutory process for closure as outlined above, the governing body of a voluntary or foundation school may (subject to specified provisions<sup>29</sup> give at least two years' notice of their intention to close the school, to the Secretary of State (via: [schoolorganisation.notifications@education.gsi.gov.uk](mailto:schoolorganisation.notifications@education.gsi.gov.uk)) and the LA.

69. The trustees of a foundation or voluntary school must give their governing body at least two years notice if they intend to terminate the school's occupation of its site. The minimum two years' notice allows the LA and/or governing body time to make alternative arrangements for pupils.

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<sup>27</sup> Federation cannot be used to merge/amalgamate schools.

<sup>28</sup> Under section 18(4) of the EIA 2006.

<sup>29</sup> As outlined in section 30 of the SSFA 1998, and including those in the DBE Measure 1991.



Department  
for Education

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# **Bitterne Park School**

## **Proposal to expand the school**

Notice is given in accordance with section 19(1) of the Education and Inspections Act 2006 that Southampton City Council intends to make prescribed alterations (enlargement of premises) to Bitterne Park (Community) School.

**From 17 November, 2014, a statutory consultation will take place on the proposal to expand Bitterne Park School from 10 Form Entry (FE) to 12 FE from 1<sup>st</sup> September 2017.**

**The proposal would result in Bitterne Park School expanding from 1500 to 1800 pupils.**

**The Published Admission Number for the school (the number of pupils admitted in Year 7) would therefore rise from 300 to 360 from the same date and each subsequent year until the full capacity was achieved.**

**Copies of the complete proposal can be obtained from [www.southampton.gov.uk/schools-learning/school-consultations/](http://www.southampton.gov.uk/schools-learning/school-consultations/)**

**or by writing to:**

**Bitterne Park School Expansion  
School Organisation and Strategy Manager  
Children and Families Service  
Southampton City Council  
Civic Centre (North)  
Southampton, S014 7LY**

**Within four weeks of the date of publication of these proposals, any person may object to or make comments on the proposal by writing to **Bitterne Park School Expansion**(as above), or via [School.Organisation@southampton.gov.uk](mailto:School.Organisation@southampton.gov.uk).  
Closing date for representations is Monday, 15 December, 2014.**

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# Agenda Item 10

<b>DECISION-MAKER:</b>	CABINET		
<b>SUBJECT:</b>	HRA SCHEME APPROVAL – IMPROVEMENT WORK TO TOWER BLOCKS		
<b>DATE OF DECISION:</b>	17 FEBRUARY 2015		
<b>REPORT OF:</b>	CABINET MEMBER FOR HOUSING AND SUSTAINABILITY		
<b><u>CONTACT DETAILS</u></b>			
<b>AUTHOR:</b>	<b>Name:</b>	<b>Nick Cross</b>	<b>Tel:</b> 023 8083 2241
	<b>E-mail:</b>	nick.cross@southampton.gov.uk	
<b>Director</b>	<b>Name:</b>	<b>Alison Elliott</b>	<b>Tel:</b> 023 8083 2602
	<b>E-mail:</b>	alison.elliott@southampton.gov.uk	

<b>STATEMENT OF CONFIDENTIALITY</b>				
N/A				
<b>BRIEF SUMMARY</b>				
<p>This report seeks formal approval, in accordance with Financial Procedure Rules, for expenditure on a specific housing project. This project will contribute to the Council's strategic housing objectives of improving facilities on our estates, and the wellbeing and the satisfaction of our residents in the areas where they live.</p> <p>The proposals are consistent with the HRA Business Plan and Capital Programme that will be considered by Council on 11 February 2015. We now need to seek Scheme Approval to progress with planning, procurement and delivery of this associated project, which in itself will require a suitable lead in time. The proposed works cover elements under the heading of:</p> <ul style="list-style-type: none"> <li>• "Safe, Wind and Weather Tight".</li> </ul>				
<b>RECOMMENDATIONS:</b>				
	(i)	To approve, in accordance with Financial Procedure Rules, capital expenditure of £1,011,000 on fire prevention measures to Albion Towers, Sturminster House and Shirley Towers, provision for which exists within the HRA Capital Programme as follows:-		
		<b>Safe Wind and Weather Tight</b>	<b>2015/16 £000</b>	<b>2016/17 £000</b>
		Improvement Works to Tower Blocks.	<u>700</u>	<u>311</u>
		<b>Total</b>	<b><u>700</u></b>	<b><u>311</u></b>
<b>REASONS FOR REPORT RECOMMENDATIONS</b>				

1.	Financial Procedure Rules state that all schemes already in the Capital Programme up to £500,000 will require Chief Officer approval, in consultation with the Cabinet Member, those between £500,000 and £2,000,000 will require Cabinet approval and those with total values above £2,000,000 will require the approval of full Council. The proposed scheme falls into the Cabinet approval requirement.
<b>ALTERNATIVE OPTIONS CONSIDERED AND REJECTED</b>	
2.	A feasibility study was undertaken to determine the best option for these buildings and this report seeks approval for the most viable option. Due to the nature of the project not carrying out this work now is not considered an option due to the issues highlighted below.
3.	These works form part of the 5-year Capital Programme as detailed in the February 2015 HRA budget report.
<b>DETAIL (Including consultation carried out)</b>	
4.	There have been various consultation meetings with Hampshire Fire and Rescue Services (HFRS) during the last two years with regard to this proposed programme of Capital expenditure associated with the Housing Revenue Account (HRA) and self-financing regime. We have not yet undertaken any formal consultation with residents but proposals are outlined later in this report.
5.	This report seeks permission to proceed with the development, procurement and implementation of this Capital project which forms part of the HRA Capital programme for 2015/16 and 2016/17 and is ready for approval. Tenants and Leaseholders have also been closely involved in the production of the Council's long term Business Plan for future investment and HFRS and Capita have been involved in developing this specific scheme.
6.	Under self-financing our stock condition database is crucial to planning the works needed to our housing stock. As part of our approach to developing a Business Plan we have identified, through the stock condition database, the properties where work is required over the next five years and we are now in a position to strategically plan the investment needed to complete the fire prevention measures to these tower blocks.
7.	Southampton City Council (SCC) has been working and liaising closely with the HFRS regarding possible fire prevention measures within its properties with specific attention to its tower blocks.
8.	In autumn 2013 Housing Services commissioned Capita, in partnership with Hampshire Fire and Rescue Services, to undertake a feasibility study on the potential for retrofitting a sprinkler system within three specific tower blocks within the City's Housing stock. The feasibility study engaged with Domestic Sprinklers UK, a Weymouth based company who have been working with HFRS on their strategy and who were responsible for delivering a retrofit project to <a href="#">Callow Mount in Sheffield</a> which has been the subject of a wider study. The feasibility study was designed to identify if it was possible, given the structure and layout of the tower blocks, to retrofit a sprinkler system within the towers which would not compromise the structural integrity of the building and cause minimal disruption to the tenants living in the building whilst providing significant benefits to residents and the Fire Service in the event of a fire in a flat.



9.	The design and construction of Albion Towers, Sturminster House and Shirley Towers is of a very particular type where living accommodation within individual flats is across two separate floor levels and cross the building on an intermediate landing level – otherwise known as scissor blocks. The flats or maisonettes in the building are spacious and very popular with residents but by their very nature the layout is more complex than a standard construction flat with all the accommodation on one level. These are the only buildings of this type within the City.
10.	Whilst the towers are well maintained and their fire integrity is not compromised it is a sad fact that in recent years there have been two high profile fatal fires in scissor blocks, one at Shirley Towers in 2010 and at Lakanal House in Southwark in 2009, where the very complexity of the layout of the buildings have made it harder for our colleagues at the Fire Service to quickly attend and bring matters under control. The time required to set up and prepare to fight a fire in the scissor blocks is longer in comparison to a standard flat in any other block in the city.
11.	The Chief Fire Officer and his staff at HFRS are supporting and endorsing this proposal and have provided the following statement: <i>"Sprinklers are the most effective way to ensure that fires are suppressed or even extinguished before the fire service can arrive. They save lives and reduce injuries, protect firefighters who attend incidents and reduce the amount of damage to both property and the environment from fire."</i> <i>"The installation of sprinklers in domestic premises is strongly endorsed by Hampshire Fire and Rescue Service and the Chief Fire Officers Association"</i>
12.	The works proposed consist of a pressurised sprinkler system being installed to all tenanted areas of the blocks i.e. each individual flat, and some communal areas such as bin stores. The system will be of a "single point" activation type where only the outlet within a fire zone would be activated by heat, thus meaning that only in the room where a fire was present would the head activate producing a fine extinguishing mist. The system in the rest of the property or any other property within the complex would not be activated. This type of system is commonly used in residential buildings and hotels across the country and prevents unnecessary damage to those unaffected rooms/locations. The sprinklers are not activated by smoke. The Council already provide hard-wired smoke detectors in all flats in the City for the protection and reassurance of residents.
13.	The system would be mains fed through an independent system from the domestic supply fed by a pump at ground floor level. The network of pipes installed within the buildings would utilise existing risers and voids with the building causing minimal disruption to the structural integrity. The system would enter each flat and provide a network of sprinkler heads in key locations within the property. All pipework and the sprinkler heads would be concealed within boxing at the junction of the wall and ceiling with the individual sprinkler heads only becoming visible on activation.
14.	There are many myths about sprinkler systems and we have agreed with HFRS that they would undertake a number of demonstrations and exercises with residents in the respective buildings to help address these myths and provide detailed information and support to residents. The Sprinkler heads do not activate from burning toast or smoking within a flat but would activate in the event of a chip pan fire for example. And only the sprinkler head that is by

	the source of heat will activate, not all the heads in the flat or building as is often portrayed on television. The system is designed to suppress the source of fire giving time for the Fire Service to attend and deal with properly which results in less damage to an individual flat or block and a significant reduction in the volume of water which is needed to extinguish a fire resulting in less water damage to other properties. More information can be found on the <a href="#">British Automatic Fire Sprinkler Association (BAFSA) website</a>
15.	The project is in the final design stage with Capita Property Services and following this we are planning a series of events with the residents of the three tower blocks to engage on the proposed project. It is proposed that the delivery of this project will coincide with the Council's ECO project previously agreed by Cabinet/Council for these three towers and will therefore form part of this overall programme of work reducing the overall disruption to residents and reduce procurement and contract management costs to the Council. It is anticipated that following final design and procurement, work will commence in the Autumn of 2015. A full programme will be shared with residents once a contractor is appointed.

## RESOURCE IMPLICATIONS

### Capital/Revenue

16.	There are sufficient funds available within the HRA Capital Programme to meet the requirements of the proposed scheme. Obtaining Scheme Approval in this way minimises administration plus officer and member time, as well as maximising the potential for wider procurement efficiencies from long term planning. There will be some small additional annual revenue costs of servicing the systems of about £1,000 per block but this can be met from existing resources. There will also be a requirement for an annual inspection of each property but this can be combined with other servicing and inspections already undertaken.
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### Property/Other

17.	The HRA Capital Programme is fully reflected in the Corporate Property Strategy. All tower blocks in Southampton are designed with all residential units as 'compartments' which are designed to prevent the spread of fire from one flat to another. Our capital programme is designed to ensure that any work to our tower blocks in no way impacts on the compartmentalisation of the building or structural integrity of the particular system build of the tower. Capita's Structures team have been involved at all stages of this study to ensure the integrity of the buildings are maintained.
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## LEGAL IMPLICATIONS

### Statutory power to undertake proposals in the report:

18.	Part 2 of the Housing Act 1985.
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### Other Legal Implications:

19.	There are a small number of leaseholders within the three towers. We intend to formally consult with these residents and install the system in all properties within the towers regardless of tenure to ensure the Council's legal obligations with regard to the building are maintained. Leaseholders will only be required to contribute a standard fee of £250 plus an admin charge of 15%.
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## POLICY FRAMEWORK IMPLICATIONS

20.	The proposed scheme in this report contributes positively to the Council's objectives set out in the Housing Strategy and HRA Business Plan to maintain and improve the condition of the City's housing stock. It also strongly supports our active partnership with HFRS.
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<b>KEY DECISION?</b>	Yes
<b>WARDS/COMMUNITIES AFFECTED:</b>	Bargate, Millbrook and Shirley Wards

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<b><u>SUPPORTING DOCUMENTATION</u></b>
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<b>Appendices</b>
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1.	None
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<b>Documents In Members' Rooms</b>
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1.	None
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<b>Equality Impact Assessment</b>
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Do the implications/subject of the report require an Equality Impact Assessment (EIA) to be carried out.	Yes
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<b>Other Background Documents</b> <b>Equality Impact Assessment and Other Background documents available for inspection at:</b>
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Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)
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1.	None
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2.	
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<b>DECISION-MAKER:</b>	<b>CABINET</b>		
<b>SUBJECT:</b>	<b>DOMESTIC ABUSE AND SEXUAL VIOLENCE SERVICES IN SOUTHAMPTON</b>		
<b>DATE OF DECISION:</b>	<b>17 FEBRUARY 2015</b>		
<b>REPORT OF:</b>	<b>CABINET MEMBER FOR COMMUNITIES</b>		
<b><u>CONTACT DETAILS</u></b>			
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<b>STATEMENT OF CONFIDENTIALITY</b>
NONE
<b>BRIEF SUMMARY</b>
<p>Cabinet is recommended to approve a single procurement exercise for a framework that covers a new domestic abuse and sexual violence (DASV) prevention and early intervention service, refuge provision and some perpetrator services. As a result of varied funding sources and current contractual obligations, the proposed implementation will be phased as follows:</p> <ul style="list-style-type: none"> <li>• Implementation of the new commissioned prevention and early intervention services – November 2015 <i>Combining existing commissioning resources with additional short term resources to support development of prevention and early intervention services.</i></li> <li>• Inclusion of additional grant funded elements to strengthen further the prevention and early intervention services – April 2016 <i>Pending approval from Cabinet following the consultation about grants to voluntary organisations in March 2015.</i></li> <li>• Implementation of a reconfigured refuge service – August 2016</li> </ul> <p>These services support the new Southampton Against Violence and Abuse Plan (the Plan), which has been developed for 2014-2017 (Appendix 1). The vision set out in the Plan supports the Protecting Vulnerable People Priority in the Safe City Strategy as well as the following areas of the Council Strategy 2014 -2017:</p> <ul style="list-style-type: none"> <li>• Prevention and early intervention</li> <li>• Protecting vulnerable people.</li> <li>• A sustainable Council.</li> <li>• Deliver efficiencies through working with partners</li> </ul> <p>The prevention and early intervention and refuge elements are crucial elements of this model and support Southampton’s strategic aim to become an Early Intervention city. A key principle in the new model will be a focus on helping more survivors to remain in their own home, with a commensurate focus on removing the perpetrator. This will require the redeployment of some funding from refuge provision to community based</p>

support and protection services.

The funding for the services commissioned under the proposed framework will be met from with existing Council resources.

**RECOMMENDATIONS:**

	(i)	To authorise a single procurement exercise for a framework that covers a new domestic abuse and sexual violence (DASV) prevention and early intervention service, refuge provision and some perpetrator services for a period of three years. The new services contribute to a number of strategic priorities in the Council Strategy 2014-17 and Safe City Strategy 2014-17;
	(ii)	To delegate authority to the Director, People, following consultation with the Head of Legal and Democratic Services to do anything necessary to give effect to the above, including, contract award; and
	(iii)	To ensure that monitoring of the outcomes detailed in the Southampton Against Domestic Violence and Abuse Plan is integrated into the performance monitoring arrangements for the Council Strategy 2014-17 and the Safe City Strategy 2014—17 and reported on a quarterly basis.

**REASONS FOR REPORT RECOMMENDATIONS**

1.	Southampton, through the Local Safeguarding Children’s Board (LSCB) and Safe City Partnership, has developed an ambitious but essential multiagency plan to tackle domestic violence and abuse. The stated aim is: For Southampton to be a city united in speaking out against Domestic Violence and Abuse. The ambition is to be a leading city in preventing and responding to this issue, with a strong focus on early intervention. Through this Plan, Southampton City Council will build on its strengths and take a step-change to an even more integrated approach that will bring the widest range of services, agencies and communities together to act now to prevent, reduce and end violence and abuse in the city.”
2.	There is a strong case for change. Southampton needs to make changes to address the volume of DASV, which is substantially above national average; Southampton has more than twice the national average high-risk cases (going to Multi Agency Risk Assessment Committee, MARAC); above national average reporting rates - locally 5.2% of the female population report Domestic Violence and Abuse (DVA) to the police compared to 3.6% nationally. There were 4,702 DVA calls to police last year. In Southampton there are twice as many children of high-risk victims than national average; 606 in 2012/13, 878 in 2013/14 (ONS National violence Against Women and Girls Strategy) – compared to national average of 289 for the same period. There were 217 victims reporting sexual violence to the police in 2012/13 and 236 in 2013/14. There were 1,605 calls to Rape Crisis Helpline in 2012/13 and 2,611 in 2013/14.
3.	The impact of violence and abuse on public services is very high. In Southampton (Children and Families Services in 2012/13) 28% of safeguarding referrals had DVA as a factor; Child Protection Conferences include DVA in 80% of cases – this is around 10% higher than similar national case profiles. DVA accounts for around 20% of violent crime in Southampton

	(Strategic Assessment 2012), which is higher than national average and this is reflected in Southampton's poor comparative position for violent crime against other most similar cities.
4.	<p>Services in Southampton are currently focused predominantly on higher level need across 8 different contracts and 3 different funding sources. The assessment of current service provision has highlighted the following issues:</p> <ul style="list-style-type: none"> <li>• High volume of demand– especially at highest risk-level - impacts on service capacity;</li> <li>• services and investment are concentrated at higher risk levels;</li> <li>• there is a lack of early intervention and prevention activities;</li> <li>• MARAC – multi agency risk assessments struggle with the high number of cases; there is a need to focus on a wider range of risks including self-harm and strengthen perpetrator responses;</li> <li>• There are gaps and duplication across services – for example, insufficient mental health expertise in DV;</li> <li>• Services are disparate and fragmented and rely on short term funding;</li> <li>• There is an adult victim focus – as opposed to whole family responses, including assessing risks and relating to children and perpetrators;</li> <li>• The impact (including long term) of DV on children and young people is not always addressed and needs to involve more services including schools; and,</li> <li>• There is little or no evidence-based perpetrators' responses in place (locally or nationally) focused on changing behaviours.</li> </ul> <p>Challenging tolerance and promoting healthy relationships is not seen as a whole city issue.</p>
5.	The future approach must prioritise helping the victim to remain in their familiar home environments. Southampton City Council's key principle will be to remove the perpetrator from the situation, allowing families, children and individuals to move forward with the least amount of disruption to their life, school environment and familiar networks, especially as they go through the emotional journey of addressing DASV in their lives.
6.	This will require the redeployment of some funding from refuge provision to community based services. Redeployment of funds will be managed to ensure Southampton retains some refuge provision (circa 10-13 refuge spaces). The allocation of the remaining refuge spaces will be guided to prioritise local residents while still participating in the wider national network of resources. This is likely to see a reduction from 69% to a lower proportion of refuge provision provided to those from other areas, but will improve access for local residents.
7.	These challenges require a new way of working. The Southampton Against Violence and Abuse Plan (Appendix 1) sets out a new approach through an integrated service model focused on zero tolerance of DASV and holding perpetrators to account. This report and its recommendations support the development of this model through commissioning prevention and early intervention and refuge services through a single DVA framework, pooling and shifting resources to focus on the priorities for Southampton.

<b>ALTERNATIVE OPTIONS CONSIDERED AND REJECTED</b>	
8.	Doing nothing is not an option. Southampton City Council needs to improve the way it works with children and families while also preventing situations from deteriorating through earlier intervention and holding perpetrators to account. This cannot be achieved if the Council does not re-commission new services as part of the new service model.
<b>DETAIL (Including consultation carried out)</b>	
9.	<p>The Southampton Against Violence and Abuse Plan (Appendix 1) draws on a catalogue of work undertaken since 2013, including a Briefing Paper and refuge review in 2013, additional Refuge Review (2014) and consultation with stakeholders and frontline workers (April 2014) survivors (November 2014) all of whom have fed into the Plan. The vision set out in the Plan supports the Protecting Vulnerable People Priority in the Safe City Strategy as well as the following areas of the Council Strategy 2014 -2017:</p> <ul style="list-style-type: none"> <li>• Prevention and early intervention</li> <li>• Protecting vulnerable people.</li> <li>• A sustainable Council.</li> <li>• Deliver efficiencies through working with partners</li> </ul> <p>Further consultations are planned with stakeholders and survivors during February and March 2015, looking in more detail at the way services are delivered.</p>
10.	The Plan sets out ambitious but essential changes to the way DASV services are provided in the future placing family working, children, early intervention and protection at the heart of future service delivery. The plan is based on zero tolerance of DASV and increased actions to hold perpetrators to account.
11.	While it is recognised that women and girls are significantly disproportionately affected by these forms of violence and abuse, the Plan also covers the smaller number of male victims as well as boys and young men affected by living with violence. The Plan recognises both genders and local communities are part of the solution in preventing violence and abuse.
12.	<p>The Plan sets out the ambitions for Southampton City Council (SCC). They are to:</p> <ul style="list-style-type: none"> <li>• Ensure safeguarding children and young people is at the heart of the multi-agency response to Violence &amp; Abuse, with an integrated whole family approach;</li> <li>• Provide more Prevention and Early Intervention measures;</li> <li>• Protect and prosecute through robust multi-agency interventions;</li> <li>• Build a strong co-ordinated community response; and,</li> <li>• Establish a new integrated service delivery model.</li> </ul>
13.	To achieve this the Council will prioritise helping the victim and their children to remain in their familiar home environments and strengthen the actions to remove the perpetrator from the situation. The redeployment of resources from some refuge spaces will go towards reducing the impact and disruption DASV can have on victim's lives as a result of temporary accommodation, changing schools and losing contact with existing support networks.
14.	Southampton City Council will not lose sight of the importance of refuge provision for both those living in Southampton and those from other areas,



	but seek a more balanced approach with an equitable focus on prevention, early intervention and reduced disruption for the victims of DASV.
15.	<p>Implementing the Plan will involve a change across the landscape of service delivery, which will be brought about by:</p> <ul style="list-style-type: none"> <li>• Proactive partnership engagement to establish the integrated service model, drawing on Southampton City Council and Partner-provided services through an integrated multi-disciplinary team as well as new partnership arrangements;</li> <li>• Commissioning of identified elements within the integrated service model including prevention, early intervention and refuge provision through a single contract framework; and,</li> <li>• Forming an Alliance across strategic partners.</li> </ul>
16.	This report specifically focuses on the procurement of the prevention and early intervention services from November 2015 incorporating voluntary sector grant funding from April 2016 and refuge services from August 2016. This will bring together a range of separate small contracts, grant funding and refuge resources within the wider integrated service model.
17.	The proposal to incorporate the relevant voluntary sector grant funds has been part of the wider voluntary sector grant funding proposals and formal consultation (December 2014 to February 2015). Subject to Cabinet approval in March 2015, relevant areas of grant funding will be incorporated in the wider procurement of prevention and early intervention services.
18.	Current funding for refuge provision sits within a wider contract framework relating to housing related support (supporting people contracts) which is due to end on 31 July 2016. Refuge provision is delivered by two providers (Stonewater and Stoneham) who currently provide 20 refuge beds across three properties comprising an 8 bed self-contained building, 5 further self-contained units and a 7 bedroom shared accommodation. The refuges provide accommodation with a continuum of support, from crisis through to move on and resettlement. It is provided to individual women or women with their children. Approximately 80 women were housed in Southampton refuges in 2013/14 (approx. 100 children). There is no geographical boundary applied as the refuge provision is currently fully available as part of a national network of refuge provision.
19.	A Department for Communities and Local Government (DCLG) application has been submitted for short term funding to sustain the current level of refuge provision, whilst prevention and early intervention services are expanded to strengthen provision in this area. The re-commissioning of refuge provision will release the funding for the prevention and early intervention services from August 2016 through a reduction of between 7 and 10 refuge spaces. This will leave a total of between 10 and 13 refuge spaces in Southampton, with priority given to local residents. This change will be accompanied by a focus on a range of other safe accommodation options, including supporting more victims to stay in their own homes (whilst moving the perpetrator) and supporting people who can't stay at home to secure permanent alternative accommodation quicker.
20.	<p>The reduction of refuge spaces is based on analysis of utilisation information and set out in the refuge Service Review 2014.</p> <p>The review identifies the following key issues:</p> <ul style="list-style-type: none"> <li>• 69% of refuge utilisation is by people from outside Southampton;</li> <li>• Focus groups indicated their preference would be to remain in their</li> </ul>

own home, indicating improved community support is essential (including holding perpetrators to account and removing them from the situation, supporting children to remain in familiar settings);

- Demand will constantly outstrip provision, increasingly so as neighbouring authorities reduce their refuge provision. Southampton City Council intends to maintain a position within the national resource of refuges, but in doing so the Council will work with neighbouring authorities to address the impact they may have on local services while also prioritising access for local residents;
- 45% of commissioned budget was being spent on refuge provision, with 69% of this taken up by people from other areas; and,
- Southampton provides 0.8% of the refuge provision in England, against 0.4% of the potential total population (women and children under 16 in England).

21. The Integrated Commissioning Unit will undertake a single procurement exercise incorporating the prevention and early intervention and refuge services with proposed implementation phased as follows:
- Implementation of the new prevention & early intervention services – November 2015  
*Combining existing commissioning resources with additional short term resources to support development of prevention & early intervention services.*
  - Inclusion of additional grant funded elements to further strengthen the prevention and early intervention services – April 2016  
*Pending approval from Cabinet following the Grants consultation in March 2015.*
  - Implementation of a reconfigured refuge service – August 2016

## RESOURCE IMPLICATIONS

### Capital/Revenue

22. Available funding of £512,000 currently exists within Council budgets for the total services to be provided under the proposed framework. The table below outlines where this funding currently sits within the Council.

	£
Supporting People	262,000
Grants	101,700
Communities	50,000
Health and Adult Social Care	48,800
Children's Services	49,500
<b>Total</b>	<b>512,000</b>

23. The contract for Domestic Abuse and Sexual Violence is to be let on a phased basis with elements being commissioned under the framework in three stages. The transition of services onto the new framework will impact on the total cost of the service as outlined below.

	£
Phase One 2015/16	512,000
Phase Two 2016/17	503,000
Phase Three 2017/18	472,000

24.	This proposal will achieve net savings of £9,000, and £40,000 in 2016/17 and 2017/18 respectively. This saving is achieved from a renegotiation of costs across refuge beds funded from the Supporting People programme and has already been included as part of the budget saving proposals going to Full Council 11 <sup>th</sup> February 2015.
25.	During the transition the savings will be phased as the new services are drawn from the framework. In the event that the bid to the DCLG, as outlined in paragraph 19 above, is successful, the timing of savings will be accelerated so that £40,000 is achieved on a recurring basis from 2014/15.
<b><u>Property/Other</u></b>	
26.	One property is owned by SCC. The implications for this will depend on the outcome of the procurement process and whether any provider seeks to take on the housing management of the current SCC owned property. The two other premises are owned by Housing Associations. They are being approached to explore the housing management options available.
<b>LEGAL IMPLICATIONS</b>	
<b><u>Statutory power to undertake proposals in the report:</u></b>	
27.	None.
<b><u>Other Legal Implications:</u></b>	
28.	The design and the running of the procurement will be in accordance with the authority's Contract Procedure and Financial Procedure Rules. Due to the size, value and complexity of this project, the appropriate procurement rule, with the necessary Governance outlined in the above will be followed. The procurement of this contract will be run in accordance in the requirements outlined within The Public Contracts Regulations 2006 and the EU Procurement Directives 2006.
<b>POLICY FRAMEWORK IMPLICATIONS</b>	
29.	These proposals are aligned to the following priorities set out in the Council Strategy 2014 -2017: <ul style="list-style-type: none"> <li>• Prevention and early intervention <ul style="list-style-type: none"> <li>○ Help families with complex needs to “turn around” their lives</li> <li>○ Provide effective early help services for children in need</li> <li>○ Enable more people to live independently in their own homes</li> </ul> </li> <li>• Protecting vulnerable people. <ul style="list-style-type: none"> <li>○ Provide effective intervention for children in need of protection</li> </ul> </li> <li>• A sustainable Council. <ul style="list-style-type: none"> <li>○ Effectively manage future demand for local services</li> <li>○ Commission and deliver services that provide value for money and meet the needs of residents</li> <li>○ Deliver efficiencies through working with partners</li> </ul> </li> </ul>
30.	These proposals also support the following key theme in Southampton's Healthier Lives in a Healthier City - Southampton Joint Health and Wellbeing Strategy 2013-2016 <ul style="list-style-type: none"> <li>• Building resilience and using preventative measures to achieve better health and wellbeing.</li> </ul>
31.	The vision set out in the Plan supports the Protecting Vulnerable People Priority in the Safe City Strategy also set out in the Healthier and safer

	priority in the City Strategy 2015-2025.
32.	In addition a number of national documents have been taken into account. These are: <ul style="list-style-type: none"> <li>• NICE: Domestic violence and abuse: how health services, social care and the organisations they work with can respond effectively (2014)</li> <li>• In plain sight effective help for children exposed to domestic abuse (CAADA February 2014)</li> <li>• Call to end Violence against Women and Girls (Home Office 2011)</li> </ul>

<b>KEY DECISION?</b>	Yes
<b>WARDS/COMMUNITIES AFFECTED:</b>	All Wards
<b><u>SUPPORTING DOCUMENTATION</u></b>	
<b>Appendices</b>	
1.	Southampton Against Violence and Abuse Plan 2014 - 2017

**Documents In Members' Rooms**

1.	None
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**Equality Impact Assessment**

Do the implications/subject of the report require an Equality Impact Assessment (EIA) to be carried out.	Yes
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**Other Background Documents**

**Equality Impact Assessment and Other Background documents available for inspection at:**

Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)
1. Equality Impact Assessment	Integrated Commissioning Unit, c/o Sandra Jerrim ( <a href="mailto:Sandra.jerrim@southamptoncityccg.nhs.uk">Sandra.jerrim@southamptoncityccg.nhs.uk</a> )

## SOUTHAMPTON AGAINST VIOLENCE & ABUSE PLAN 2014 -17

*“In Southampton our message is loud and clear – we will not tolerate violence and abuse. We recognise violence and abuse as chosen behaviour for which there is no excuse. Underpinning our message is a bold new partnership approach that will robustly tackle this issue; holding perpetrators to account, supporting and protecting children, adults and families. And as an ‘Early intervention City’ we will work together to intervene as early as possible to prevent violence and abuse, to reduce escalation and to stop repeat victimisation. “*

### SUMMARY

This multi-agency plan covers all forms of gender-based and family violence and abuse including: Domestic Violence & Abuse; Sexual Assault & Rape; ‘Honour Based’ Violence; Female Genital Mutilation; Forced Marriage; Human Trafficking; Child Sexual Exploitation; Stalking; and Family Violence. While it is recognised that women and girls are significantly disproportionately affected by these forms of violence and abuse, this strategy also covers the smaller number of male victims as well as boys and young men affected by living with violence. We recognise both genders and local communities are part of the solution in preventing violence and abuse.

**Our key actions** for 2014 – 2015 are to develop the PIPPA model covering the scope of this plan and integrating our key ambitions. This will feed into commissioning and re-shaping of services. Key Actions are:

1. **PREVENTION:** To commission a co-ordinated community & voluntary sector response that focuses on prevention & early intervention. This includes support to children & adults after violence or abuse has ceased, to prevent recurrence of abuse or repeat behaviour (breaking cycles of abuse) & to address the longer-term harm caused. It also covers community involvement ensuring our diverse communities & vulnerable community groups are engaged & supported.

This element of Pippa includes:

- Education and public awareness
- Group and therapeutic support or counselling, Recovery programmes with a focus on children and families
- Helplines or other access to advice
- Developing strong volunteer involvement and peer support.
- Case-holding (at medium risk level). This will specifically but not exclusively cover Sexual and

Our ambition is to ....

1. Ensure safeguarding children and young people is at the heart of our multi-agency response to Violence & Abuse, with an integrated whole family approach.
2. Provide more Prevention and Early Intervention measures.
3. Protect and prosecute through robust multi-agency interventions.
4. Build a strong co-ordinated community response.
5. Establish a new delivery model called PIPPA.

Domestic Violence. This could include an educator-advocacy model and will require work in Health settings as well as potentially other Universal Services.

- Perpetrator interventions (elements of).

2. **INTERVENTION:** To establish a strong multi-agency team that will bring together statutory partners to directly provide comprehensive interventions for Domestic Violence and Abuse and other types of violence at high and medium risk levels. This team will also co-ordinate partner responses to other forms of gender violence and abuse. The focus of this new multi-agency team will be joining-up expertise across Police, Probation, Children & Families, Adult Mental Health, Public Health, Housing, Substance Misuse and specialist advocacy (IDVA and ISVA). It will also develop new interventions and skills of frontline workers to change perpetrator behaviours and reduce re-offending. The focus here will include safeguarding children and young people through improved joint practice across services & agencies.

This element includes:

- Strategic co-ordination of Gender-based Violence & Abuse
- Direct responses to reduce risks to victims and their children at high or medium risk of harm from Domestic Violence, Sexual Violence, Forced Marriage, HBV and Family Violence (child to partner/siblings). This will include IDVA (Independent Domestic Violence Advocates) team and ISVA (Independent Sexual Violence Advocate) functions.
- Joint working, particularly with the Police and Probation, to maximise use of civil and criminal justice remedies, increase successful prosecutions and reduce re-offending.
- Perpetrator work – casework and group work challenging and changing patterns of behaviour, where safe and appropriate as part of a whole family response
- Workforce development -training, systems and joint working – to integrate and strengthen safeguarding children and adults in this area and joint work with Early Help and specialist social work teams.
- Close links with Housing and homeless services to provide a breadth of safe housing options.
- Drawing in expertise in Adult Mental Health and Substance Misuse and Public Health.

3. **PUBLIC PROTECTION:** To strengthen multi-agency partnership working to identify and assess risks, protect victims and hold perpetrators to account for their behaviour.

This element includes:

- Review and development of an integrated MARAC/MASH
- Strengthening MAPPA and Integrated Offender Management links to the Pippa model
- Developing through new partnership arrangements better means of identifying and pursuing priority, multiple and/or serial perpetrators

- Ensuring effective and maximum use of new powers and legislation such as DV Protection orders (to remove and keep perpetrators from their homes for up to 28 days – to provide time for victims to determine options and actions)
  - Refuge provision for DV victims and their children in crisis
4. **ALLIANCE:** The Alliance is both specialist services working together, plus a wider forum of partner agencies and communities joining up under the 'Co-ordinated Community Response' model. This element includes statutory and voluntary sector co-managing and staffing the PIPPA single point of contact for advice and referral, as well as joint training to professionals.

## INTRODUCTION & SCOPE

1. This Plan aims to identify a multi-agency vision and action plan to improve outcomes for adults, children, young people and communities impacted by gender-based and family violence and abuse.
2. The scope of this Plan is to include all types of gender-based violence recognised under the term 'Violence Against Women and Girls'. The UN Convention on the Elimination of all forms of discrimination against women defines 'violence against women' as 'violence directed at a women because she is a women or actions of violence which are suffered disproportionately by women'. The UK Government Violence Against Women and Girls Strategy uses the same definition.
3. In addition, the scope of this Plan extends to familial violence including specifically child and young persons involvement in broader family violence and abuse (child on parent; sibling on sibling). This position recognises the growing body of evidence that associates family violence with childhood experience of DVA or child abuse.
4. Therefore this Plan is the multi-agency Domestic Violence & Abuse (DVA) Plan for the City, but it also covers Rape and Sexual Violence, Female Genital Mutilation, Forced Marriage, crimes in the name of 'honour', human trafficking, stalking and child sexual exploitation, plus family violence and abuse.
5. Although it is recognised and well evidenced that these forms of violence and abuse significantly disproportionately affect women and girls (both in terms of the numbers experiencing abuse and in the severity of that abuse) this Plan and the actions and responses in it, will also cover the smaller number of male victims, as well as boys & young men affected by violence in the home or family. Also underpinning this Plan is the recognition that both genders as well as the wider communities we live in are part of the solution to preventing and reducing violence and abuse.
6. In applying a wide scope to this Plan it is recognised that there are clear commonalities and synergies across the types of gender-based violence and the services that respond to it. However it is important to consider where joint responses are most effective and efficient, for example in co-ordination of

services, or promoting healthy relationships and raising awareness, and where it is appropriate to draw distinctions between the different types of gender-based violence for example in providing counselling for historic sexual abuse cases. The Delivery Models proposed here reflect joint and singular issue responses.

## THE IMPACT OF VIOLENCE AND ABUSE

7. **Nationally:** In 2012-2013 it is estimated by the ONS<sup>1</sup> that around 1.2m women and 784,000 men experience domestic violence and abuse a year; 2 women a week are killed by a partner, ex-partner or lover. 400,000 women are sexually assaulted of which 70,000 are raped. 1,500 cases were supported by the Forced Marriage Unit with many more not reported. 66,000 women are estimated to be living with the consequences of FGM and 20,000 girls under 15 are estimated to be at risk. Police recorded crime figures showed an increase of 17% in all sexual offences for the year ending December 2013 and recorded rape increased by 20% compared to the previous year. This is now the highest level since the National Crime Recording Standard was introduced in 2002/3.
8. An estimated 130,000 children in the UK live in households with high-risk domestic abuse. 1 in 7 (14%) of children under 18 will have lived with severe DVA at some stage in their childhood. Thousands more live with other levels of domestic abuse (CAADA In Plain Sight 2014). DVA between parents is the most frequently reported trauma for children (NICE 2014). Studies suggest that a child who witnesses DVA shows more emotional or behavioural problems than the average child, while the psychological impact of living with DVA is no smaller than the impact of being physically abused. Partner violence is also prevalent in young people's relationships and this is a rising trend. In 2009 31% of girls and 16 % of boys reported sexual violence in their relationships and 25% and 18% respectively experienced physical violence (Meltzer 2009).
9. All data used in this area is likely to be an under-estimate as reporting levels for gender-based violence and abuse is low. For example, more than 1 in 3 children (34%) who experienced contact sexual abuse by an adult did not tell anyone else about it; 4 in 5 children (87%) who experienced contact sexual abuse from a peer did not tell anyone else about it (NSPCC April 2014). British Crime Surveys suggest less than 1 in 5 incidents of intimate partner violence are reported to the police; only 15% of rapes are reported and the hidden harm of other types of violence and abuse such as Forced Marriage and FGM is also known to be significant.
10. **In Southampton:** The volume of DVA in our city is substantially above national average; we have more than twice the national average high-risk cases (going to MARAC); above national average reporting rates - locally 5.2% of the female population report DVA to the police compared to 3.6% nationally. There were 4,702 DVA calls to police last year. In Southampton there are twice as many children of high-risk victims than national average 606 in 2012/13, 878<sup>2</sup> in

<sup>1</sup> Office of National Statistics: identified in the National violence Against Women & Girls Strategy



2013/14 – compared to national average of 289 for the same period. There were 217 victims reporting sexual violence to the police in 2012/13 and 236 in 2013/14. There were 1,605 calls to Rape Crisis Helpline in 2012/13 and 2,611 in 2013/14.

11. **The impact of violence and abuse on public services** is also very high. In Southampton (Children & Families Services in 2012/13) 28% of safeguarding referrals had DVA as a factor; Child Protection Conferences include DVA in 80% of cases – this is around 10% higher than similar national case profiles. DVA accounts for around 20% of violent crime in Southampton (Strategic Assessment 2012), which is higher than national average and this is reflected in our poor comparative position for violent crime against other most similar cities.
12. Research shows the impact of gender-based violence and abuse on Health services. NICE<sup>3</sup> guidance identifies risks of experiencing DVA increase where there is a long-term illness or disability – this almost doubles the risk - or a mental health problem. Separation and pregnancy or a recent birth are risk factors for DVA and there is a strong correlation between DVA and post-natal depression. The role played by alcohol and substance misuse in violence and abuse is evident. NICE suggest a high proportion of people attending health settings including Emergency Departments and Primary Care are likely to have experienced DVA and between 25 and 56% of female psychiatric patients report experiencing DVA in their lifetime. DVA is one of the strongest risk factors for suicide attempts.
13. **The cost** of DVA is evidenced in the Walby<sup>4</sup> research suggesting nationally a cost of over £15.7 billion. Extrapolating national figures it is estimated the cost of DVA in Southampton is £44,127,469 per annum. This includes estimated costs relating to physical and mental health care, criminal justice costs, Social Care and other costs such as Refuges. National research shows for every £1 invested in High Risk DVA services at least £6 of public money is saved. In 2010 the estimated indirect cost savings to the public purse of investment in high risk DVA in Southampton was £4,820,970 per annum. There is no available research on the wider costs of gender-based violence and abuse.

## WHERE WE ARE NOW:

14. Southampton has a strong history of partnership working and this is reflected in the current approach to tackling domestic and sexual violence. For example, the PIPPA alliance has been established through collaboration between Southampton City Council and specialist voluntary sector organisations to provide a single point of contact for professionals and joint training provision. PIPPA has successfully increased identification, assessment and pathways to support (an increase in non-

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<sup>2</sup> MARAC data – this counts repeats

<sup>3</sup> NICE – National Institute for Health and Care Excellence – DVA Report 2014

<sup>4</sup> S Walby et al 2008; also reported in Safety in Numbers report by Dr E Howarth for CAADA – local figures are for 2010

police referrals of 20% since 2012 when it was set up). A diagram of current DVA services in the City is provided in Appendix 1.

- Other key strengths include:

The IRIS project funded by CCG to deliver DVA training for General Practitioners also provides specialist advocates who are linked to GP surgeries and the Princess Anne hospital. This educator-advocate role increases identification and access to support. IRIS has been nationally evaluated as an effective practice model and commended locally by GP's and service users.

The Multi-Agency Risk Assessment Conferences (MARAC) and IDVA team (Independent DV Advocates) deliver the national model for shared identification of risk and support to high-risk victims of DVA. This produces above national average outcomes in reducing repeat victimisation and risk. All cases identified at high risk in Southampton are seen by IDVA and MARAC and in 80% of cases the abuse ends after this intervention. The IDVA service has Leading Lights status (national quality standard).

Housing Services are well engaged in supporting victims of DVA and refuge provision is rated good.

Specialist Sexual Violence services include therapeutic work, a dedicated helpline, family therapy, adult and young person counselling, creative arts groups and young person's outreach.

STAR education/prevention outreach programme delivered in schools and other youth settings – In 2013 named as 1 of 10 international examples of best practice in a report commissioned by the European Parliament.

A Community-Educators programme led by Public Health has improved advice and support in diverse communities.

The LSCB has begun to co-ordinate approaches to children and young people that go missing, are at risk of being exploited or trafficked (called MET). This is significantly improving the co-ordinated responses to this issue and raising both the profile and priority given by agencies to this issue.

## **WHAT DOES EVIDENCE TELL US?**

15. Based on our local performance and trend data, learning from local and national Serious Case Reviews and stakeholder feedback we can identify key challenges, gaps and duplication in current provision. In addition there is a wealth of evidence-based practice and research that identifies 'what works best' to prevent and reduce violence and abuse. We are particularly drawing on recommendations from the NICE report on DVA (2014), the Early Intervention Foundation report on DVA (2014), the Co-ordinated Community Response model and research from CAADA, NSPCC and Home Office on the impact of violence and abuse on women and

children<sup>5</sup>. This Plan is also influenced by the Centre for Social Justice Report, Beyond Violence 2012. Consultation with survivors and with key frontline workers is taking place in November 2014. The findings will be added to this Plan shortly.

## 16. Evidence Tells Us about Current Provision:

- The exceptionally high volume of DVA reports in Southampton has remained high for more than 5 years with a rising trend. This inevitably has impact on capacity of provision and the quality of time given to each case especially at high-risk level including MARAC.
- Current multi-agency responses are not making an impact on preventing or reducing DVA and lack of intervention earlier is contributing to the high number of cases escalating to high-risk level. This also impacts on the evident failure to break the often inter-generational cycles of abuse.
- There is no continuum of support to victims, especially at medium-risk level enabling families to step down from high risk or preventing them from escalating to high risk.
- Funding of domestic and sexual violence provision is predominantly at high-risk level. Over 90% of investment in DVA is spent on high and high-medium risk responses, with refuge provision accounting for 60% of expenditure. Up to a third of current funding is from national grants resulting in short-term contracts and an unstable funding position.
- There are gaps and duplication in the multi-agency response to DVA and possibly across other gender-based violence, particularly gaps in joint work with Adult Mental Health
- Despite PIPPA providing a single point of contact and some joining-up of Domestic and Sexual Violence specialist services there is no resource to co-ordinate violence and abuse responses strategically or operationally. Therefore, synergies and efficiencies between services are not exploited to the full.
- The national risk-based model for DVA is adult victim focused, and although evidence that protecting the adult victim does help protect their children, the complex nature of violence and abuse suggests an adult-led service can mask the needs and experience of children affected.
- The widely recognised problems practitioners face and the tensions and contradictions between Domestic Violence specialist services, Child Protection

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<sup>5</sup> References for national research: Co-ordinated Community Response Model [www.ccrm.org.uk/children&familyact](http://www.ccrm.org.uk/children&familyact); The Legislation in Practice DOH 2014; Home Office VAWG Strategy 2013; CAADA In Plain Sight 2014; NSPCC

and contact duties<sup>6</sup> requires robust and joined-up multi-agency approaches to violence and abuse, that are integrated into the new ways of working in Children and Families Services including MASH and Early Help.

- There is no investment in perpetrator schemes aimed at changing attitudes and behaviour in the city other than those mandated by court. There is little evidence of successful outcomes from traditional and established perpetrator programmes.
- Refuges in Southampton provide 20 bed spaces for short-term crisis accommodation for victims of DVA and their children. As part of informal reciprocal arrangements these occupants may not be local residents. Our local accommodation needs are therefore affected by refuge provision cross-border. Other factors such as the length of stay, the levels of risk and outcomes in terms of reduced re-victimisation also affects the effectiveness of this provision. Other safe housing options that enable victims and their children to stay in their own homes is often preferable. Local housing and homelessness responses, as well as new legislation to remove perpetrators from their homes for up to 28 days can positively change the way safe accommodation is delivered in the City. More analysis of the level of need in this area and potential to reduce this to shift resources to earlier intervention needs to be undertaken.
- There is no current network or forum co-ordinating the wide range of services that could be involved in this area, such as those at universal level (for example schools, primary health care) as well as local communities, service-users or survivors.

**Evidence tells us we need to set our Ambitions (Aims) as follows:**

**17. Put Safeguarding Children and Young People (CYP) at the Heart of our City-wide Ambition for Reducing Violence and Abuse:**

We need to provide both specialist support for CYP and families, and to improve identification and responses to violence and abuse within Universal and mainstream services that have contact with CYP. Local systems and processes for safeguarding children need to be part of clear pathways to support and integral to the partnership response to violence and abuse, for example joining-up MARAC and MASH. We need to address the emotional, psychological and physical harm to CYP of violence and abuse and should match responses to the child's developmental stages. Interventions that aim to strengthen the relationship between child and non-abusing parent, such as effective parenting and family Recovery programmes or therapeutic support are identified as effective in reducing harm. Our interventions need to reach young people including those experiencing violence and abuse in their own relationships.

**18. In light of the evidence that suggests childhood exposure to DV and child physical abuse are two of the most powerful predictors of both perpetrator and victimisation**

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<sup>6</sup> The Three Planets Model – Towards an Understanding of Contradictions in Approaches to Women and Children's Safety in the Context of Domestic Violence: Marianne Hester 2011

as an adult, interventions with CYP must address the longer-term harm caused by DVA. In addition, witnessing violence and abuse may increase the risks of broader family violence (child on parent), this familial abuse is also often a precursor to and cause of abuse in couples relationships later in life. Therefore, CYP interventions must seek to break the cycle of abuse.

19. **Establish More Preventative and Early Intervention Provision:**

While the Early Intervention Foundation (EIF) acknowledge a paucity of evidence-based preventative practice in this area, it is widely accepted that earlier intervention, both in early years of the child's life and as problems are emerging are most effective in terms of cost and outcomes. It is suggested by EIF that there is an imperative to develop a suite of stronger preventative practice including that targeted at perpetrators or those at risk of offending. This should include cognitive behaviour therapy, relationship and family work, early help with substance misuse treatment and all should be culturally specific.

20. We should be providing awareness campaigns and education in schools and youth settings that promote healthy relationships and challenge attitudes that tolerate violence as preventative measures. Evidence (Social Justice Centre) also suggests that universal and targeted well-being and mental health services available in schools can ensure children who have experienced DVA, receive the timely and non-stigmatising help they need to flourish. We should also ensure that existing early help interventions such as Family Nurse Partnerships, Early Help teams, parenting programmes and family work pro-actively includes identification, assessment and responses to gender-based violence. Local interventions should also specifically include males, for example in Family Man or other fathers' programmes.

21. **Have a Co-ordinated Community Response (CCR):**

CCR is a widely recognised blueprint against which local services can map provision and strengthen partnerships. It requires co-ordination of partner agencies, survivors, communities, families and friends of those experiencing DVA. In CCR there is a strong focus on ensuring effective co-ordination of responses to DVA that can be applied more widely to all types of gender-based abuse. Here we need to ensure effective partnership working, strategic and operational co-ordination, joint commissioning of services. A co-ordinated approach requires evidence that interventions and support reach and benefit those who find it difficult to access services including people from black and minority ethnic groups or with disabilities, older people, trans people and lesbian, gay or bisexual people and includes those with no recourse to public funds. Through strategic co-ordination quality assurance standards are set, monitored and performance measures are used to shape and change service delivery.

22. A CCR approach must also recognise the role of Universal Services, including Health settings, schools and voluntary sector provision, in identification of DVA and other gender-based violence, assessment and referral (Ask & Act approaches). Evidence suggests a single point of contact for professionals to get advice, co-

ordinated training and workforce development and clear multi-agency care pathways will significantly improve outcomes.

23. **Ensure We Protect and Prosecute:**

We need to co-ordinate multi-agency services and expertise to reduce risks to victims and their children, specifically reducing repeat victimisation and the longer term harm caused by violence and abuse. At the same time, we also need to ensure perpetrators are held to account, brought to justice and provided with opportunities for change in a way that maximises safety and reduces repeat offending.

24. **Establish a local delivery model** that includes our core “Ambitions” and what we have learnt from evidence as outlined above. The PIPPA model was developed locally as an Alliance between specialist Domestic & Sexual Violence services. It is a model, with core elements of Prevention, Intervention, Public Protection (and Alliance). It is proposed PIPPA is expanded to cover all gender-based and family violence and abuse, and adapted to ensure the interventions and activities identified here are co-ordinated and delivered.

25. The evidence shows the most effective risk reduction intervention for DVA at highest risk level is IDVA (Independent Domestic Violence Advocates) and MARAC (Multi-Agency Risk Assessment Conferences). Southampton performance from IDVA/MARAC support is above national average in terms of reducing repeat victimisation. Whereas numerous studies have failed to evidence effective outcomes from traditional perpetrator programmes (reduced risk of recidivism of only 5% after perpetrator interventions, with very high “drop out” rates 37-40%). Both nationally and locally, it is well recognised that new ways of working with perpetrators, including models that recognise co-offending (both parties offending) and situations where families remain together, need to be developed. This must include more effective, timely and appropriate risk assessment and a “menu” of interventions (rather than “one size fits all”). Skills development of key workers needs to include approaching and working with perpetrators. Some restorative justice models, including Family Group Conferences, are also identified as more effective than established perpetrator programmes. Partnership working must focus on serial and prolific perpetrators and increasing successful prosecutions.

26. Partnership working must also recognise and address the well-established links between Adult Mental Health, Substance Misuse and DVA. By harnessing expertise in these areas within a co-located partnership team, as well as ensuring violence and abuse are key elements of these commissioned services, improved collective responses and outcomes will result. Specifically, risk assessments must include identification of self-harm as well as perpetrator abuse, and support must be tailored to meet individual needs, including evidence-based treatment for those with mental health conditions.

## WHAT WE NEED TO DO NOW: THE PIPPA MODEL

27. The key actions required to develop and deliver of the new model are:

### **PREVENTION:**

To commission a co-ordinated Community and voluntary sector response that focuses on prevention & early intervention. This includes support to children and adults after violence or abuse has ceased to prevent recurrence of abuse or repeat behaviour (breaking cycles of abuse) and to address the longer-term harm caused. It also covers community involvement ensuring our diverse communities and vulnerable community groups are engaged and supported.

This element of Pippa includes:

- Education and public awareness across all forms of gender-based violence
- Recovery measures including group and therapeutic support or counselling with a focus on children and families
- Helplines or other access to advice
- Developing strong volunteer involvement, peer support and community-led approaches
- Access to advice and support particularly at medium risk levels, this will specifically include support to Sexual and Domestic Violence victims. This could include an Educator-Advocate model and will require work in Health settings as well as potentially other Universal Services such as schools.
- Elements of perpetrator interventions to compliment perpetrator work of the integrated partnership team.

It is estimated that this element of the PIPPA model will be funded through re-shaping currently commissioned and grant-aided services via Integrated Commissioning. This element of the model could be additionally supported by maximising external grant opportunities. This area of activity will also be supported through linked strategies and programmes, including the Prevention & Early Intervention Strategy, commissioned Parenting Programmes, HeadStart (including activities to promote emotional well-being and resilience in schools) and Families Matter (Troubled Families).

### **INTERVENTION:**

To establish a strong multi-agency team that will bring together statutory partners to directly provide comprehensive interventions for Domestic Violence and Abuse and other types of violence experienced by victims and their families at high and medium (and crime) risk levels. This part of the model will also co-ordinate partner responses to other forms of gender violence and abuse. This new team will develop and deliver new interventions to change perpetrator behaviours and reduce re-offending. The focus here will include safeguarding children and young people through improved joint practice across services & agencies.

This element includes:

- Strategic co-ordination of Gender-based Violence & Abuse including oversight of service responses and activities; performance management and quality assurance, delivery of this Strategy and governance arrangements.
- Direct response to reduce risks to victims and their children at high or medium (and crime) risk of harm from Domestic Violence, Sexual Violence, Forced Marriage, HBV or Family Violence.
- This will include IDVA (Independent Domestic Violence Advocates) team and ISVA (Independent Sexual Violence Advocate) functions.
- Joint working with Police and Probation to maximise use of civil and criminal justice remedies; increase successful prosecutions, and reduce re-offending.
- Perpetrator work – casework and group work challenging and changing patterns of behaviour, where safe and appropriate as part of a whole family response
- Workforce development-training, systems and pathways to support to integrate and strengthen safeguarding children and adults in this area through joint work with Early Help and specialist social work teams
- Close links with Housing and homeless services to provide a breadth of safe housing options.
- Drawing on expertise in Adult Mental Health and Substance Misuse to ensure effective co-ordinated responses to need.
- Close working with Public Health and Health partners to ensure joint work with Health providers and outcomes relate to Health prevention and promotion.

28. **PUBLIC PROTECTION:** To strengthen multi-agency partnership working to identify and assess risks, protect victims and hold perpetrators to account for their behaviour.

This element includes:

- Review and development of an integrated MARAC/MASH
- Strengthening MAPPA and Integrated Offender Management links to the Pippa model
- Developing through new partnership arrangements better means of identifying and pursuing priority, multiple and/or serial perpetrators
- Ensuring effective and maximum use of new powers and legislation such as DV Protection orders (to remove and keep perpetrators from their homes for up to 28 days – to provide time for victims to determine options and actions)
- Refuge provision for DV victims and their children in crisis

29. Most costs attached to these elements of the Model (Intervention and Public Protection), are already part of mainstream partnership work, although the Refuge provision is part of existing commissioned services. By bringing key partners together under a co-located, multi-agency team, there will be cost efficiencies as well as improved outcomes. Although most of the resources for this element will be achieved through reshaping existing staff and resources, additional funding will be identified, for example from the Office of the Police & Crime Commissioning, Troubled Families and other external funding streams.



30. **ALLIANCE:** The Alliance is both specialist services working together, plus a wide forum of partner agencies and communities joining up under the 'Co-ordinated Community response' model.

This element includes:

- Statutory and voluntary sector services co-managing and staffing the PIPPA single point of contact for advice and referral, including case support.
- Cross-sector training for professionals.
- Co-ordinated development and delivery of parenting programmes.
- Development and co-ordination of networks and forums supporting gender-based violence.
- Communications, campaigns and increasing the profile of Southampton against Violence & Abuse.

### 31. **MAKING A DIFFERENCE: OUTCOMES**

Appendix 1 provides a table of outputs and outcomes. The core outcomes include:

- Reduce harm.
- Reduce risks to safety.
- Increase earlier identification and responses.
- Reduce repeat victimisation and repeat offending.
- Lower the threshold for intensive, specialist support.
- Reduce escalation of safeguarding/child protection following interventions.

### 32. **HOW WE GET THERE:**

A separate Implementation Plan is available. This provides details of the next stage of development and delivery.

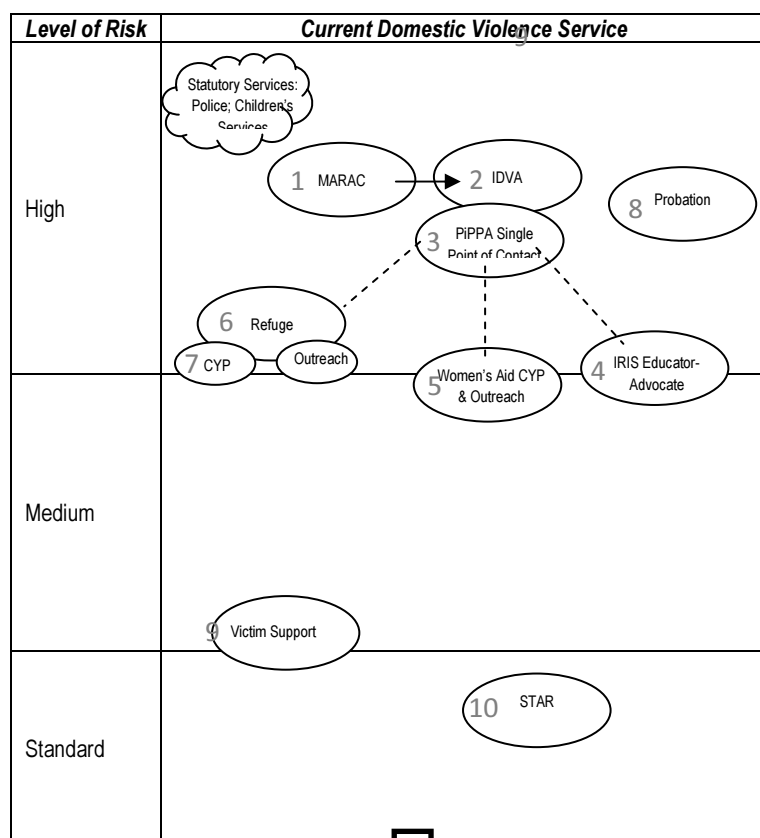
Appendices 2 and 3 show the current map of provision for DVA and the proposed new model.

The key elements to implementation will be a single commissioning framework for specialist provision in the voluntary sector, plus the development of a new single, co-ordinated multi-agency team to provide robust, intensive, specialist responses, together with development of the co-ordination and alliance of services and agencies to oversee this Plan and all activities under it.

## APPENDIX1: SOUTHAMPTON AGAINST VIOLENCE & ABUSE OUTPUTS & OUTCOMES

<b>Co-ordination</b>	<b>PIPPA ALLIANCE</b> <ul style="list-style-type: none"> <li>• Co-ordination and oversight of all violence and abuse responses, activities and issues.</li> <li>• Established forum and networks.</li> <li>• Single governance route.</li> <li>• Co-ordinated communications, messages and profiles.</li> <li>• Single point of contact for professionals.</li> </ul>										
<b>Type</b>	Domestic Violence & Abuse	Sexual Violence	Honour-Based Violence	Family Violence (child-parent; siblings)	Forced Marriage	Stalking	Female Genital Mutilation	Human Trafficking	Child Sexual Exploitation		
<b>Response</b>	<ul style="list-style-type: none"> <li>• Integrated commissioning of specialist provision in the voluntary sector under a single framework.</li> <li>• Multi-agency team of statutory and specialist partners.</li> <li>• MASH and single front door for DV referrals (medium-high risk) and safeguarding concerns.</li> <li>• MARAC – integrated with MASH.</li> <li>• Clear care and support pathways.</li> </ul>						<ul style="list-style-type: none"> <li>• Lead Health</li> <li>• Co-ordinated under PiPPA</li> <li>• Multi-agency action plan &amp; protocols</li> </ul>		<ul style="list-style-type: none"> <li>• Lead LSCB</li> <li>• Own process and procedures</li> <li>• Own strategy</li> </ul>		
<b>Outputs</b>	<ul style="list-style-type: none"> <li>• Identification, assessment and referral from a wide range of services, agencies and earlier (in risk levels).</li> <li>• Reduced time between MARAC and MASH; multi-agency decisions; agreed prioritisation and referred swiftly.</li> <li>• Agreed city-wide common tool for risk assessment; consistently match to child &amp; adult risk assessment</li> <li>• Increase range and types of safe housing options.</li> <li>• Longer-term tracking of children and young people from MARAC (and high) risk to monitor outcomes.</li> <li>• Increase in provision especially at prevention and early help stages.</li> <li>• Increase in multi-agency and community participation.</li> <li>• Increase in provision and options for working with perpetrators.</li> <li>• Increase in public awareness of the issues and knowledge of where to go for advice.</li> </ul>										
<b>Outcomes</b>	<ul style="list-style-type: none"> <li>• Reduce risks and increase safety.</li> <li>• Reduce repeat victimisation.</li> <li>• Reduce re-offending.</li> <li>• Reduce child protection escalation after intervention and repeat Child Protection referrals.</li> <li>• Increase successful prosecutions and use of sanctions for perpetrators.</li> <li>• Increase percentage of earlier identification and interventions.</li> <li>• Increase engagement with services, including across equality strands and city locations..</li> <li>• Reduce demand for crisis housing.</li> <li>• Evaluation of cost savings.</li> </ul>										

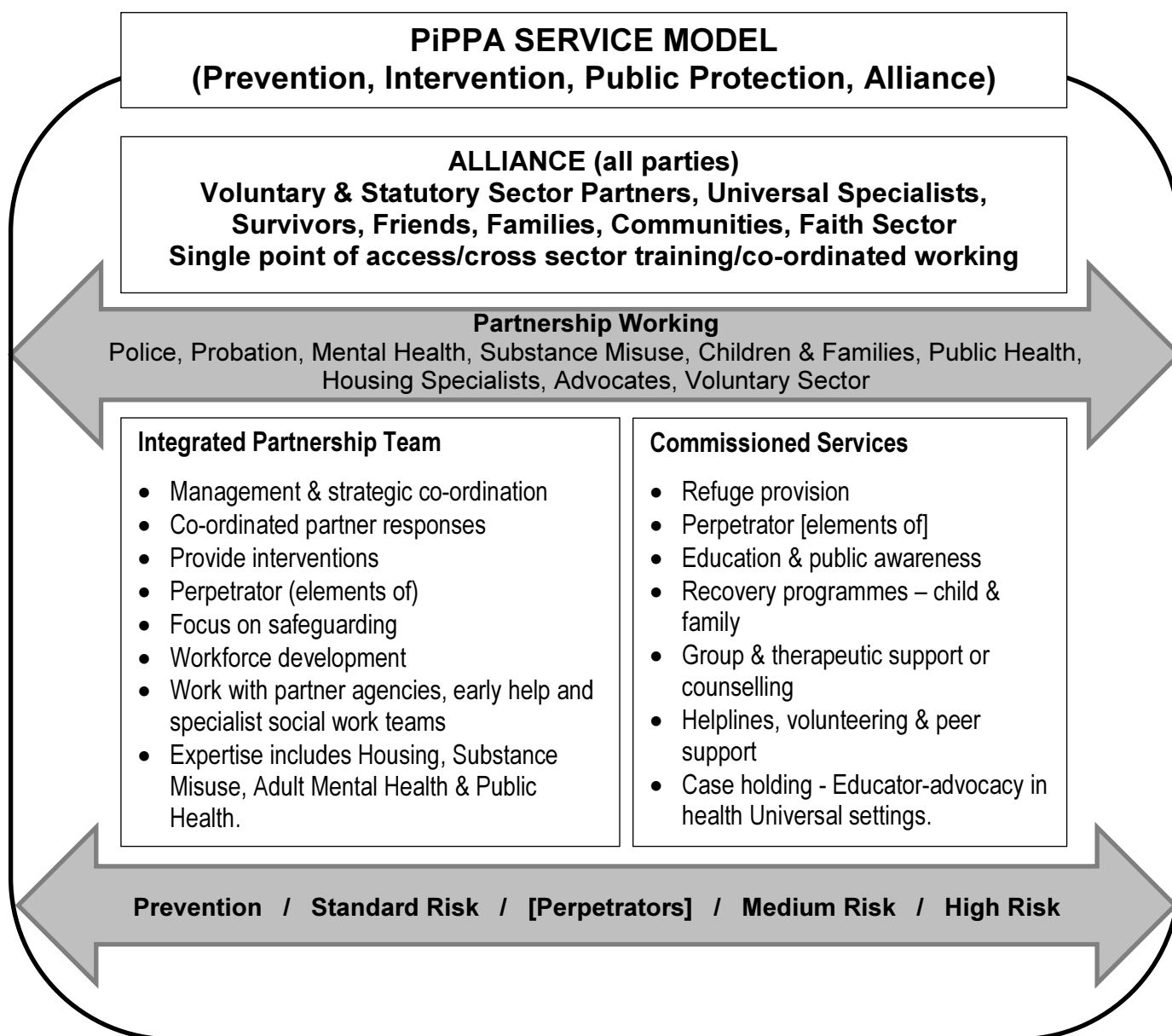
## APPENDIX 2: Current DV & SV Provision



- Disparate services predominantly at high risk level.
- No joining up with statutory partners.
- No co-ordination.
- No agreed priorities and focus.

Key Services:		Provider:
MARAC	Multi-agency risk assessment conferences. Part of risk based model. Key agencies meet fortnightly to jointly assess risks and action plan. Highest risk cases only services involved.	Multi-agency
IDVA	SCC high risk DV service. Part of risk based model. Also provide PiPPA = single point of contact for agencies.	Southampton CC
PIPPA	DV services alliance. Collaborative working between services especially IDVA, Women's Aid, Stonham (refuge provider) and Rap Crisis. Provide agency advice line. Case holding referrals; training & support to agencies.	Southampton CC & other DVA Providers
IRIS	DV education and advocacy project. Provides training & direct referral to GP's.	NHS & Southampton CC: Voluntary Sector Provider
Women's Aid	Voluntary sector organisation provides helpline, outreach, grant funded CYP programmes.	Voluntary Sector
6 Refuges	Refuge provision in the city, bed spaces plus an Outreach Worker.	Southampton CC commissioned Housing Provider
7 CYP Outreach	Support to CYP in refuge or recently in refuge.	Southampton CC commissioned
8 Probation IDAPT	Perpetrators programme for offenders as part of licence.	Probation
9 Victim Support	National voluntary sector provides contact and advice to standard risk victims.	Voluntary Sector
10 STAR	Voluntary sector, works with young people about positive relationships and safety.	Voluntary Sector

## APPENDIX 3: PiPPA Model



The new delivery model:

- Co-ordinates all services and provision.
- Shifts resources and interventions to prevention and early help.
- Joins up statutory partners and expertise.
- Works to agreed priorities and outcomes.



## Equality and Safety Impact Assessment Appendix 2

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 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.

<p><b>Name or Brief Description of Proposal</b></p>	<p>To commission services to provide Prevention, Early Intervention, refuge and perpetrator services as part of a wider Domestic Violence integrated service model. This will use existing revenue from all current contracts and grant funding and will involve a redeployment of funds from refuge provision to support the development of community based services to reflect the need to support more victims to remain in their homes and local community networks.</p>
<p><b>Brief Service Profile (including number of customers)</b></p>	<p>The new service will provide a firm foundation, through a single procurement process, to establish the foundation for prevention, early intervention, refuge and perpetrator work to be undertaken in the community setting. The services are designed to respond to a range of challenges and gaps identified in the delivery of domestic violence services in Southampton. In particular the need for local services to prevent or reduce the impact of domestic violence by intervening earlier and reducing the number of cases escalating to high-risk situations. In addition, the service will increase attention on removing the perpetrator from the situation rather than forcing the victim and their children to flee to temporary accommodation and education.</p> <p>Early intervention will also seek to break the cycle of intergenerational abuse. The services will provide a continuum of support to victims, especially at medium-risk level to either prevent escalation to high risk, or where support has been provided in high risks situations, offering a continuum of support (step down), thereby preventing them from escalating back to high risk.</p> <p>The commissioned services will expand on current provision to provide</p> <ul style="list-style-type: none"> <li>• A co-ordinated Community and voluntary sector response that focuses on prevention &amp; early intervention and involve             <ul style="list-style-type: none"> <li>○ Education and awareness</li> <li>○ Identification and access to advice and support</li> <li>○ Community development: volunteering and support</li> <li>○ Recovery: group and therapeutic support and counselling</li> </ul> </li> <li>• refuge spaces within Southampton and</li> <li>• Perpetrator service, in liaison with Hampshire wide perpetrator services.</li> </ul>

	<p>There is a strong case for change. Southampton needs to make changes to address the volume of DASV, which is substantially above national average; Southampton has more than twice the national average high-risk cases (going to Multi Agency Risk Assessment Committee, MARAC); above national average reporting rates - locally 5.2% of the female population report Domestic Violence and Abuse (DVA) to the police compared to 3.6% nationally. There were 4,702 DVA calls to police last year. In Southampton there are twice as many children of high-risk victims than national average; 606 in 2012/13, 878 in 2013/14 (ONS National violence Against Women and Girls Strategy) – compared to national average of 289 for the same period. There were 217 victims reporting sexual violence to the police in 2012/13 and 236 in 2013/14. There were 1,605 calls to Rape Crisis Helpline in 2012/13 and 2,611 in 2013/14.</p> <p>The impact of violence and abuse on public services is very high. In Southampton (Children and Families Services in 2012/13) 28% of safeguarding referrals had DVA as a factor; Child Protection Conferences include DVA in 80% of cases – this is around 10% higher than similar national case profiles. DVA accounts for around 20% of violent crime in Southampton (Strategic Assessment 2012), which is higher than national average and this is reflected in Southampton’s poor comparative position for violent crime against other most similar cities.</p>
<b>Summary of Impact and Issues</b>	There will be an increase level of support and services to individuals and families at low to medium levels of domestic abuse and sexual violence (DASV). There will be increased focus and services to work with perpetrators, enabling more families and individuals to remain in their own home safely and correspondingly fewer refuge spaces available for people, including families, from other areas.
<b>Potential Positive Impacts</b>	<p>Significant increase in raising awareness and education to prevent DASV, resulting in fewer people remaining in, or accepting unhealthy relationships.</p> <p>Individuals, children and families will be able to remain in their own homes as a result of increased support to them, and improved approaches to removing and supporting perpetrators.</p> <p>Services will be prioritised for local residents, enabling individuals from different backgrounds (gender, transgender and ethnicity) to access appropriate levels of support.</p> <p>Reduction in harm to individuals and families resulting from earlier intervention and support, contributing to an individual’s wellbeing as well as overall improvements for Southampton residents.</p>
<b>Responsible Service Manager</b>	Sandra Jerrim, Senior Commissioner, Integrated Commissioning Unit (ICU)
<b>Date</b>	30.01.2015

<b>Approved by Senior Manager</b>	
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<b>Signature</b>	
<b>Date</b>	

### Potential Impact

<b>Impact Assessment</b>	<b>Details of Impact</b>	<b>Possible Solutions &amp; Mitigating Actions</b>
<b>Age</b>	No negative impact, increased community services will benefit all ages, including children and older victims.	
<b>Disability</b>	No negative impact, increased community services will be able to offer increased personalised support to individuals, including those with disabilities.	
<b>Gender Reassignment</b>	No negative impact, increased community services will be able to offer increased personalised support to individuals and help address any local stigma and barriers.	
<b>Marriage and Civil Partnership</b>	No negative impact, increased community services will be able to offer increased personalised support to individuals and help address any local stigma and barriers.	
<b>Pregnancy and Maternity</b>	No negative impact, increased community services will be able to offer increased personalised support to individuals and help ensure continuity of care during pregnancy.	
<b>Race</b>	No negative impact, increased community services will be able to offer increased personalised support to individuals, located within suitable community networks and culturally relevant settings.	
<b>Religion or Belief</b>	No negative impact, increased community services will be able to offer increased personalised support to individuals, located within suitable community networks and culturally relevant settings.	
<b>Sex</b>	No negative impact, increased community services will be able to offer increased personalised support to individuals, including men.	
<b>Sexual</b>	No negative impact, increased	

<b>Orientation</b>	community services will be able to offer increased personalised support to individuals and help address any local stigma and barriers.	
<b>Community Safety</b>	No negative impact. Increased support and focus on perpetrators can only improve local community safety. This may involve behaviour change or prosecution as appropriate.	
<b>Poverty</b>	No negative impact as increased community based services will be available for all socio-economic groups, including those disproportionately impacted by DASV and from lower socio-economic areas in Southampton.	
<b>Other Significant Impacts</b>	<p>Reduction in refuge spaces could result in reduced access to safe accommodation being experienced by local residents</p> <p>Reduction in refuge spaces could result in reduced access to safe accommodation being experienced by individuals or families from other areas.</p>	<p>Setting priority criteria will ensure access to local families is retained.</p> <p>This will be supported by greater use of target hardening approaches, working with housing to secure permanent accommodation quicker and increased focus on perpetrators.</p> <p>Southampton will continue to contribute a reasonable level of refuge spaces to the national resource of refuge spaces.</p>