

# Public Document Pack

## Cabinet

Tuesday, 19th December, 2023  
at 4.30 pm

**PLEASE NOTE TIME OF MEETING**

**Council Chamber, Civic Centre**

### Members

Leader – Councillor Kaur

Deputy Leader and Cabinet Member for Adults, Health  
and Housing – Councillor Fielker

Cabinet Member for Finance and Change – Councillor  
Letts

Cabinet Member for Economic Development – Councillor  
Bogle

Cabinet Member for Environment and Transport -  
Councillor Keogh

Cabinet Member for Children and Learning – Councillor  
Winning

Cabinet Member for Communities and Leisure–  
Councillor Kataria

Cabinet Member for Safer City – Councillor Renyard

(QUORUM – 3)

### Contacts

Cabinet Administrator

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Director of Legal, Governance & HR

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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 or other IT to silent whilst in the meeting.

### **Use of Social Media**

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

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

### **Municipal Year Dates (Tuesdays)**

<b>2023</b>	<b>2024</b>
13 June	16 January
18 July	6 February
15 August	20 Feb (budget)
19 September	19 March
17 October	16 April
14 November	
19 December	

### **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.

Southampton: Corporate Plan 2022-2030 sets out the four key outcomes:

- Communities, culture & homes - Celebrating the diversity of cultures within Southampton; enhancing our cultural and historical offer and using these to help transform our communities.
- Green City - Providing a sustainable, clean, healthy and safe environment for everyone. Nurturing green spaces and embracing our waterfront.
- Place shaping - Delivering a city for future generations. Using data, insight and vision to meet the current and future needs of the city.
- Wellbeing - Start well, live well, age well, die well; working with other partners and other services to make sure that customers get the right help at the right time

## **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.

### **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.

## **Other Interests**

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

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

Any public authority or body exercising functions of a public nature

Any body directed to charitable purposes

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

## **Principles of Decision Making**

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

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

In exercising discretion, the decision maker must:

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

## AGENDA

### 1 **APOLOGIES**

To receive any apologies.

### 2 **DISCLOSURE OF PERSONAL AND PECUNIARY INTERESTS**

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

## **EXECUTIVE BUSINESS**

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

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

Record of the decision making held on 29<sup>th</sup> November, 2023, 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.

## **ITEMS FOR DECISION BY CABINET**

### 8 **PROTECTION OF GREEN SPACES/AMENITY SPACE IN COUNCIL HOUSING ESTATES** □ (Pages 5 - 18)

To consider the report of the Cabinet Member for Adults, Health and Housing seeking approval to change the current policy of the sale of green spaces, or amenity / garden land commonly found within Southampton Council housing estates.

### 9 **MINERALS AND WASTE PLAN: PROPOSED SUBMISSION** □ (Pages 19 - 30)

To consider the report of the Cabinet Member for Economic Development seeking approval for the proposed submission version of the Minerals and Waste Plan, which if approved will be subject to formal consultation/ independent examination prior to

adoption.

**10 FINANCIAL POSITION UPDATE** □ (Pages 31 - 50)

Report of the Cabinet Member for Finance and Change detailing the Council's current financial position.

**11 HOMELESSNESS AND ROUGH SLEEPING STRATEGY 2024-2029** □ (Pages 51 - 202)

To consider the report of the Cabinet Member for Adults, Health and Housing, seeking approval of the new Homelessness and Rough Sleeping Strategy 2024-2029.

**12 COURT LEET PRESENTMENTS 2023** (Pages 203 - 220)

To consider the report of the Director of Governance, Legal and HR detailing the Presentments accepted at Court Leet, actions taken to date and Cabinet Members or Officers identified to lead on the responses and any further action.

**13 MEMORIALS POLICY** □ (Pages 221 - 290)

To consider the report of the Leader of the Council relating to a new Memorials Policy for Southampton.

**14 DISSOLUTION TO TERMINATE PSP SOUTHAMPTON LLP** (Pages 291 - 294)

To consider the report of the Cabinet Member for Economic Development seeking approval for the dissolution to terminate PSP Southampton LLP.

Monday, 11 December 2023

Director – Legal, Governance and HR

SOUTHAMPTON CITY COUNCIL  
EXECUTIVE DECISION MAKING

RECORD OF THE DECISION MAKING HELD ON 29 NOVEMBER 2023

Present:

Councillor Kaur	-	Leader
Councillor Fielker	-	Deputy Leader and Cabinet Member for Adults, Health and Housing
Councillor Bogle	-	Cabinet Member for Economic Development
Councillor Letts	-	Cabinet Member for Finance and Change
Councillor Kataria	-	Cabinet Member for Communities and Leisure
Councillor Keogh	-	Cabinet Member for Environment and Transport
Councillor Winning	-	Cabinet Member for Children and Learning

Apologies: Councillor Renyard

18. EXECUTIVE APPOINTMENTS

Cabinet approved the appointment of Councillor Lambert to replace Councillor Quadir as the Council's representative at King Edwards School.

19. CLIMATE CHANGE STRATEGY AND ACTION PLAN.

DECISION MADE: (CAB 23/24 40221)

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

- (i) To adopt the Climate Change Strategy and Action Plan 2023-2030.
- (ii) To delegate authority to the Executive Director of Place, following consultation with the Leader and Cabinet Member for Environment and Transport, to update the Strategy and Action Plan and make amendments, as long as they do not change its core value or have financial implications, so that all implementation, delivery and management requirements continue to be sufficient and effective.

20. UK100 MEMBERSHIP

DECISION MADE: (CAB 23/24 40223)

On consideration of the report of the Cabinet Member for Environment and Transport, Cabinet approved Southampton City Council's membership of UK100 and delegate authority to the Executive Director for Place to sign their Net Zero Pledge subject to the adoption of its Climate Change Strategy and Action Plan and, to renew the membership

annually following consultation with the Cabinet Member for Environment and Transport.

## 21. BUDGET MATTERS - MEDIUM TERM FINANCIAL STRATEGY UPDATE

DECISION MADE: (CAB 23/24 41451)

On consideration of the report of the Cabinet Member for Finance and Change, Cabinet approved the following:

### General Fund – Revenue

- i) Notes the updated budget position, progress made on the financial strategy and MTFs forecast.
- ii) Notes the savings proposals being consulted upon set out in paragraphs 33, 34, 40 and 41, and the full list of tranche 3 cost control and future savings measures set out in appendix 5.
- iii) Notes initial work on transformation costs (see paragraph 43 and table 6).
- iv) Agrees to the receipt of additional in-year grants from Government as set out in paragraph 70. The grants are: Short Breaks (£979k); Family Safeguard Model (£514k); Wraparound Childcare programme (£1,181k).
- v) Notes the consequence of not having a balanced budget, in terms of the option to seek Exceptional Financial Support from Government (see paragraphs 82 to 88) and what may ensue should a section 114 notice be required (see paragraphs 89 to 95).
- vi) Notes the financial risks as set out in the risk management section (paragraphs 106 to 120) and Appendix 8.

### Capital Programme

- vii) Note the revised General Fund Capital Programme, which totals £234.62M as detailed in paragraph 46.
- viii) Note the HRA Capital Programme is £255.70M as detailed in paragraph 46.
- ix) Approve the addition and spend of £2.15M to the Children & Learning programme in 2023/24 and 2024/25, as detailed in paragraphs 47 to 49 and Appendix 6.
- x) Approve the virements of £2.69M in the Place programme, as detailed in paragraphs 50 to 51 and Appendix 6.
- xi) Approve the addition and spend of £0.78M to the Place programme in 2023/24, as detailed in paragraph 52 and Appendix 6.
- xii) Approve the reduction of £6.92M to the Place programme in 2024/25, as detailed in paragraphs 53 and 54 and Appendix 6.
- xiii) Approve the addition and spend of £0.45M to the Wellbeing & Housing programme in 2023/24, as detailed in paragraph 55 and Appendix 6.
- xiv) Approve the reduction of £0.22M to the Wellbeing & Housing programme in 2023/24, as detailed in paragraph 56 and Appendix 6.
- xv) Approve slippage of £7.25M within the General Fund programme, as detailed in paragraphs 57 to 59 and Appendix 7.

- xvi) Approve slippage of £11.95M within the HRA programme, as detailed in paragraphs 57 to 59 and Appendix 7.
- xvii) Note that the capital programme remains fully funded up to 2027/28 based on the latest forecast of available resources although the forecast can be subject to change; most notably regarding the value and timing of anticipated capital receipts and the use of prudent assumptions of future government grants to be received. However, the funding assumed for the programme includes borrowing costs and as noted in this report, the revenue budget which includes capital financing, is not balanced. It is also important to note that in times of rising interest rates, inflationary pressures and future budget shortfalls the capital programme needs to be kept under review.

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# Agenda Item 8

<b>DECISION-MAKER:</b>	CABINET
<b>SUBJECT:</b>	PROTECTION OF GREEN SPACES / AMENITY SPACES IN COUNCIL HOUSING ESTATES
<b>DATE OF DECISION:</b>	19 DECEMBER 2023
<b>REPORT OF:</b>	<b>COUNCILLOR Fielker</b> <b>CABINET MEMBER FOR Adults, Housing &amp; Health</b>

<b><u>CONTACT DETAILS</u></b>			
<b>Executive Director</b>	<b>Title</b>	Executive Director, Wellbeing & Housing	
	<b>Name:</b>	<b>Claire Edgar</b>	Tel: 023 8083 3045
	<b>E-mail</b>	<b>Claire.Edgar@southampton.gov.uk</b>	
<b>Author:</b>	<b>Title</b>	Service Manager: Asset Management	
	<b>Name:</b>	<b>Ola Onabajo</b>	Tel: 023 8091 7809
	<b>E-mail</b>	Ola.onabajo@southampton.gov.uk	

## **STATEMENT OF CONFIDENTIALITY**

Not Applicable

## **BRIEF SUMMARY**

This report considers the protection of green spaces, or amenity / garden land, commonly found within Southampton Council housing estates. These are typically parcels of green space land incorporated as part of the original design of the estates at the end of individual rows of homes to create additional space either side of roads or public footpaths. The report recommends changing the current policy, and only permit the sale of this land in exceptional circumstances.

## **RECOMMENDATIONS:**

(i)	To adopt a new policy that protects amenity land / green spaces in housing estates, and only enables the sale of such land in exceptional circumstances. Exceptional circumstances will relate to the provision of access needed or land required for adaptations for disabilities.
(ii)	To delegate authority to the Executive Director, Wellbeing & Housing following consultation with the Cabinet Member for Housing, Adults & Health to make any minor changes to the policy during its life span.
(iii)	To delegate authority to the Executive Director Well-being & Housing following consultation with the Cabinet Member for Housing, Adults & Health, to take all necessary actions to give effect to the above recommendations.

## **REASONS FOR REPORT RECOMMENDATIONS**

1.	The purpose of this report protection of Council owned green spaces, or amenity / garden land commonly found within Southampton Council housing estates, by ceasing the sale of these parcels of land, except in cases mitigating disability related accessibility issues.
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2.	Since 2012, residents have had the opportunity to purchase amenity land to extend their homes / gardens, and in some cases, purchases have been used for the development of an additional property. Prior to this date, residents could negotiate short term licences.
3.	However with the launch of <a href="#">The Green City Plan 2030</a> the Charter sets out the importance of the protection and enhancement of the natural environment, and green spaces, and this is also the position set out in the adopted Development Plan. The Strategic Planning Team is seeking to strengthen all environmental policies as part of the emerging Southampton City Vision Local Plan to tackle key issues relating to climate change, ecology/biodiversity, and health. Hence, the review of the local plan along with the Green City charter creates an opportunity to review the current amenity land sale policy.
<b>ALTERNATIVE OPTIONS CONSIDERED AND REJECTED</b>	
4.	<p>The following option was considered:</p> <ul style="list-style-type: none"> <li>• Continue with the existing approach to the sale of amenity / garden land.</li> <li>• Allow residents to continue to negotiate licences for land use.</li> </ul> <p>These options were rejected due to the inconsistency with the Council's Green City Plan 2030 commitments, and the officer time involved in continuing with the current approach.</p>
<b>DETAIL (Including consultation carried out)</b>	
5.	In February 2012, Cabinet approved a report ( <a href="#">Cabinet Report February 2012</a> ) which set out a process for the sale of Housing Revenue Account (HRA) amenity land. The report explained how the Council had for many years, allowed tenants, leaseholders, and property owners on Council estates to acquire interests over infill pieces of HRA land.
6.	<p>With the 2019 launch of <a href="#">The Green City Plan 2030</a> and Charter, the Council now has more pressing considerations related to the protection / preservation of green spaces including:</p> <ul style="list-style-type: none"> <li>• The use of green spaces as mitigation for climate change, for example providing space to plant wildflowers or trees</li> <li>• The use of green spaces as areas for sustainable urban drainage, such as a rain garden and surface water runoff.</li> </ul>
7.	<p>Prior to 2012, these green spaces were subject to licence negotiations for use, however the 2012 policy change enabled residents to apply to purchase amenity land, with each application considered on its individual merits. The policy required, among other things, consideration of the following:</p> <ul style="list-style-type: none"> <li>• Any Council proposals for the specific space and/or the area in general</li> <li>• The impact of any sale upon the management and maintenance of the Estate</li> <li>• The loss of open space (if any) involved.</li> <li>• Potential impact on neighbours</li> <li>• The wider public benefit or harm</li> <li>• Environmental impact</li> </ul>
8.	The current application procedure involves significant officer time to process each application, including information gathering on the parcel of land being applied for, photographs & site plans and, carrying out a consultation of officers across Housing Management, City Services and Estates Regeneration.
9.	Consideration is given to all the issues as outlined in paragraph 7, alongside considerations related to the protection & preservation of green spaces, as outlined within

	<a href="#">The Green City Plan 2023</a> . In some instances, and depending on the site, the relevant Cabinet and Ward Members are also involved in the consultation.																				
10.	Based on the outcome of the consultation, if a decision is reached to sell the amenity land, that decision is delegated to the Head of Corporate Estate & Assets, under the delegated powers outlined in the Council's Constitution.																				
11.	At the beginning of each application process, the applicant pays a fee for their request to be considered. The related enquiries received & applications made breakdown thus: <table border="1" data-bbox="279 539 1342 831"> <thead> <tr> <th></th> <th>Enquiries received</th> <th>Applications made</th> <th>Application progressed to sale</th> <th>Sale completions / Licences</th> </tr> </thead> <tbody> <tr> <td>2016 - 2019 (limited data available)</td> <td></td> <td>33</td> <td></td> <td>17</td> </tr> <tr> <td>2019 - 2022</td> <td>152</td> <td>54</td> <td>2</td> <td>1</td> </tr> <tr> <td>2022 - 2023</td> <td>22</td> <td>10</td> <td>2</td> <td>2</td> </tr> </tbody> </table>		Enquiries received	Applications made	Application progressed to sale	Sale completions / Licences	2016 - 2019 (limited data available)		33		17	2019 - 2022	152	54	2	1	2022 - 2023	22	10	2	2
	Enquiries received	Applications made	Application progressed to sale	Sale completions / Licences																	
2016 - 2019 (limited data available)		33		17																	
2019 - 2022	152	54	2	1																	
2022 - 2023	22	10	2	2																	
12.	This demonstrates that majority of applications are not progressed because in a significant number of cases, the criteria for sale approval is not met. In cases where applications are refused, such refusals often lead to long drawn-out complaints. These complaints place further pressure on stretched resources and take up officers' time.																				
13.	Principally, this sale of amenity land activity does not allow the Valuation & Estates Team to focus their work on activity that will lead to the growth of the city and income for the Council. The Council's Valuation & Estates Team deals with the garden / amenity land sales, and the activity involved takes up time that could be spent on crucial income generating activity like lease renewals and rent reviews for the commercial portfolio, both activities which the team are currently behind on.																				
14.	Rent reviews, which are an evaluation of a current commercial lease, are very time consuming. Typically the review takes into consideration the condition of the property, and current market to negotiate an increase in the rent that the tenant / leaseholder will pay to the Landlord. These are income generating, negotiation activity that the Valuation & Estates Team have with the tenant / leaseholder on behalf of the Council.																				
15.	Reallocating the time spent on administering amenity / garden land sales will allow the reallocation of time to lease / rent reviews and other similar income generating activity for the Council.																				
16.	Over the last few years most applications that have been submitted have been unsuccessful, but whilst the policy remains in place there is a requirement for the Council to continue to take the £100 application fee and process applications. This results in disappointment to members of the public.																				
<b>RESOURCE IMPLICATIONS</b>																					
<b><u>Capital/Revenue</u></b>																					
17.	The sale of amenity land generates minor income for the City Council, and this is outlined within the table below:																				

2016 - March							
2019	2019/20	2020/21	2021/22	2022/23	2023/24		
£ 400.00	£ 5,000.00	£ 700.00	£ 700.00	£ 600.00	£ 900.00		
£ -	£ 2,300.00	£ -	£ -	£ -	£ -		
£ -	£ -	£ -	£ -	£ -	£ -		
£ -	£ -	£ -	£ -	£ -	£ -		<b>Total GLA income (2019 to 2023)</b>
£ 400.00	£ 7,300.00	£ 700.00	£ 700.00	£ 600.00	£ 900.00	£	<b>10,600.00</b>

However, the process involves significant officer time, which when quantified outweighs this minor income.

18. The table below demonstrates the per annum cost equivalent of the time spent administering the application process, as it currently stands. Note however, that this table does not account for management time spent reviewing the applications, cross Council department consultation time spent reviewing the detail of the applications, nor further officer time spent dealing with complaints in instances where applications have been refused:

Estates Support Officer role:	4 hours per week
Estate Surveyor role:	1 hour per week
Total cost equivalent of time spent per week	£ 149.32
Total cost equivalent of time spent per annum (52 wks)	£ 7,764.64
Total cost equivalent of time spent from 2016 to 2023 (416 wks)	£ <b>62,117.12</b>
Total income received from sale of amenity land from 2016 to 2023	£ <b>10,600.00</b>

19. From 2016 to date, a total income of £10,600 has been received in relation to the policy, however it is important to note that the income collected falls short of covering the FTE officer time to process applications, the surveyor time to visit the site and take photos of the areas in question, and the number of other officers' input to respond to the related consultation.

20. The overwhelming evidence demonstrates that the current approach does not represent value for money to the Council, or fairness to members of the public.

**Property/Other**

21. In isolation, the individual requests for parcels of land at first glance appear minimal. However it is not improbable to estimate that the Council risks losing on average circa 1500sqm of land per request made. If that figure continues and those requests proceed to successful sales, the Council could lose almost 1.5ha of land, which equates to about 2 football pitches.

22. Consequently, it is crucial to ensure that the city retains green spaces to serve as climate change mitigation and adaptation measures, such as large trees (shading, reducing ambient air temperatures, intercepting rainfall, intercepting air pollution), swales (managing surface water run-off) and meadows (intercepting rainfall, slowing surface water run-off, enhancing biodiversity).

23. Green verges provide space for tree planting which enables:

- Regulation of microclimate – keeping buildings warm in winter and cool in summer
- Carbon sequestration
- Rainfall attenuation
- Pollution control

	<ul style="list-style-type: none"> <li>• Improved biodiversity</li> <li>• Improved amenity space</li> </ul>
<b>LEGAL IMPLICATIONS</b>	
<b><u>Statutory power to undertake proposals in the report:</u></b>	
24.	Section 1 of the Localism Act 2011 – general power of competence - gives the local authority power to do anything that individuals generally may do, subject to certain prohibitions, none of which are applicable here with regard to the proposal to change the existing policy. Housing land may be disposed of under powers contained in S32 Housing Act 1985 and there is a general consent issued by the secretary of state in certain circumstances”.
<b><u>Other Legal Implications:</u></b>	
25.	In the discharge of its duties, the Council must pay regard to its obligations pursuant to the Equality Act 2010 the Public Sector Equality Duty, as set out in s149 of this Act. An Equality and Safety Impact Assessment (inserted as Appendix 4) has been completed to inform the recommendations.
26.	The current policy cannot be paused, and it must remain in place until formally changed by a Cabinet decision. Each application must be considered in accordance with the existing approach, and all applications already within the system will continue through the process
<b>RISK MANAGEMENT IMPLICATIONS</b>	
27.	The option not to sell amenity / garden land or only restricting sales to exceptional circumstances, risks complaints if residents are unable to buy land to extend their property. However since 2019 a significant number of sale applications have not met the criteria and have therefore been rejected.
28.	Whilst these parcels of garden / amenity land may seem small and relatively insignificant spaces, collectively they offer significant benefits, for instance in the case of biodiversity, they act as corridors that offer a network for wildlife across the city
<b>POLICY FRAMEWORK IMPLICATIONS</b>	
47.	The proposal is consistent with Council’s policy framework, and it is also consistent with Planning rules and The Charter for Social Housing Residents.
48.	The proposal aligns with the following Council policies: Green City Plan 2030 Carbon Reduction Policy 2018 Adopted Core Strategy (amended 2015) – Specifically Policy CS 21 Green Open Space Strategy 2008 Local Plan – The amended Local Plan Review 2015 Residential Design Guide 2006 National Planning Policy Framework 2021

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

## SALE OF LAND TO HOUSEHOLDERS INFORMATION SHEET

This information sheet sets out how Southampton City Council will deal with applications from householders wishing to buy Council owned land adjacent to their house.

### Initial Requirements

You must be the owner of the house adjacent to the land you wish to buy.

The proposed purchase must be for the incorporation of the land into the adjacent house. Restrictions will be imposed on the legal transfer to ensure this. Any sale will be conditional on you having obtained planning permission for your proposal.

Please be aware that this process is for small pieces of land which are not potentially capable of being independently built on or otherwise used. The Council will not ordinarily sell such plots.

### Application

Your application must include the following information:

- Where the land and your property is. A plan identifying the land in question must be included. You may wish to use the council's interactive mapping system <http://www.southampton.gov.uk/WhereILive/MapSouthampton.aspx>
- Why you wish to buy the land.
- What you will use the land for including any proposals for building.
- Any other comments in support of your application.

An administration fee of £100 is required to be paid in order for the application to be processed. It should be paid by bank transfer and details will be provided once the application is received and we have confirmed that the Council own the land and we are able to consider the application. This fee is non-returnable whether or not the Council approves the application. An application will not be considered until the fee is received.

Applications may be submitted by post or by email to:

- Valuation & Estates, Southampton City Council, 1st Floor One Guildhall Square, Above Bar Street, Southampton SO14 7FP.
- [commercialproperty@southampton.gov.uk](mailto:commercialproperty@southampton.gov.uk)

Following receipt of a completed application and application fee we will consult with relevant parties within the Council as to whether the land can be sold. If your proposed acquisition could affect other owners we may also consult them.

Each application will be considered on its individual merits. The Council will take into account among other things:

- Any Council proposals for the land in particular and the area in general.
- The impact of any sale upon the management and maintenance of the Estate,
- The loss of open space (if any) involved
- Potential impact on neighbours.
- The wider public benefit or harm.
- Environmental impact.

### **Terms of Sale**

Once the consultation has been completed we will advise you of the outcome. If there are no objections to the application we will set out the price and other terms of sale. Conditions will be included limiting use of the land and any development in accordance with your proposal. Agreement to a sale and of the terms will be subject to formal Council approval.

Any sale will be conditional on you having obtained planning permission for your proposal (or providing confirmation from the Council's Development Control Planning Team that planning permission is not required). Once the sale has been formally approved you will therefore be required to apply for and obtain planning permission. The Council's Legal Services will only be instructed to prepare legal documentation for the sale when you have provided confirmation of the grant of planning permission.

The purchase price will be payable on completion of the sale. You will also be required to pay the Council's surveyors and legal costs of £650.

You will need to appoint your own solicitors to deal with the land purchase and provide their contact details to the Council. You will be responsible for their charges and disbursements as well as any other costs arising out of your purchase.

### **Planning Permission**

It is probable that you will need to obtain Planning Permission to allow the land to be used for the benefit of your property rather than its current use.

You will be required to obtain planning permission for your proposal before the land is sold (or provide confirmation from the Council's Development Control Planning Team that planning permission is not required). If planning permission is refused the land will not be sold.

It is entirely your responsibility find out if planning permission is required and to apply for planning permission. A separate fee will be payable for any planning application. Full information is available on the City Council's website [www.southampton.gov.uk/planning/](http://www.southampton.gov.uk/planning/).

The application for planning permission is an entirely separate process to the application for the sale of the land. Agreement in principle to the sale of the land should not be taken to mean that planning permission will be granted. Likewise, the grant of planning permission, or advice that planning permission could be granted, ahead of a decision by the Council to sell does not mean that the Council will sell the land.

You are strongly recommended to seek the advice of the Council's Planning Service on your proposal before submitting your application to buy the land.

Should you submit a planning application to include the Council's land, you must serve the appropriate notice on the Council. This should be addressed to Head of Capital Assets, Southampton City Council, Civic Centre, Southampton SO14 7LY.

### **Open Space**

If you wish to purchase land held as Public Open Space, the Council is required to advertise the disposal in a local newspaper for two consecutive weeks and to consider any objections received. You will be required to pay these costs. If objections are received, these will have to be considered before a decision is made.

**The Council is under no obligation to sell the land applied for and reserves the right to withdraw the land from the sale at any time prior to exchange of contracts. The Council reserves the right to review and amend this procedure and fees at any time.**

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## Equality and Safety Impact Assessment

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 proposals and consider mitigating action.

<b>Name or Brief Description of Proposal</b>	To cease the sale of Amenity / Garden Land except in exceptional cases - Key Cabinet Decision
<b>Brief Service Profile (including number of customers)</b>	
<p>This relates to green spaces, or amenity / garden land commonly found within Southampton Council housing estates. They are parcels of green spaces typically incorporated at the end of individual rows of homes to create additional space either side of roads or public footpaths as part of the original housing estate design.</p> <p>The result of this report is that residents will no longer be able to purchase areas of land adjoining their property which in the past has been used for house extensions, extensions to their garden or even in some cases to build extra properties subject to planning permission. The exception is that residents with disabilities or age-related needs will continue to be able to purchase land that facilitates access to their homes.</p>	
<b>Summary of Impact and Issues</b>	
<p>Majority of purchase applications are unsuccessful due to considerations related to existing right-of-way, green space as a landscaping feature of the local environment, whether the sale would incur extra cost for the council related to re-stringing of lamp posts or utility cables and whether the applicant is willing to finance the costs.</p> <p>Applicants pay a £100 fee, between 2019 -2022 only 1 application has resulted in a sale. Over the last few years most applications that have been submitted have been unsuccessful, but whilst the policy remains in place there is a requirement for the Council to continue to take the £100 application fee and process applications. This results in disappointment to members of the public.</p> <p>Majority of applications are not progressed because of objections based on the considerations highlighted above. In cases where applications are refused, they have in the past lead to long drawn-out complaints.</p>	

If the current policy is changed, there is likelihood of complaints from people wishing to purchase these green spaces. However it is important to note that since 2019 when The Green City Charter was launched, to date, there has only been one sale.

**Potential Positive Impacts**

Sale of amenity / garden land in exceptional cases will ensure that vulnerable residents with disabilities and age-related disabled residents are catered for and are able to purchase land for their access needs where required.

The protection of amenity and green spaces, and only selling these spaces in exceptional cases enable not just disabled residents, but all Southampton residents, to enjoy the benefits of green spaces within and beyond their own communities.

<b>Responsible Service Manager</b>	Ola Onabajo
<b>Date</b>	01/11/2023
<b>Approved by Senior Manager</b>	Tina Dyer-Slade
<b>Date</b>	15/11/23

**Potential Impact**

<b>Impact Assessment</b>	<b>Details of Impact</b>	<b>Possible Solutions &amp; Mitigating Actions</b>
<b>Age</b>	Age-related disability will be an exception that enables a sale on the basis of access or other requirement.  Residents of all ages will benefit from wellbeing associated with the use of green spaces.	
<b>Disability</b>	The council will be able to provide residents with disabilities targeted support in the sale of land that deals with access to their homes and other significant access / disability related matters.	
<b>Gender Reassignment</b>	No negative impact	
<b>Care Experienced</b>	No negative impact	

<b>Impact Assessment</b>	<b>Details of Impact</b>	<b>Possible Solutions &amp; Mitigating Actions</b>
<b>Marriage and Civil Partnership</b>	No negative impact	
<b>Pregnancy and Maternity</b>	No negative impact	
<b>Race</b>	No negative impact	
<b>Religion or Belief</b>	No negative impact	
<b>Sex</b>	No negative impact	
<b>Sexual Orientation</b>	No negative impact	
<b>Community Safety</b>	No negative impact	
<b>Poverty</b>	No negative impact	
<b>Health &amp; Wellbeing</b>	For all Southampton residents, access to amenity and green spaces will have a positive impact, in relation to health & wellbeing	
<b>Other Significant Impacts</b>	No negative impact  The only negative impact is that there is a likelihood of complaints from people who are no longer able to purchase parcels of amenity land and green spaces.	

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# Agenda Item 9

<b>DECISION-MAKER:</b>	Cabinet
<b>SUBJECT:</b>	Minerals and Waste Plan: Proposed Submission
<b>DATE OF DECISION:</b>	19 December 2023
<b>REPORT OF:</b>	<b>COUNCILLOR BOGLE</b> <b>CABINET MEMBER FOR ECONOMIC DEVELOPMENT</b>

<b><u>CONTACT DETAILS</u></b>			
<b>Executive Director</b>	<b>Title</b>	Executive Director Place	
	<b>Name:</b>	Adam Wilkinson	Tel: 023 8254 5853
	<b>E-mail</b>	<a href="mailto:Adam.wilkinson@southampton.gov.uk">Adam.wilkinson@southampton.gov.uk</a>	
<b>Author:</b>	<b>Title</b>	Planning Policy Adviser	
	<b>Name:</b>	Graham Tuck	Tel: 023 8083 4602
	<b>E-mail</b>	<a href="mailto:Graham.tuck@southampton.gov.uk">Graham.tuck@southampton.gov.uk</a>	

<b>STATEMENT OF CONFIDENTIALITY</b>	
Not Applicable	
<b>BRIEF SUMMARY</b>	
<p>The Hampshire Minerals and Waste Plan identifies the need for infrastructure to maintain a supply of minerals to support economic growth, and waste management capacity to support recycling and reduce landfill. It manages the provision of this infrastructure to protect the environment and communities. The Plan supports the Council's Green City Plan.</p>	
<p>The key provisions of the Plan for Southampton are to:</p> <ul style="list-style-type: none"> <li>• Safeguard the mineral and waste wharves along the River Itchen, and key waste management facilities in the city, whilst providing appropriate flexibility to support regeneration;</li> <li>• Support the provision of new waste management facilities within the city on suitable sites (typically industrial areas);</li> <li>• Provide policies to manage and control new minerals and waste proposals.</li> </ul>	
<p>The Plan is being prepared in partnership with Hampshire County Council and 3 other authorities. Once adopted by Southampton City Council it will form a part of the development plan against which planning applications are determined.</p>	
<b>RECOMMENDATIONS:</b>	
	<p>(i) To approve the Hampshire Minerals and Waste Plan: Partial Update – Proposed Submission Plan (Members Room Document 1);</p>
	<p>(ii) To delegate authority to the Executive Director Place, following consultation with the Cabinet Member for Economic Development, to make changes to the proposed submission plan prior to publication or submission, and to propose 'main modifications' through the examination process for public consultation, provided these are minor changes, or major changes which do not affect Southampton.</p>

<b>REASONS FOR REPORT RECOMMENDATIONS</b>	
1.	To meet statutory and national policy requirements to keep the Minerals and Waste Plan up to date.
2.	To enable changes to be made to align with the approval processes of 5 separate authorities, and to ensure the efficient operation of the examination.
<b>ALTERNATIVE OPTIONS CONSIDERED AND REJECTED</b>	
3.	To not update the Plan: this would not meet statutory and national policy requirements.
<b>DETAIL (Including consultation carried out)</b>	
4.	The Council is the minerals and waste planning authority for the city and has a statutory duty to keep the plan under review. Given the cross-boundary nature of minerals and waste issues, a long-standing partnership has been established to prepare the plan. This consists of Southampton City Council, Hampshire County Council, Portsmouth City Council and the New Forest and South Downs National Park Authorities. Decision making powers are retained by the individual authorities.
5.	The current Hampshire Minerals and Waste Plan was adopted in 2013. This was reviewed in 2018 and again in 2020. The 2020 review concluded that the Plan needed to be updated. The Cabinet agreed to commence this update in March 2021. Cabinet approved a draft Plan in October 2022 for public consultation, and approximately 2,500 responses were received. The responses have been reviewed, evidence updated (including the Sustainability Appraisal and Habitat Regulations Assessment), and the proposed Plan adjusted accordingly.
6.	Once adopted, the updated Plan will form part of the development plan against which planning applications are determined.
7.	The Plan facilitates an adequate supply of minerals, critical to the construction industry and economic growth in the area. It also supports a continued shift in waste management towards recycling in particular, and away from landfill, complementing the Council's role as a waste disposal authority. The Plan also ensures that the environment and communities are protected.
8.	This report summarises the main provisions of the Plan relevant to Southampton (including in brackets the primary changes since the draft plan).
	<u>Vision and Spatial Strategy</u>
9.	The Plan's vision is for "Carbon neutral and resilient minerals and waste development, which: supports health, wellbeing and quality of life for all; enables the creation of thriving places; and respects Hampshire's unique natural and built environment". (Paragraph 2.25). (The vision has been slightly adjusted to include reference to "natural and built").
	<u>Protecting Hampshire's Environment</u>
10.	The Plan includes policies to mitigate and adapt to climate change (policy 2); protect and enhance habitats and species (policy 3); conserve and enhance the historic environment (policy 7) and protect water resources (policy 8).

	(There have been adjustments to require climate change assessments, strengthen references to climate mitigation / adaption, and to strategic scale ecological protection / enhancement (linked to the Local Nature Recovery Strategy)).
	<u>Maintaining Hampshire's Communities</u>
11.	<p>The Plan includes policies to:</p> <ul style="list-style-type: none"> <li>• Protect public health, safety, amenity and well-being, ensure no emissions, or significant adverse impacts regarding noise, dust, lighting, vibration, odour, air quality, water, visual effect, aircraft, or strategic infrastructure (policy 11) (adjusted to clarify there should be no emissions, and that for other matters it is "significant" adverse impacts which should be avoided).</li> <li>• Manage / prevent flood risk (policy 12) (adjusted to refer to catchment management plans).</li> <li>• Ensure safe and suitable access to the highway network and the use of alternative modes of transport where possible (policy 13) (adjusted to provide greater clarity on transport assessments).</li> <li>• Ensure a high quality of design (policy 14).</li> </ul>
	<u>Supporting Hampshire's Economy</u>
	<i>Minerals Supply</i>
12.	<p>The Plan's overall approach (policy 17) is to enable the supply of nearly 6 million tonnes per annum (mtpa) of minerals needed through to 2040 from the following sources:</p> <ul style="list-style-type: none"> <li>• Local (land won) sand and gravel – 0.9 mtpa;</li> <li>• Recycled / secondary aggregates – 1.8 mtpa;</li> <li>• Marine won aggregates – 2 mtpa;</li> <li>• Limestone delivered by rail – 1 mtpa.</li> </ul> <p>This totals to 36% more than average production in the last 10 years so provides resilience (an increase from 22%). (Adjustments to reflect the latest forecasts to reduce the land won target from 1.15 to 0.9 mtpa, and to reference that the rate will be revised according to Local Aggregate Assessment monitoring until the plan is reviewed).</p>
13.	<p>Marine won aggregates, landed at wharves in South Hampshire, supply a significant proportion of Hampshire's mineral needs and it is therefore important to safeguard existing wharf capacity in accordance with national policy. The two active mineral wharves in Southampton are the Leamouth and Burnley wharves adjacent to the football stadium. These are major facilities that in themselves provide a significant proportion of minerals, particularly for the city and South Hampshire. They are also waterfront sites within the Itchen Riverside Quarter which form a key part of the city's long term regeneration plans, as set out in the emerging Southampton City Vision Local Plan. Other minerals infrastructure in the city includes smaller wharves, rail depots, concrete batching plants or aggregate recycling facilities within the Port, wharves or industrial areas.</p>
14.	<p>The Plan:</p> <ul style="list-style-type: none"> <li>• Safeguards the mineral wharves and other minerals infrastructure from redevelopment of the site unless the wharves are no longer needed, or</li> </ul>

	<p>they can be relocated elsewhere. Where development takes place close to the wharves it will provide mitigation. If a risk of constraining the wharf remains the development will only be supported if its merits outweigh the risks (policy 16). (Adjusted to ensure the ‘merits of development’ criterion only applies to development close to, not on, the wharves).</p> <ul style="list-style-type: none"> <li>• Supports appropriate investment to maximise the capacity of the existing mineral wharves / rail depots, including extensions and new wharves (policy 19) (this previously just referred to the Leamouth and Burnley wharves, reference to the King George V Dock and Bevois Valley Rail Depot is now added).</li> <li>• Safeguards potential mineral and waste wharf sites so they can be considered if they become available, including the Port of Southampton, the potential Port expansion area (Dibden Bay) and Marchwood Port (policy 34) (adjusted to add reference to the Dibles and Supermarine wharves if they can meet operational requirements).</li> </ul> <p>The supporting text to these policies recognises the importance of the wharves in maintaining minerals supply to support economic growth, the regeneration potential of the wharves (including specifically the strong regeneration potential in the Itchen Riverside Quarter), and the possibility that potential new wharf sites might enable overall wharf provision to be reconfigured. This approach ensures the supply of minerals can be maintained whilst introducing the flexibility to support regeneration in defined circumstances. This is consistent with the long-term regeneration aims for the Itchen Riverside Quarter.</p>
15.	<p>The Plan supports facilities for further recycled and secondary aggregate production (policy 18), makes provision to meet the land won sand and gravel target (policy 20) (adjusted regarding specific sites), supports / manages silica sand, clay, chalk and oil and gas extraction (policies 21 – 24) (the oil / gas policy is adjusted to ensure no “significant” impacts and to refer to gas storage), and safeguards minerals from sterilisation by development (policy 15).</p>
	<p><i>Waste Management</i></p>
16.	<p>The Plan reflects the national waste hierarchy, which prioritises the management of waste in the following order: prevent, re-use, recycle, other recovery (e.g. for energy), and (as a last resort) disposal.</p>
17.	<p>The Plan’s long-term aim is to achieve net self-sufficiency in waste management, and divert 100% of waste from landfill. The aim is to achieve provision for non-hazardous waste to enable 65% to be recycled, and 95% to be diverted from landfill (policy 25).</p>
18.	<p>The Plan:</p> <ul style="list-style-type: none"> <li>• Predicts the total non-hazardous waste generated by 2040, and consequently identifies an additional need for at least 0.11 mtpa of recycling, up to 0.37 mtpa of recovery and up to 2.3 mt (total) of land capacity (policy 27) (adjusted based on the latest data to reduce the total non hazardous waste and therefore the additional need from 1.99 mtpa, 0.95 mtpa and 3.9 mt respectively, with a reference to ongoing monitoring);</li> <li>• Predicts the total inert and hazardous waste (adjusted to increase). For inert waste, maintains recovery capacity and an additional need</li> </ul>

	<p>for 0.4 mtpa of recycling capacity is required (policy 30) (adjusted from simply maintaining existing capacity). For hazardous waste 2,000 tonnes pa of additional capacity is required (policy 33).</p> <ul style="list-style-type: none"> <li>• Supports waste management facilities in urban areas (close to the sources of waste) and/or with good transport connections to urban areas, which are on suitable industrial sites or previously developed land, adjacent to sewage treatment works or other suitable sites (policy 29) (detailed adjustments, and deletion of strategic sites outside of the city);</li> <li>• Includes policies to support / manage proposals for energy recovery, liquid waste, waste water, non-hazardous landfill and hazardous or low level radioactive waste (for example, hospital waste) (policies 28 and 31 – 33);</li> <li>• Safeguards strategic waste management facilities from redevelopment, subject to the same flexibility (and adjustments) as within policy 16. Strategic facilities in Southampton include the household waste recycling centre, the three waste water treatment works, the metal recycling wharf at Northam, two smaller wharves along the Itchen, and facilities within the Empress Road and Ashley Crescent industrial estates or the Port (policy 26).</li> </ul>
	<u>Next Steps</u>
19.	Subject to approval by all 5 authorities, the draft Plan will be subject to formal public consultation, which is anticipated to start in January 2024 for 8 weeks.
20.	<p>Following this, the key steps in preparing the Plan are:</p> <ul style="list-style-type: none"> <li>• Submission to the Secretary of State (July 2024).</li> <li>• Examination by an independent Planning Inspector appointed by the Secretary of State.</li> <li>• Public consultation on any proposed ‘Main Modifications’.</li> <li>• Adoption of the Plan (Spring 2026).</li> </ul>
21.	The Plan can be adopted provided the Inspector concludes it is ‘sound’ and any main modifications they make are incorporated. In some cases, these ‘main modifications’ can be relatively detailed changes, or changes which do not affect Southampton. Therefore, it is recommended that such changes are considered and consulted upon under delegated powers, with any more significant changes considered by Cabinet. Cabinet and Council will make the decision on adopting the plan.
<b>RESOURCE IMPLICATIONS</b>	
<u>Revenue</u>	
22.	The revenue cost of preparing the Plan is shared amongst the partnership authorities. Southampton’s share at 8% is estimated to be £65,340 over 5 years (2021 – 2026) and is likely to incorporate significant efficiencies based on the partnership approach. The contributions for the first three years, totalling £43,560, have been paid. The outstanding contributions, totalling £21,780 (£10,890 in each of the years 2024/25 and 2025/26) will be funded from the strategic planning base budget currently built into the Medium Term Financial Strategy. Spend will be subject to the standard approval procedures.

<b><u>Property/Other</u></b>	
23.	No specific implications.
<b>LEGAL IMPLICATIONS</b>	
<b><u>Statutory power to undertake proposals in the report:</u></b>	
24.	Planning and Compulsory Purchase Act 2004, sections 19 and 28 and Town and Country Planning (Local Planning) (England) Regulations 2012.
25.	The preparation of the Plan must be undertaken in accordance with the Council's Local Development Scheme and other legal requirements, including the preparation of a sustainability appraisal and habitat regulations assessment. Consultation must be carried out in accordance with the Council's Statement of Community Involvement.
<b><u>Other Legal Implications:</u></b>	
26.	The review of the Plan must be carried out in accordance with the Council's duties under the Public Sector Equality Duty as set out in the Equalities Act 2010.
<b>RISK MANAGEMENT IMPLICATIONS</b>	
27.	If the Plan were not updated, it would become increasingly out of date.
<b>POLICY FRAMEWORK IMPLICATIONS</b>	
28.	Once adopted, the Minerals and Waste Plan will, along with the City Vision Local Plan, form the development plan for the city and therefore be part of the Council's policy framework.

<b>KEY DECISION?</b>	<b>Yes</b>
<b>WARDS/COMMUNITIES AFFECTED:</b>	All
<b><u>SUPPORTING DOCUMENTATION</u></b>	
<b>Appendices</b>	
1.	ESIA for Hampshire Minerals and Waste Plan – Proposed Submission

**Documents In Members' Rooms**

1.	Hampshire Minerals and Waste Plan: Partial Update – Proposed Submission Plan
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**Equality Impact Assessment**

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

<b>Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out.</b>	<b>No</b>
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**Other Background Documents**

**Other Background documents available for inspection at:**

**[www.hants.gov.uk/landplanningandenvironment/strategic-planning/hampshire-](http://www.hants.gov.uk/landplanningandenvironment/strategic-planning/hampshire-)**

<b>minerals-waste-plan/minerals-waste-plan-partial-update-consultation/hmwp-partial-update</b>		
<b>Title of Background Paper(s)</b>		<b>Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)</b>
1.		
2.		

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## Equality and Safety Impact Assessment

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

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

<b>Name or Brief Description of Proposal</b>	<u>Minerals and Waste Plan – Proposed Submission</u>
<b>Brief Service Profile (including number of customers)</b>	The Plan will form part of the city’s development plan against which planning applications for minerals and waste facilities, or for other proposals which might affect such facilities, will be determined.
<b>Summary of Impact and Issues</b>	December 2023: Recommendation to Cabinet to approve the proposed submission plan for public consultation. There is the potential for impacts on community safety and amenity and the plan will help to manage these.
<b>Potential Positive Impacts</b>	
<b>Responsible Service Manager</b>	Graham Tuck
<b>Date</b>	15 November 2023

<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>	None	
<b>Disability</b>	None	
<b>Gender Reassignment</b>	None	
<b>Marriage and Civil Partnership</b>	None	
<b>Pregnancy and Maternity</b>	None	
<b>Race</b>	None	
<b>Religion or Belief</b>	None	
<b>Sex</b>	None	
<b>Sexual Orientation</b>	None	
<b>Community Safety</b>	Minerals or waste development generally generates some heavy goods vehicle movements.	Policies to guide such developments to appropriate locations and to manage traffic impacts
<b>Poverty</b>	None	
<b>Other Significant Impacts</b>	Minerals or waste development could have the potential to generate impacts on the amenity of local communities	Policies to guide such developments to appropriate locations and to carefully control and manage operations



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# Agenda Item 10

<b>DECISION-MAKER:</b>	CABINET		
<b>SUBJECT:</b>	FINANCIAL POSITION UPDATE FOR THE PERIOD TO THE END OF NOVEMBER 2023		
<b>DATE OF DECISION:</b>	19 DECEMBER 2023		
<b>REPORT OF:</b>	COUNCILLOR LETTS CABINET MEMBER FOR FINANCE & CHANGE		
<b><u>CONTACT DETAILS</u></b>			
<b>Executive Director</b>	<b>Title:</b>	Executive Director Corporate Services and S151 Officer	
	<b>Name:</b>	Mel Creighton	<b>Tel:</b> 023 8083 3528
	<b>E-mail:</b>	<a href="mailto:Mel.Creighton@southampton.gov.uk">Mel.Creighton@southampton.gov.uk</a>	
<b>Author:</b>	<b>Title:</b>	Head of Financial Planning & Management	
	<b>Name:</b>	Steve Harrison	<b>Tel:</b> 023 8083 4153
	<b>E-mail:</b>	<a href="mailto:Steve.Harrison@southampton.gov.uk">Steve.Harrison@southampton.gov.uk</a>	

<b>STATEMENT OF CONFIDENTIALITY</b>
Not Applicable
<b>BRIEF SUMMARY</b>
At its meeting in July 2023 Cabinet requested that a short monthly monitoring statement be brought forward to compliment the more detailed quarterly monitoring reports. This report provides a summary of the financial position of the council as at the end of November 2023.

## RECOMMENDATIONS:

	Cabinet is recommended to:
i)	Note the latest forecast financial position as set out in Appendix 1.

## REASONS FOR REPORT RECOMMENDATIONS

1.	To ensure that Cabinet fulfils its responsibilities for the overall financial management of the council's resources.
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## ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

2.	Not to provide a monthly update on the council's financial position. This is not considered an appropriate course of action.
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## DETAIL (including consultation carried out)

3.	At its meeting in July 2023 Cabinet requested that a short monthly monitoring statement be brought forward to compliment the more detailed quarterly monitoring reports. This report provides a summary of the financial position of the council as at the end of November 2023. The detailed financial update report is provided at Appendix 1.
4.	Due to the timing of the Cabinet meeting in January the financial position as at the end of December 2023 will not be available for that meeting. The financial update will be

	reported to an informal meeting of the Cabinet instead. The more detailed monitoring report of the financial position as at the end of quarter 3 will be reported to the Cabinet in February 2024.
<b>RESOURCE IMPLICATIONS</b>	
<b><u>Capital/Revenue</u></b>	
5.	The revenue and capital implications are contained in the report.
<b><u>Property/Other</u></b>	
6.	None.
<b>LEGAL IMPLICATIONS</b>	
<b><u>Statutory power to undertake proposals in the report:</u></b>	
7.	Financial reporting is consistent with the Section 151 Officer's duty to ensure good financial administration within the Council.
<b><u>Other Legal Implications:</u></b>	
8.	None.
<b>RISK MANAGEMENT IMPLICATIONS</b>	
9.	Risk management implications are contained in the report.
<b>POLICY FRAMEWORK IMPLICATIONS</b>	
10.	None.

**KEY DECISION?** No

<b>WARDS/COMMUNITIES AFFECTED:</b>	All
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### **SUPPORTING DOCUMENTATION**

#### **Appendices**

1.	Financial position update report
2.	

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

1.	None
2.	

#### **Equality Impact Assessment**

Do the implications/subject of the report require an Equality Impact Assessment (EIA) to be carried out?	No
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#### **Privacy Impact Assessment**

Do the implications/subject of the report require a Privacy Impact Assessment (PIA) to be carried out?	No
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Assessment (PIA) to be carried out?		
<b>Other Background Documents</b>		
<b>Equality Impact Assessment and Other Background documents available for inspection at:</b>		
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.	The Revenue Budget 2023/24, Medium Term Financial Strategy and Capital Programme (Council 22 February 2023)	
2.		

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Forecast Variance by Executive Director



General Fund Key Messages

> **Current Position £13.9M overspent, an adverse movement of £0.2M from the variance reported to EMB at month 7 (£13.7M overspent).**

> **Children & learning £7.5M overspent**, a favourable movement of £0.2M: £4.1M is because of Home to school transport pressures, £0.5M non achievement of current savings and £3.8M children placement costs. This is offset by new cost control initiatives totalling £0.9M through early intervention, reducing accommodation costs, prioritising projects, reduction in agency staffing and carrying vacancies. In addition costs to Home to school have reduced through an exercise of route optimisation and tendering routes to use larger vehicles reducing the number of journeys.

> **Corporate Services £2.4M forecast overspend**: £1.55M is due to non-achievement of savings, a shortfall in income of £0.87M, a shortfall in the salary budget of £0.40M which mainly relates to forecast variances within the IT budget and additional contract costs in Audit of £0.16M. The adverse position is reduced by cost control measures within the pension account of £0.23M, £0.14M in the Highways budget and £0.21M from Corporate Finance.

> **Wellbeing and Housing £4.1M overspent**, an adverse movement of £0.27M: £5.4M is due to increased number and cost of client packages, £1.0M increased bad debt provision and £0.98M increased homelessness costs, offset by employee savings including agency of £1.3M and ICU savings of £0.3M. The adverse position is further offset by new government funding of £1.7M for care costs.

> **Place £0.2M underspend**, nil movement. There are favourable variances for a rates reduction in cultural services of £0.2M, Transportation cost control measures of £0.2M, reduction in the anticipated cost of energy of £0.3M, net increased income of £0.6M, along with a reduction on the Waste Transformation and Improvement budget of £0.3M and reduced Waste disposal of £0.2M. This is off-set by adverse variances of £0.2M Mayflower Park revetments, £0.3M historic agency saving target which cannot be achieved, £0.3M relating to visitor economy, virtual retail for the Art Gallery and Southampton branding. There is a pressure of £0.2M due to non-achievement of the solar bins saving and other minor savings and £0.2M pressure relating to the cost of reactive repairs, increased Coroner costs of £0.1M and £0.2M City Development growth proposal, along with £0.1M of Local Plan costs.



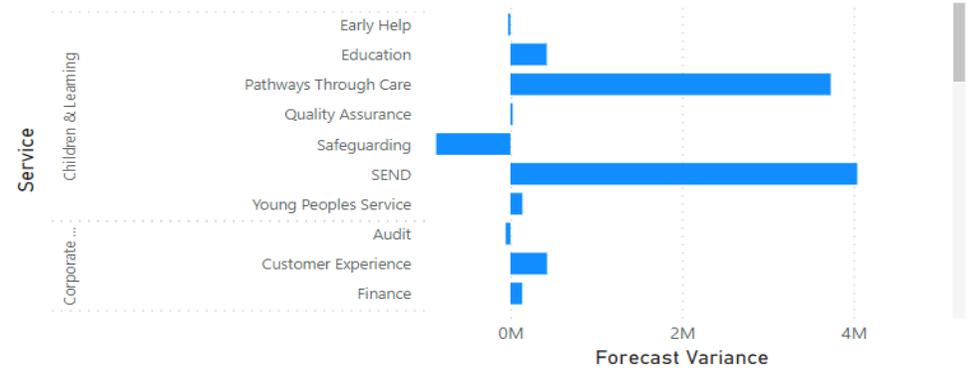
Please select a Directorate to Drillthrough

**HRA POSITION £0.59M Favourable.** £0.57M favourable forecast on depreciation charge is proposed to be added to the overall working balance. Pressures of £2.37M across the HRA relating to rent void loss £0.2M and empty property charges £0.25M, £0.8M Disrepair claims, waste disposal cost, management restructure and termination costs and £1m interest rate cost are being offset by favourable variances on service charge income of £0.18M, a reduction in vehicle financing costs of £0.05M and interest receivable of £0.08M, and a reduction in planned direct revenue financing contribution of £2.07M.

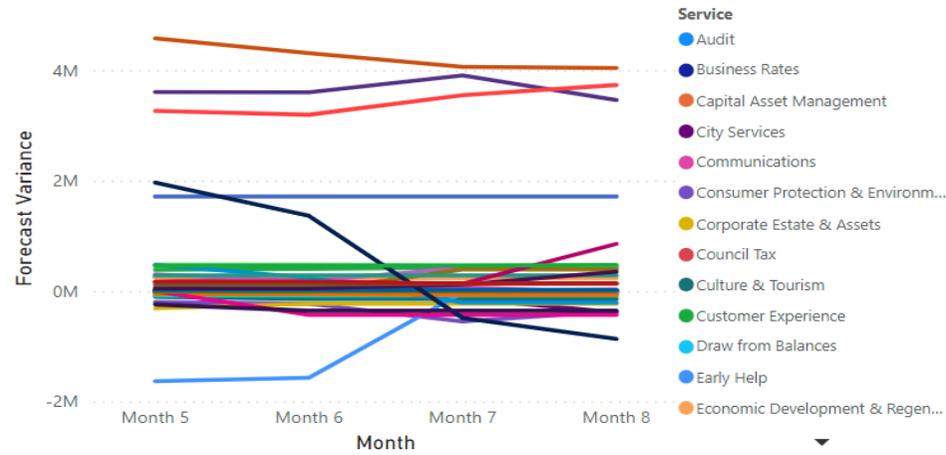
All
Children & Learning
Corporate Services
Place

Strategy & Performance
Wellbeing & Housing
Central Expenditure Items
General Funding

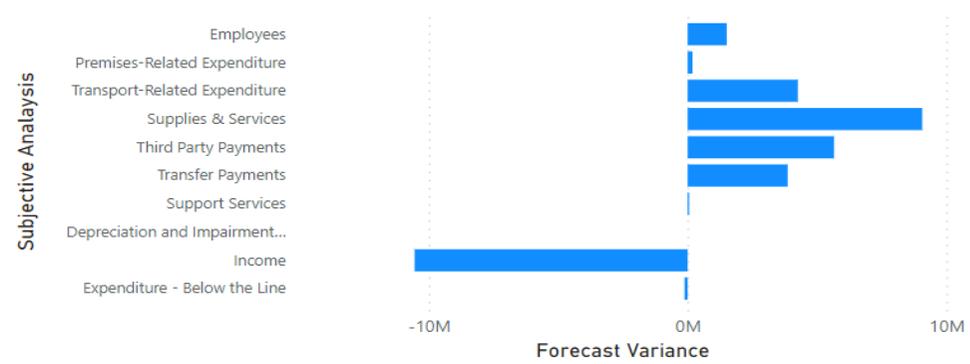
Variance to Budget -



Variance Trends -



Variance by Subjective Analysis -

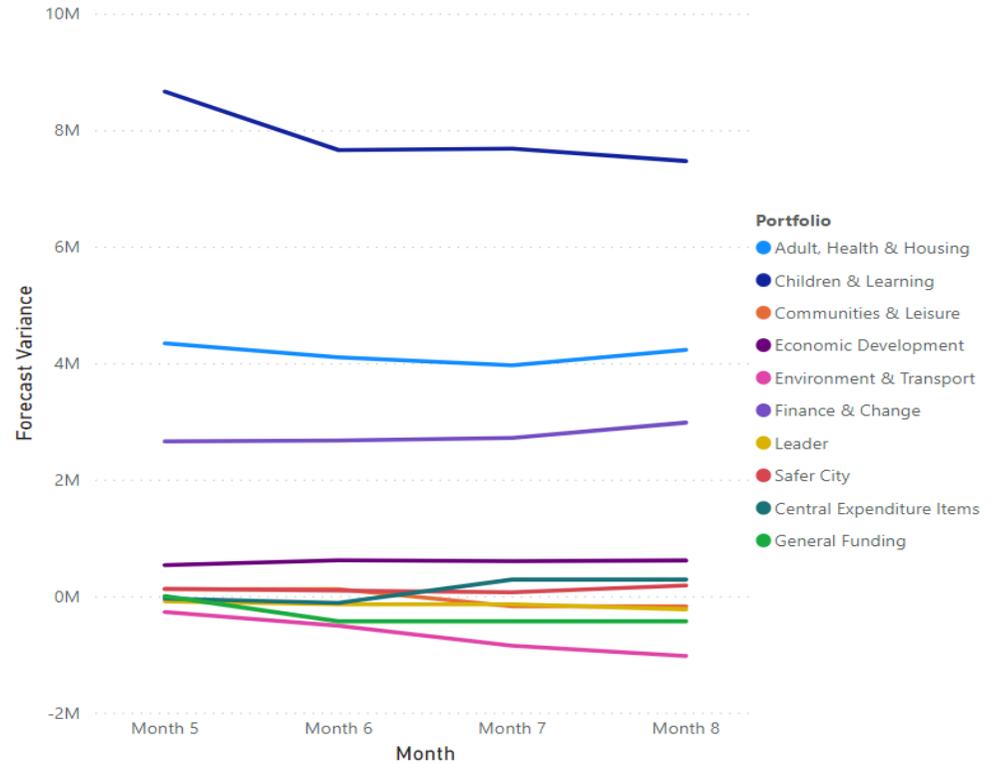


All
Adult, Health & Housing
Children & Learning
Communities & Leisure

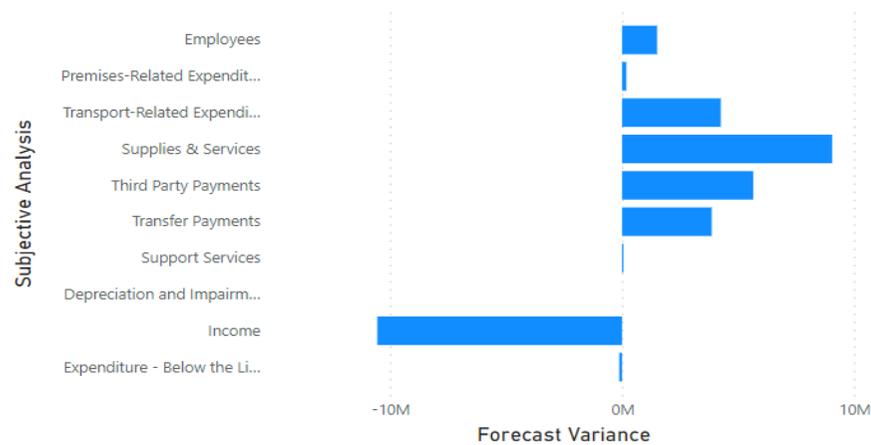
Economic Development
Environment & Transport
Finance & Change
Leader

Safer City
Central Expenditure Items
General Funding

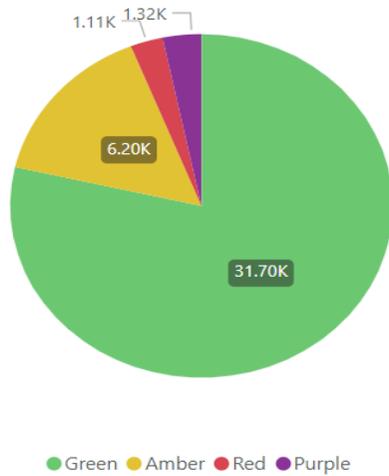
### Variance Trends



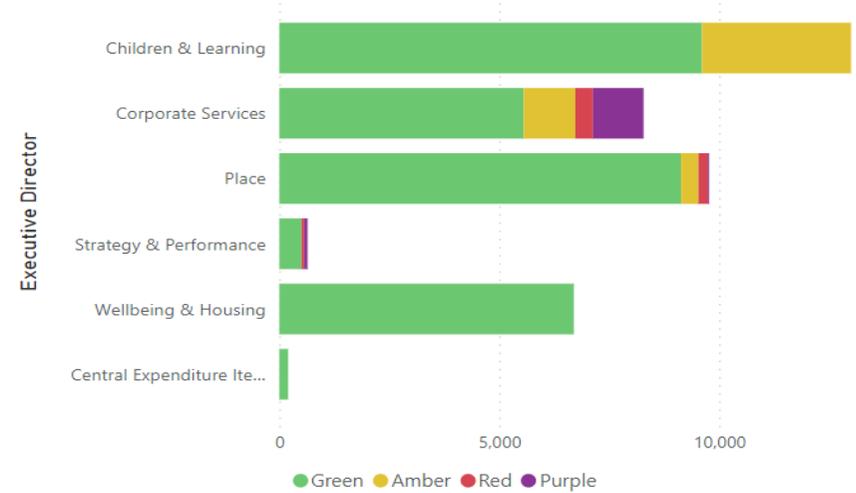
### Variance by Subjective Analysis



Savings Targets 2023/24 RAG Rated £0



Savings Targets per Directorate £'000s



Please select a Directorate to Drillthrough

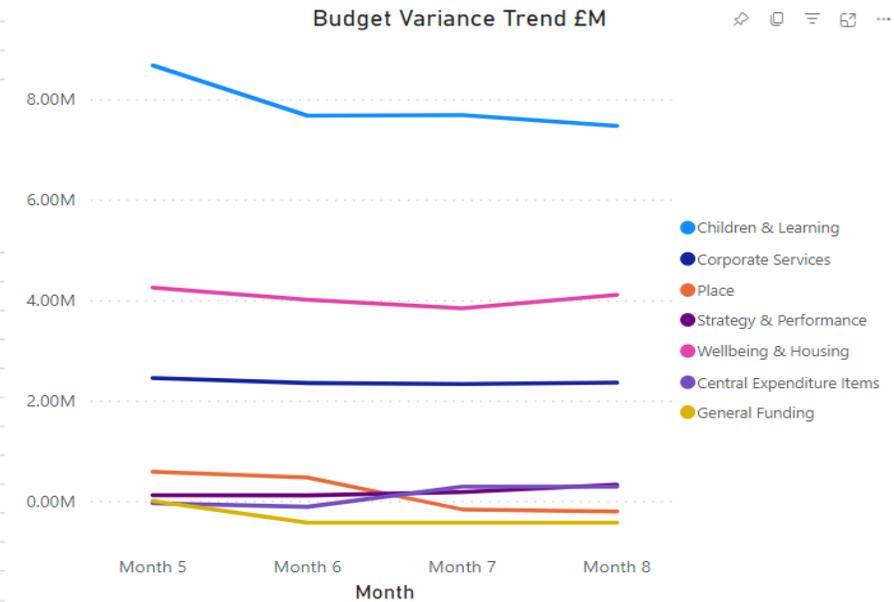
**Key Issues**

The current rate of non-achievement of savings is 6% or £2.4M forecast not to be achieved (Red & Purple).



**BUDGET MONITORING MONTH 8 (November)**

CURRENT POSITION	Forecast Annual Variance at Period 8	Variance Movement Compared to P7	Significant Forecast Variance Indicator	Improving ↑ / Deteriorating ↓ Movement
Directorate	£M	£M		
Children & Learning	7.47 A	0.21 F	Red	↑
Corporate Services	2.36 A	0.03 A	Red	↓
Place	0.21 F	0.04 F	Green	↑
Strategy & Performance	0.33 A	0.15 A	Red	↓
Wellbeing & Housing	4.11 A	0.27 A	Red	↓
<b>Total Directorates</b>	<b>14.05 A</b>	<b>0.18 A</b>	<b>Red</b>	<b>↓</b>
Centrally Held Budgets	0.29 A	0.00 F	Red	↑
General Funding	0.43 F	0.00	Green	-
<b>Net Deficit/Surplus</b>	<b>13.90 A</b>	<b>0.18 A</b>	<b>Red</b>	<b>↓</b>



The overall movement since month 7 is £0.2M adverse. The main area of movement is Wellbeing & Housing (adverse £0.3M)



## Variations to Budget per Directorate



**Summary of variances to budget**

Directorate	Energy	Non Achievement of savings	Client Packages and Placement costs	Coroner costs	Additional employee and agency costs	Income loss	Service Review of ICU	Rates Reduction	Legal costs	Home to school transport	Other	Total
	£M	£M	£M	£M	£M	£M	£M	£M	£M	£M	£M	£M
Children & Learning	0.00	0.49	3.79	0.00	-0.05	-0.08	0.00	0.00	-0.24	4.10	-0.54	7.47
Corporate Services	0.00	1.55	0.00	0.00	0.28	0.90	0.00	0.00	0.00	0.00	-0.37	2.36
Place	-0.35	0.24	0.00	0.10	-0.02	-0.77	0.00	-0.23	0.00	0.00	0.75	-0.21
Strategy & Performance	0.00	0.13	0.00	0.00	0.25	0.00	0.00	0.00	0.00	0.00	-0.05	0.33
Wellbeing & Housing	0.00	0.00	5.45	0.00	-1.31	1.00	-0.17	0.00	0.00	0.00	-0.86	4.11
<b>Total Directorates</b>	<b>-0.35</b>	<b>2.42</b>	<b>9.24</b>	<b>0.10</b>	<b>-0.85</b>	<b>1.06</b>	<b>-0.17</b>	<b>-0.23</b>	<b>-0.24</b>	<b>4.10</b>	<b>-1.08</b>	<b>14.06</b>

The main adverse variances are non achievement of savings £2.4M, client packages and placements £9.2M, loss of income £1.1M and Home to School transport £4.1M. These are the key areas where work should be targeted to reduce the adverse position.



Children & Learning BUDGET MONITORING MONTH 8 (November)									
CURRENT POSITION	Current Budget 2023/24	Forecast 2023/24	Forecast Annual Variance at Period 8	Variance P7	Variance Movement Compared to P7	Significant Forecast Variance Indicator	Improving ↑ / Deteriorating ↓ Movement	Actual to date	Actual Outturn 2022/23
	£M	£M	£M	£M	£M			£M	£M
Children & Learning	64.02	71.49	7.47 A	7.68 A	0.21 F	Red	↑	72.03	75.10
<b>Service Area</b>									
Divisional Management	2.01	1.89	0.11 F	0.11 F	0.00	Green	-	1.15	2.00
Legal (Children's)	0.60	0.36	0.24 F	0.13 F	0.12 F	Green	↑	0.15	0.66
Quality Assurance Business Unit	2.40	2.43	0.02 A	0.02 A	0.00	Red	-	1.37	2.60
Safeguarding	9.70	9.50	0.20 F	0.20 F	0.00	Green	-	6.56	11.10
Children Looked After	29.43	32.74	3.32 A	3.13 A	0.18 A	Red	↓	21.92	35.29
Pathways	0.71	1.13	0.42 A	0.42 A	0.00	Red	-	0.48	(0.00)
ICU - Children's Services	0.37	0.40	0.03 A	0.03 A	0.00	Red	-	0.44	0.42
Children & Families First	2.52	2.41	0.11 F	0.11 F	0.00	Green	-	1.57	2.24
Young Peoples Service	2.74	2.56	0.18 F	0.00	0.18 F	Green	↑	1.55	2.91
Youth Offending	0.69	0.69	0.00	0.00	0.00	Green	-	0.34	0.55
	<b>51.17</b>	<b>54.11</b>	<b>2.94 A</b>	<b>3.06 A</b>	<b>0.11 F</b>	<b>Red</b>	<b>↑</b>	<b>35.55</b>	<b>57.77</b>
Stronger Communities	0.02	0.07	0.06 A	0.14 A	0.08 F	Red	↑	0.03	0.09
Education - Home to school transport and property mgt	7.09	11.40	4.32 A	4.32 A	0.00	Red	-	6.77	11.06
Education - Services for schools, High Needs	5.76	5.90	0.15 A	0.17 A	0.02 F	Red	↑	8.97	6.24
	<b>12.84</b>	<b>17.31</b>	<b>4.47 A</b>	<b>4.49 A</b>	<b>0.02 F</b>	<b>Red</b>	<b>↑</b>	<b>15.74</b>	<b>17.30</b>
DSG Central School Services Block	3.45	3.45	0.00	0.00	0.00	Green	-	(0.48)	(0.06)
DSG Early Years Block	13.83	13.83	0.00	0.00	0.00	Green	-	3.76	(0.01)
DSG High Needs Block	21.76	21.76	0.00	0.00	0.00	Green	-	4.01	(0.00)
DSG Schools Block	(39.04)	(39.04)	0.00	0.00	0.00	Green	-	13.43	0.00
	<b>(0.01)</b>	<b>(0.01)</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>Green</b>	<b>-</b>	<b>20.71</b>	<b>(0.06)</b>
<b>Total Childrens &amp; Learning</b>	<b>64.02</b>	<b>71.49</b>	<b>7.47 A</b>	<b>7.68 A</b>	<b>0.21 F</b>	<b>Red</b>	<b>↑</b>	<b>72.03</b>	<b>75.10</b>

**Children & learning £7.5M overspent**, a favourable movement of £0.2M: £4.1M is because of Home to school transport pressures, £0.5M non achievement of current savings and £3.8M children placement costs. This is offset by new cost control initiatives totalling £0.9M through early intervention, reducing accommodation costs, prioritising projects, reduction in agency staffing and carrying vacancies. In addition costs to Home to school have reduced through an exercise of route optimisation and tendering routes to use larger vehicles reducing the number of journeys.



## Corporate Services



CURRENT POSITION	Corporate Services BUDGET MONITORING MONTH 8 (November)									
	Current Budget 2023/24	Forecast 2023/24	Forecast Annual Variance at Period 8	Variance P7	Variance Movement Compared to P7	Significant Forecast Variance Indicator	Improving ↑ / Deteriorating ↓ Movement	Actual to date	Actual Outturn 2022/23	
	EM	EM	EM	EM	EM			EM	EM	
Corporate Services	39.13	41.49	2.36 A	2.33 A	0.03 A	Red	↓	73.00	39.79	
<b>Service Area</b>										
Accounts Payable	0.26	0.56	0.31 A	0.31 A	0.00	Red	-	0.42	0.41	
Accounts Receivable	2.16	2.34	0.18 A	0.18 A	0.00	Red	-	1.52	2.02	
Business Development Management	0.00	0.00	0.00	0.00	0.00	Green	-	0.01	0.00	
Business Support	1.78	1.95	0.17 A	0.17 A	0.00	Red	-	1.51	2.34	
Centrally Apportionable Overheads	(7.67)	(7.67)	0.00	0.00	0.00	Green	-	(0.70)	(7.64)	
Commercialisation	(0.29)	0.02	0.31 A	0.31 A	0.00	Red	-	(0.05)	0.10	
Corporate Finance	2.79	2.95	0.15 A	0.15 A	0.00	Red	-	2.42	3.05	
Corporate Management	0.24	0.33	0.09 A	0.09 A	0.00	Red	-	0.18	(0.11)	
Customer Services	2.17	2.18	0.01 A	0.01 A	0.00	Green	-	1.43	2.15	
Democratic Representation & Management	2.64	2.61	0.03 F	0.03 F	0.00	Green	-	1.73	2.70	
Facilities Management	0.73	0.80	0.07 A	0.07 A	0.00	Red	-	0.81	2.74	
Highways Contracts	7.92	7.78	0.14 F	0.14 F	0.00	Green	-	7.01	6.93	
HR Services	3.21	3.13	0.08 F	0.08 F	0.00	Green	-	2.62	3.29	
Internal Audit	0.34	0.28	0.06 F	-0.06	0.00	Green	-	0.14	0.27	
IT Services	9.35	11.06	1.71 A	1.71 A	0.00	Red	-	8.03	10.06	
Land Charges	(0.17)	(0.17)	0.00	0.00	0.00	Green	-	(0.08)	(0.12)	
Legal Services & Customer Relations	1.93	1.86	0.07 F	0.07 F	0.00	Green	-	1.51	1.91	
Leisure Contracts	2.54	2.47	0.08 F	0.08 F	0.00	Green	-	0.95	1.93	
Local Taxation & Benefits Services	2.10	2.24	0.14 A	0.14 A	0.00	Red	-	(0.55)	2.08	
Net Housing Benefit Payments	0.00	0.00	0.00	0.00	0.00	Green	-	38.55	0.00	
Pension & Redundancy Costs	3.20	2.97	0.23 F	0.23 F	0.00	Green	-	1.85	1.86	
Registration of Electors and Elections Costs	0.63	0.67	0.03 A	0.00	0.03 A	Green	↓	0.62	0.59	
Risk Management	1.68	1.68	0.00	0.00	0.00	Green	-	1.92	1.46	
Supplier Management Services	1.59	1.45	0.14 F	0.14 F	0.00	Green	-	1.14	1.24	
<b>Total Corporate Services</b>	<b>39.13</b>	<b>41.49</b>	<b>2.36 A</b>	<b>2.33 A</b>	<b>0.03 A</b>	<b>Red</b>	<b>↓</b>	<b>73.00</b>	<b>39.27</b>	

**Corporate Services £2.4M forecast overspend:** £1.55M is due to non-achievement of savings, a shortfall in income of £0.87M, a shortfall in the salary budget of £0.40M which mainly relates to forecast variances within the IT budget and additional contract costs in Audit of £0.16M. The adverse position is reduced by cost control measures within the pension account of £0.23M, £0.14M in the Highways budget and £0.21M from Corporate Finance.



Place BUDGET MONITORING MONTH 8 (November)									
CURRENT POSITION	Current Budget 2023/24	Forecast 2023/24	Forecast Annual Variance at Period 8	Variance P7	Variance Movement Compared to P7	Significant Forecast Variance Indicator	Improving ↑ / Deteriorating ↓ Movement	Actual to date	Actual Outturn 2022/23
	£M	£M	£M	£M	£M			£M	£M
Place	28.62	28.41	0.21 F	0.17 F	0.04 F	Green	↑	17.06	26.49
<b>Service Area</b>									
Air Quality Monitoring	0.24	0.23	0.01 F	0.01 F	0.00	Green	-	(1.07)	0.22
Central Repairs & Maintenance	2.09	2.38	0.29 A	0.20 A	0.09 A	Red	↓	1.06	2.42
City Development	0.31	0.48	0.18 A	0.18 A	0.00	Red	-	0.15	0.00
City of Culture	0.00	0.00	0.00	0.00	0.00	Green	-	0.00	0.46
City Services - Commercial Services	0.18	0.14	0.04 F	0.04 F	0.00	Green	-	(0.11)	0.65
City Services - District Operating Areas	4.20	4.52	0.33 A	0.32 A	0.00 A	Red	↓	4.41	4.70
City Services - Trees & Ecology	0.88	0.99	0.11 A	0.11 A	0.00	Red	-	0.63	0.87
City Services - Waste Operations	16.80	15.59	1.22 F	1.10 F	0.12 F	Green	↑	11.26	14.33
City Services - Management & Compliance	0.50	0.53	0.03 A	0.03 A	0.00	-	-	0.35	0.30
City Services - Fleet & Landscapes Trading	(1.68)	(1.27)	0.41 A	0.54 A	0.13 F	Red	↑	0.07	(0.74)
CPRES - Bereavement Services	0.05	0.20	0.15 A	0.11 A	0.04 A	Red	↓	(0.02)	0.84
CPRES - Environmental Health & Trading Standards	1.56	1.43	0.13 F	0.10 F	0.03 F	Green	↑	0.77	1.42
CPRES - Licensing	(0.09)	(0.06)	0.03 A	0.03 A	0.00 F	-	↑	(0.16)	(0.02)
CPRES - Parking & Itchen Bridge	(8.14)	(8.91)	0.77 F	0.80 F	0.04 A	Green	↓	(6.00)	(6.63)
CPRES - Port Health	(0.63)	(0.29)	0.34 A	0.19 A	0.15 A	Red	↓	(0.33)	(0.41)
CPRES - Private Sector Housing	0.34	0.34	0.00	0.00	0.00	Green	-	(0.14)	0.14
CPRES - Registration Services	(0.20)	(0.19)	0.01 A	0.01 A	0.00 F	-	↑	(0.11)	(0.19)
Cultural Services	2.17	1.99	0.18 F	0.18 F	0.00	Green	-	0.76	2.45
Libraries	1.83	1.86	0.03 A	0.03 A	0.00	-	-	1.21	2.03
Economic Development	0.07	0.14	0.07 A	0.07 A	0.00	-	-	0.56	0.23
Emergency Planning	0.13	0.09	0.04 F	0.04 F	0.00	Green	-	0.21	0.04
Energy Team	0.05	0.05	0.00	0.00	0.00	Green	-	0.08	0.01
Flood Risk Management	0.21	0.15	0.06 F	0.06 F	0.00	Green	-	0.09	0.13
Health & Safety	0.27	0.30	0.03 A	0.03 A	0.00	-	-	0.17	0.29
Place Management	(0.10)	0.19	0.28 A	0.28 A	0.00	Red	-	0.12	0.24
Planning	0.35	0.96	0.61 A	0.60 A	0.01	Red	↓	0.48	1.03
Property Portfolio Management	(6.96)	(6.82)	0.14 A	0.04 A	0.09 A	Red	↓	(5.17)	(6.32)
Property Services	8.89	8.24	0.66 F	0.47 F	0.18 F	Green	↑	6.60	2.40
Skills	0.07	0.07	0.00	0.00	0.00	Green	-	0.13	0.13
Skills, Regeneration & Partnership	0.44	0.43	0.02 F	0.02 F	0.00	Green	-	(0.61)	0.40
Transportation	4.80	4.66	0.14 F	0.14 F	0.00	Green	-	1.68	5.06
<b>Total Place</b>	<b>28.62</b>	<b>28.41</b>	<b>0.21 F</b>	<b>0.17 F</b>	<b>0.04 F</b>	<b>Green</b>	<b>↑</b>	<b>17.06</b>	<b>26.49</b>

**Place £0.2M underspend**, nil movement. There are favourable variances for a rates reduction in cultural services of £0.2M, Transportation cost control measures of £0.2M, reduction in the anticipated cost of energy of £0.3M, net increased income of £0.6M, along with a reduction on the Waste Transformation and Improvement budget of £0.3M and reduced Waste disposal of £0.2M. This is off-set by adverse variances of £0.2M Mayflower Park revetments, £0.3M historic agency saving target which cannot be achieved, £0.3M relating to visitor economy, virtual retail for the Art Gallery and Southampton branding. There is a pressure of £0.2M due to non-achievement of the solar bins saving and other minor savings and £0.2M pressure relating to the cost of reactive repairs, increased Coroner costs of £0.1M and £0.2M City Development growth proposal, along with £0.1M of Local Plan costs.



Strategy & Performance BUDGET MONITORING MONTH 8 (November)									
CURRENT POSITION	Current Budget 2023/24	Forecast 2023/24	Forecast Annual Variance at Period 8	Variance P7	Variance Movement Compared to P7	Significant Forecast Variance Indicator	Improving ↑ / Deteriorating ↓ Movement	Actual to date	Actual Outturn 2022/23
	£M	£M	£M	£M	£M			£M	£M
Strategy & Performance	3.72	4.04	0.33 A	0.18 A	0.15 A	Red	↓	2.97	3.58
<b>Service Area</b>									
Business Development Management Team	0.20	0.20	0.00	0.00	0.00	Green	-	0.09	0.33
Corporate Communications	0.98	0.96	0.02 F	0.06 A	0.09 F	Green	↑	0.87	0.92
Data & Intelligence	0.66	0.96	0.31 A	0.07 A	0.23 A	Red	↓	0.79	0.34
Projects, Policy & Performance	1.12	1.22	0.10 A	0.09 A	0.00 A	Red	↓	0.77	1.50
Strategic Management of the Council	0.76	0.71	0.05 F	0.05 F	0.00	Green	-	0.45	0.48
<b>Total Strategy &amp; Performance</b>	<b>3.72</b>	<b>4.04</b>	<b>0.33 A</b>	<b>0.18 A</b>	<b>0.15 A</b>		↓	<b>2.97</b>	<b>3.58</b>



## Wellbeing & Housing



Wellbeing & Housing BUDGET MONITORING MONTH 8 (November)										
CURRENT POSITION	Current Budget 2023/24	Forecast 2023/24	Forecast Annual Variance at Period 8	Variance P7	Variance Movement Compared to P7	Significant Forecast Variance Indicator	Improving ↑ / Deteriorating ↓ Movement	Actual to date	Actual Outturn 2022/23	
	£M	£M	£M	£M	£M			£M	£M	
Wellbeing & Housing	95.28	99.39	4.11 A	3.84 A	0.27 A	Red	↓	45.64	94.14	
<b>Service Area</b>										
Adults - Adult Services Management	1.16	1.03	0.12 F	0.12 F	0.00 A	Green	↓	0.91	1.69	
Adults - Long Term	45.14	49.25	4.11 A	4.20 A	0.09 F	Red	↑	23.68	43.28	
Adults - Provider Services	4.29	3.83	0.46 F	0.08 F	0.38 F	Green	↑	2.98	4.61	
Adults - Reablement & Hospital Discharge	8.80	8.53	0.27 F	0.22 F	0.05 F	Green	↑	6.36	8.21	
Adults - Safeguarding AMH & OOH	14.02	14.22	0.21 A	0.14 A	0.06 A	Red	↓	8.48	13.69	
Community Safety, Alcohol Related Crime, CCTV	0.30	0.26	0.04 F	0.04 F	0.00 A	Green	↓	0.15	0.25	
Domestic Violence	0.56	0.57	0.02 A	0.02 A	0.00 A	Green	↓	0.52	0.54	
Grants to Voluntary Organisations	0.54	0.54	0.00	0.00	0.00	Green	-	0.36	0.84	
Housing Needs	2.96	3.94	0.98 A	0.26 A	0.72 A	Red	↓	(2.30)	2.02	
ICU - Provider Relationships	14.94	14.75	0.20 F	0.20 F	0.00 F	Green	↑	8.37	13.70	
ICU - System Redesign	1.63	1.62	0.01 F	0.01 F	0.00	Green	-	1.42	2.03	
Leisure Strategy	0.10	0.11	0.00 A	0.00	0.00 A	Green	↓	0.09	0.05	
Public Health - Health Improvement	1.70	1.70	0.00	0.00	0.00	Green	-	0.46	2.18	
Public Health - Health Protection and Surveillance	9.80	9.80	0.00	0.00	0.00	Green	-	4.09	9.88	
Public Health - Management & Overheads	(15.28)	(15.28)	0.00 F	0.00	0.00	Green	-	(12.91)	(15.82)	
Public Health - Non-ringfenced	0.19	0.19	0.00	0.00	0.00	Green	-	0.09	2.40	
Public Health - Population Healthcare	3.77	3.77	0.00	0.00	0.00	Green	-	0.27	3.76	
Social Fund & Property	0.18	0.18	0.00	0.00	0.00	Green	-	(0.18)	0.27	
Stronger Communities	0.52	0.42	0.10 F	0.10 F	0.00 F	Green	↑	2.84	0.53	
Travellers Sites	(0.04)	(0.04)	0.00	0.00	0.00	Green	-	(0.04)	0.03	
<b>Total Wellbeing &amp; Housing</b>	<b>95.28</b>	<b>99.39</b>	<b>4.11 A</b>	<b>3.84 A</b>	<b>0.27 A</b>	<b>Red</b>	<b>↓</b>	<b>45.64</b>	<b>94.14</b>	
<b>Breakdown by overall area:</b>										
Adult Social Care	73.41	76.87	3.46 A	3.91 A	0.45 F	Red	↑	42.42	71.47	
ICU	16.58	16.37	0.21 F	0.21 F	0.00 F	Green	↑	9.79	15.73	
Public Health	0.19	0.19	0.00 F	0.00	0.00	Green	-	(8.00)	2.40	
Housing	2.96	3.94	0.98 A	0.26 A	0.72 A	Red	↓	(2.30)	2.02	
Leisure	0.10	0.11	0.00 A	0.00	0.00 A	Green	↓	0.09	0.05	
Stronger Communities	2.05	1.92	0.13 F	0.13 F	0.00 A	Green	↓	3.65	2.47	

**Wellbeing and Housing £4.1M overspent,** an adverse movement of £0.27M: £5.4M is due to increased number and cost of client packages, £1.0M increased bad debt provision and £0.98M increased homelessness costs, offset by employee savings including agency of £1.3M and ICU savings of £0.3M. The adverse position is further offset by new government funding of £1.7M for care costs.



<u>Directorate</u>	Budget	Forecast	Variance
	£M	£M	£M
Children & Learning	10.56	10.57	0.01 F
Corporate Services	2.58	2.43	0.16 A
Place	80.99	81.29	0.30 F
Strategy & Performance	1.78	1.78	0.00
Wellbeing & Housing	3.79	3.75	0.04 A
<b>Total General Fund</b>	<b>99.70</b>	<b>99.82</b>	<b>0.12 F</b>
<b>HRA</b>	<b>43.09</b>	<b>43.83</b>	<b>0.73 F</b>
<b>Net Council Expenditure</b>	<b>142.79</b>	<b>143.64</b>	<b>0.85 F</b>
<b>Financed By:</b>			
Council Resources - Borrowing (GF)	20.94	21.04	0.11 A
Council Resources - Borrowing (HRA)	16.07	15.41	0.66 F
Council Resources - Capital Receipts	3.79	3.79	0.00
Contributions	12.49	12.49	0.00 A
Grants	64.66	64.66	0.01 A
Council Resources - DRF	3.36	2.96	0.40 F
MRA	21.50	23.29	1.80 A
<b>Total Financing</b>	<b>142.80</b>	<b>143.65</b>	<b>0.85 A</b>

<u>Forecast Variance Analysis</u>	GF	HRA	Total
	£M	£M	£M
Deficit Budget	0.33	3.53	3.86
Surplus Budget	(0.22)	(2.79)	(3.01)
Slippage of Works	0.00	0.00	0.00
Slippage for Retention Payments	0.00	0.00	0.00
Rephasing of Works	0.00	0.00	0.00
Funding No Longer Available	0.00	0.00	0.00
	<b>0.12</b>	<b>0.73</b>	<b>0.85</b>

No major changes since P7.

General Fund is reporting £0.12M forecast adverse variance. Major variances include:

- Care Director £0.16M underspend
- Vehicle Purchase £0.30M overspend

HRA is reporting £0.73M adverse variance. Major variances include:

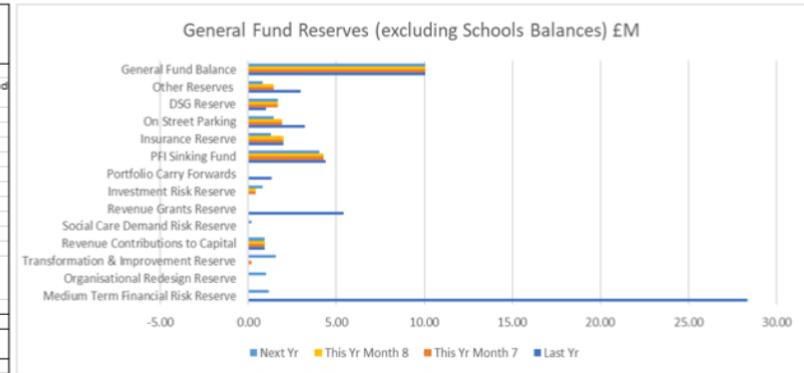
- Major Reactive Works £1.45M overspend
- Electrical Meters £0.80M overspend
- Fire Safety £1.13M underspend
- Container Homes Project £0.40M underspend
- 1,000+ Parking Spaces £0.71M underspend



## General Fund Earmarked Reserves (excluding Schools Balances)



	Balance As At 31/03/2023 £M	Month 7 Forecast Balance As At 31/03/2024 £M	Changes this month £M	Month 8 Forecast Balance As At 31/03/2024 £M	Month 8 Forecast Balance As At 31/03/2025 £M	Comments
Medium Term Financial Risk Reserve	28.35	0.00	0.00	0.00	1.15	Remaining balance used to meet in-year overspend
Organisational Redesign Reserve	0.00	0.00	0.00	0.00	1.00	In-year overspend is first call on the reserve
Transformation & Improvement Reserve	0.00	0.17	-0.17	0.00	1.00	In-year overspend is first call on the reserve
Revenue Contributions to Capital	0.93	0.93	0.00	0.93	0.93	
Social Care Demand Risk Reserve	0.00	0.00	0.00	0.00	0.20	
Revenue Grants Reserve	5.43	0.00	0.00	0.00	0.00	
Investment Risk Reserve	0.00	0.40	0.00	0.40	0.80	
Portfolio Carry Forwards	1.34	0.00	0.00	0.00	0.00	
PFI Sinking Fund	4.38	4.26	0.00	4.26	4.02	
Insurance Reserve	2.00	2.00	0.00	2.00	1.30	
On Street Parking	3.21	1.92	0.00	1.92	1.42	
DSG Reserve	0.95	1.65	0.00	1.65	1.65	Note £11.1M cumulative deficit to 31/03/2022 is held in the DSG Adjustment Account in accordance with regulations.
Other Reserves	2.96	1.45	0.00	1.45	0.81	
<b>Total Earmarked Reserves</b>	<b>49.99</b>	<b>12.82</b>	<b>-0.17</b>	<b>12.65</b>	<b>14.89</b>	
General Fund Balance	10.07	10.07	-0.01	10.06	10.06	£0.01M of forecast in-year overspend to be met from General Fund Balance
<b>Total GF Reserves(excl. Schools)</b>	<b>59.66</b>	<b>22.88</b>	<b>-0.18</b>	<b>22.70</b>	<b>24.94</b>	



The balance on the Medium Term Financial Risk (MTFR) Reserve is forecast to be used up in 2023/24 in meeting the £13.9M in-year overspend forecast at month 8, as is the £4.5M balance on the newly created Organisational Redesign and Transformation & Improvement Reserves. A residual £0.01M of the forecast in-year deficit will be required to be met from the General Fund Balance if no other earmarked revenue reserves are available.



	<b>Council Tax</b>	<b>Business Rates</b>	<b>Total</b>
	<b>£M</b>	<b>£M</b>	<b>£M</b>
Distribution of previous years' estimated surplus/(contribution towards estimated deficit)	(0.31)	3.45	3.14
Net income and expenditure for 2023/24	0.51	0.80	1.31
<b>(Surplus)/Deficit for the year</b>	<b>0.21</b>	<b>4.25</b>	<b>4.45</b>
(Surplus)/Deficit brought forward from 2023/24	0.90	(13.20)	(12.30)
<b>Overall (Surplus)/Deficit Carried Forward</b>	<b>1.11</b>	<b>(8.95)</b>	<b>(7.85)</b>
<b>SCC Share of (Surplus)/Deficit</b>	<b>0.93</b>	<b>(4.39)</b>	<b>(3.46)</b>
Add: Variance in SCC Government grant income for business rates reliefs for 2023/24		(0.09)	(0.09)
<b>SCC Net Share of (Surplus)/Deficit including Government Grant adjustments to be taken into account in budget setting</b>	<b>0.93</b>	<b>(4.48)</b>	<b>(3.55)</b>

➤ For the Collection Fund as a whole there is a forecast cumulative surplus of £7.9M to be carried forward into 2024/25, mostly from an improvement in the 2022/23 outturn position due to a reduction in the amount set aside for business rates appeals.

➤ The in-year deficit comprises £3.1M for the net surplus for 2022/23 as estimated at 2023/24 budget setting being distributed in year and £1.3M other net expenditure. The other net expenditure is mainly due to an increase during the year in the estimated liability for business rates appeals estimated liability for business rates appeals and an increase in council tax exemptions compared with what was assumed in estimating the 2023/24 tax base.

➤ SCC's share of the surplus is £3.5M, of which £4.3M relates to the improvement in the 2022/23 outturn position and £0.8M to the in-year deficit. This will need to be taken into account in setting the 2024/25 budget and is not available to use in 2023/24.



## Housing Revenue Account



HOUSING REVENUE ACCOUNT BUDGET MONITORING MONTH 8 (November)							
CURRENT POSITION	Current Budget 2023/24	Forecast 2023/24	Forecast Annual Variance at Period 8	Variance P7	Variance Movement Compared to P7	Significant Forecast Variance Indicator	Improving ↑ / Deteriorating ↓ Movement
	£M	£M	£M	£M	£M	£M	£M
<b>Expenditure</b>							
Responsive & Repairs	15.10	15.09	0.01 F	0.01 F	0.00	Green	-
Cyclical Maintenance	6.44	6.51	0.07 A	0.07 A	0.00	Red	-
Rents Payable	0.20	0.45	0.25 A	0.25 A	0.00	Red	-
Debt Management	0.09	0.09	0.00	0.00	0.00	Green	-
Supervision & Management	26.16	26.92	0.76 A	0.81 A	0.05 F	Red	↑
Interest & Principal Repayments	5.71	6.71	1.00 A	1.00 A	0.00	Red	-
Depreciation	22.07	21.50	0.57 F	0.57 F	0.00	Green	-
Direct Revenue Financing of Capital	4.00	1.93	2.07 F	2.12 F	0.05 A	Green	↓
<b>Gross Expenditure</b>	<b>79.77</b>	<b>79.20</b>	<b>0.58 F</b>	<b>0.58 F</b>	<b>0.00</b>	<b>Green</b>	<b>-</b>
<b>Income</b>							
Dwelling Rents	(75.14)	(74.94)	0.20 A	0.20 A	0.00	Red	-
Other Rents	(1.24)	(1.20)	0.04 A	0.04 A	0.00	Red	-
Service Charge Income	(2.34)	(2.52)	0.18 F	0.18 F	0.00	Green	-
Leaseholder Service Charges	(1.05)	(1.05)	0.00	0.00	0.00	Green	-
Interest Received	0.00	(0.08)	0.08 F	0.08 F	0.00	Green	-
Total Income	<b>(79.77)</b>	<b>(79.78)</b>	<b>0.01 F</b>	<b>0.01 F</b>	<b>0.00</b>	<b>Green</b>	<b>-</b>
<b>Balances</b>							
Working Balance B/Fwd	(2.00)	(2.00)					
<b>(Surplus)/deficit for year</b>	<b>0.00</b>	<b>(0.59)</b>	<b>0.59 F</b>	<b>0.59 F</b>	<b>0.00</b>	<b>Green</b>	<b>-</b>
Working Balance C/Fwd	(2.00)	(2.59)					

**HRA POSITION £0.59M Favourable.** £0.57M favourable forecast on depreciation charge is proposed to be added to the overall working balance. Pressures of £2.37M across the HRA relating to rent void loss £0.2M and empty property charges £0.25M, £0.8M Disrepair claims, waste disposal cost, management restructure and termination costs and £1m interest rate cost are being offset by favourable variances on service charge income of £0.18M, a reduction in vehicle financing costs of £0.05M and interest receivable of £0.08M, and a reduction in planned direct revenue financing contribution of £2.07M.

Landlord Controlled Heating Account		
	YTD £M	Forecast £M
<b>Balance B/fwd</b>	<b>3.58</b>	<b>3.58</b>
Costs incurred Jan-Mar 23	2.02	2.02
Less accruals 22/23	(2.81)	(2.81)
Rent collected ytd	(4.85)	(7.46)
Leaseholder contribution		(0.80)
Contribution to bad debt provision	0.00	0.20
Costs incurred YTD	2.87	8.29
<b>Balance C/fwd</b>	<b>0.82</b>	<b>3.03</b>

As a result of significantly increased energy costs, and no subsequent adjustment to charges applied during 2022/23, the landlord controlled heating account ended in a deficit position as at 31st March 2023. The revised charges for 2023/24 are anticipated to be sufficient to cover costs in 2023/24 only, but will not contribute to deficit recovery unless a significant reduction in cost occurs. Cabinet agreed to the principle of a phased deficit recovery plan in July 2023. Following receipt of revised energy cost forecasts in October 2023, the anticipated cost for 2023/24 has reduced and, as a result, the revised deficit is anticipated to be £3.03M



## Dedicated Schools Grant

CURRENT POSITION	Current Budget	Forecast	Forecast Annual	Variance	Variance	Significant	Improving ↑ /
	2023/24	2023/24	Variance at Period 8	P7	Movement Compared to P7	Forecast Variance Indicator	Deteriorating ↓ Movement
	£M	£M	£M	£M	£M		
Schools	0.00	0.00	0.00	0.00	0.00	Green	-
High Needs	0.00	(0.70)	0.70 F	0.70 F	0.00	Green	-
Early Years	0.00	0.00	0.00	0.00	0.00	Green	-
Central Services	0.00	0.00	0.00	0.00	0.00	Green	-
In Year Balance	0.00	(0.70)	0.70 F	0.70 F	0.00	Green	-
Balance B/Fwd held in DSG adjustment reserve	0.00	11.09	11.09 A				
Balance B/Fwd held in DSG usable reserve		(0.99)	0.99 F				
Net DSG deficit B/Fwd		10.10	10.10 A				
Total non General Fund Services	0.00	9.40	9.40 A			Red	

School Balances Table	Forecast 2023/24		
	Deficit	Surplus	Balance
<b>Primary</b>	2.91	(2.18)	0.73
Nos.	12	19	31
%	39%	61%	100%
<b>Secondary</b>	0.00	(2.62)	(2.62)
Nos.	0	6	6
%	0%	100%	100%
<b>Special</b>	0.81	(0.19)	0.62
Nos.	2	3	5
%	40%	60%	100%
<b>Total</b>	3.72	(4.99)	(1.26)
Nos.	14	28	42
%	33%	67%	100%

<b>DECISION-MAKER:</b>	CABINET
<b>SUBJECT:</b>	HOMELESSNESS AND ROUGH SLEEPING STRATEGY 2024-2029
<b>DATE OF DECISION:</b>	19 DECEMBER 2023
<b>REPORT OF:</b>	COUNCILLOR FIELKER - DEPUTY LEADER AND CABINET MEMBER ADULTS, HEALTH & HOUSING

<b><u>CONTACT DETAILS</u></b>			
<b>Executive Director</b>	<b>Title</b>	Executive Director for Wellbeing, Adults and Housing	
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<b>Author:</b>	<b>Title</b>	Director for Housing	
	<b>Name:</b>	Jamie Brenchley	Tel: +44 23 8083 3045
	<b>E-mail</b>	jamie.brenchley@southampton.gov.uk	

<b>STATEMENT OF CONFIDENTIALITY</b>		
NOT APPLICABLE.		
<b>BRIEF SUMMARY</b>		
<p>Under the Homelessness Act 2002, local council housing authorities must publish a homelessness strategy every five years. The strategy must be informed by a review of homelessness in the local area. The current homelessness strategy in Southampton is due to expire in 2023. This is Southampton City Council's new Homelessness and Rough Sleeping Strategy ('the strategy') for 2024-2029. The Homelessness Strategic Assessment 2023 has informed this new strategy. Both documents are appended to this report.</p>		
<p>The council's Homelessness Strategic Assessment 2023 highlights that the rate of homelessness in Southampton (10.4 per 1000 households) is significantly higher than the national average (6.1 per 1000). The strategy aims to tackle the high rates of homelessness and rough sleeping across the city in the next five years. Our vision is to create a city where everyone has a safe place to call home.</p>		
<b>RECOMMENDATIONS:</b>		
1.	(i)	The Cabinet approves the new Homelessness and Rough Sleeping Strategy 2024-2029.
	(ii)	The Cabinet approves the changes made to the strategy based on feedback from the Overview and Scrutiny meeting on the 14 December 2023.

<b>REASONS FOR REPORT RECOMMENDATIONS</b>	
2.	To meet the statutory requirement under the Homelessness Act 2002 to publish a homelessness strategy every five years, based on a homelessness review.
<b>ALTERNATIVE OPTIONS CONSIDERED AND REJECTED</b>	
3.	None, it is a statutory requirement for local authorities to have a homelessness strategy.
<b>DETAIL (Including consultation carried out)</b>	
4.	The following Acts set out the statutory responsibilities of the council to those who are homeless or threatened with homelessness and are eligible for assistance: <ul style="list-style-type: none"> <li>• Housing Act 1996;</li> <li>• Homelessness Act 2002;</li> <li>• Homelessness Reduction Act 2017.</li> </ul>
5.	The strategy has been informed by the Homelessness Strategic Assessment 2023, relevant research, internal services, and partners. This includes adult and children's social care services, the housing service, and frontline staff. The council also engaged with registered providers of social housing, commissioned services, and charities.
6.	A 12-week public consultation ran from the 10 July 2023 to the 1 October 2023. The consultation was promoted through social media posts, the council's e-bulletin, Tenants Link, the council's website, and a press release. The consultation was also shared with people living in temporary accommodation via email, with homelessness teams and the Domestic Abuse and Violence Against Women and Girls Strategic Partnership Board. There were 315 responses. There was a high level of agreement on the priorities of the strategy. 91% of respondents agreed with Priority 1, 90% agreed with Priority 2, 89% agreed with Priority 3, and 87% agreed with Priority 4. These responses have been carefully considered and some amendments were made to the strategy in response to the feedback. The full consultation report and consideration of the feedback table are in Appendix 3 and 4.
7.	A strategy review was undertaken to ensure that this strategy aligns with the council's Corporate Plan (2022-2030) and other relevant council strategies and policies, such as the <a href="#">Strategy for the Provision of Support in Safe Accommodation 2021-2024</a> .
8.	The four key priorities align with the priorities outlined in the Government's current rough sleeping strategy, <a href="#">Ending Rough Sleeping for Good</a> . This was published in September 2022 with the following priorities: prevention, intervention, recovery and a joined-up transparent approach.
9.	The key priorities of the Homelessness and Rough Sleeping Strategy 2024-2029 are: <p><b>Priority 1: Prevention</b></p> <ul style="list-style-type: none"> <li>• Move beyond a reactive response and focus on reducing individual and population-wide risks of homelessness across the city.</li> </ul>

	<p><b>Priority 2: Intervention</b></p> <ul style="list-style-type: none"> <li>• Providing timely, appropriate, and effective interventions to alleviate homelessness and help those sleeping rough.</li> </ul> <p><b>Priority 3: Working Together (Partnerships/Systems)</b></p> <ul style="list-style-type: none"> <li>• Combining skills, resources, and experience to improve homelessness solutions and outcomes.</li> </ul> <p><b>Priority 4: Housing Solutions</b></p> <ul style="list-style-type: none"> <li>• Exploring new and innovative ways to diversify our accommodation and support options in the city.</li> </ul>
10.	A new Homelessness Prevention Board will be created with key partners across Southampton. The Board aims to bring together knowledge, skills, resources, and funding to achieve these outcomes. The Board will oversee, implement, and monitor the strategy and action plan.
11.	An action plan will be developed to detail how the outcomes will be delivered. The action plan will outline who is accountable for each action and provide key performance indicators and a timeline for implementation.
<b>RESOURCE IMPLICATIONS</b>	
<b><u>Capital/Revenue</u></b>	
12.	<p>The strategy will be funded by the council's own budget and Government grants, such as the Homelessness Prevention Grant and Household Support Fund. The Homelessness Prevention Board will work with partners to combine resources and funding to achieve the outcomes.</p> <p>The current forecast for 2023/24 is around £0.26M overspent due to demand pressures, with pressure on temporary accommodation costs and irrecoverable housing benefits costs. This comes after £0.3M was added to the 2023/24 budget, due to rising demand experience last year.</p>
<b><u>Property/Other</u></b>	
13.	None.
<b>LEGAL IMPLICATIONS</b>	
<b><u>Statutory power to undertake proposals in the report:</u></b>	
14.	Homelessness Act 2002 requires local council housing authorities to publish a homelessness strategy every 5 years. The strategy must be based on a review of homelessness in the local area.
15.	<p>The following Acts set out the statutory responsibilities of the council to those who are homeless or threatened with homelessness and are eligible for assistance:</p> <ul style="list-style-type: none"> <li>• Housing Act 1996;</li> <li>• Homelessness Act 2002;</li> <li>• Homelessness Reduction Act 2017.</li> </ul>
<b><u>Other Legal Implications:</u></b>	

16.	The consultation and design of the proposed strategy, as well as the Equality Safety Impact Assessment, has been undertaken having due regard to the requirements of the Equality Act 2010, in particular s.149 relating to the Public Sector Equality Duty (“PSED”) and the Human Rights Act 1998 All actions delivered under the strategy and associated action plans will be implemented having regard to these duties.
<b>RISK MANAGEMENT IMPLICATIONS</b>	
17.	Under the Homelessness Act 2002, the strategy must be renewed every five years and informed by an assessment of homelessness needs in the city. If this strategy is not renewed by the end of 2023, there is a risk that we will not meet our statutory obligation to renew every five years.
18.	The strategy is to be overseen, implemented, and monitored by the Homelessness Prevention Board. If the strategy is approved by the Cabinet at the end of December, it will be ready for implementation by January 2024. If this Homelessness Prevention Board is not established before January 2024, it will not be ready to deliver on the strategy. The team is engaging with the potential members of the Board, and a draft of the Terms of Reference is being circulated to relevant officers and partners.
19.	The role of the Cabinet is to approve the strategy. There is a risk that the Homelessness Prevention Board will not wholly agree with the current strategy. The council must be prepared to consider any of the Board’s feedback and recommendations. If any changes are recommended, the council must follow the correct governance routes for approval. To mitigate the risk of major amendments being recommended, potential Board members have been involved with the development of the strategy. Potential Board members were also contacted directly to review and provide feedback on this strategy.
<b>POLICY FRAMEWORK IMPLICATIONS</b>	
20.	In developing the strategy, a review has been conducted to ensure the strategy is in accordance with relevant Policy Framework policies and strategies. The strategy is consistent with the council’s corporate objectives as set out in the Corporate Plan 2022-2030. The strategy also aligns with the Strategy for the Provision of Support in Safe Accommodation 2021-2024, the Housing Strategy 2016-2025 and the Safe City Strategy 2022-2027.

<b>KEY DECISION?</b>	<b>Yes</b>
<b>WARDS/COMMUNITIES AFFECTED:</b>	All
<u>SUPPORTING DOCUMENTATION</u>	
<b>Appendices</b>	
1.	Appendix 1 - Homelessness and Rough Sleeping Strategy 2024-2029
2.	Appendix 2 - Homelessness Strategy Equality Safety Impact Assessment
3.	Appendix 3 - Homelessness Strategy Full Consultation Results
4.	Appendix 4 - Consultation Considerations Table

5.	Appendix 5 – Homelessness and Rough Sleeping Strategy 2024-2029 – short version
6.	Appendix 6 – Homelessness Strategic Assessment 2023

**Documents In Members' Rooms**

1.	None.
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**Equality Impact Assessment**

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

<b>Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out.</b>	No
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**Other Background Documents**

**Other Background documents available for inspection at:**

<b>Title of Background Paper(s)</b>	<b>Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)</b>
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1.	None.	
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SOUTHAMPTON CITY COUNCIL  
HOMELESSNESS AND ROUGH SLEEPING STRATEGY  
2024-2029

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## Foreword

Southampton City Council believes everyone deserves a good quality of life, to be healthy and safe and have somewhere they can call home. Taking a multi-agency approach working alongside community partners, stakeholders and the wider public has helped us to develop our new Homelessness and Rough Sleeping Strategy.

We recognise that homelessness is broader than people rough sleeping and includes those living in insecure accommodation. We also understand homelessness is a complex problem that is difficult to describe and doesn't have a simple solution. Tackling this challenge requires fresh thinking and will need us to apply new approaches to old issues, as we work towards our aim of minimising repeat and long-term homelessness, supporting individuals and families to find sustainable long-term solutions, which focuses on their needs and aspirations.

The strategy is designed to tackle this challenging issue alongside the community and partners who will support us to deliver for those who use our services.

Critical to how we resolve this issue includes working with individuals who have lived experience or who have been disproportionately affected by homelessness to help shape our services so that they best meet the needs of those who access them.

We welcome your support.



**Councillor Fielker - Cabinet Member for Adults, Health and Housing**



**Claire Edgar - Executive Director for Wellbeing, Adults & Housing**

## Summary

***“Not having a home as a stable and secure base can make it harder for people to find a job, stay healthy and maintain relationships. People often experience feelings of isolation, increasing their chances of taking drugs or experiencing mental health problems.”*** (Homeless Link, 2022)

We believe that everybody has the right to a safe, suitable, and stable home. Home gives stability, a sense of belonging, and keeps people safe, together, and protected from the outside elements. It is where we make memories with friends and families, and it helps us to build a strong foundation for our lives.

Yet sadly, figures from Shelter indicate that at least 271,000 people were recorded as homeless in England in January 2023 (123,000 being children). In Southampton, the rate of homelessness is significantly higher than the national average.<sup>1</sup>

Homelessness and rough sleeping are not new problems. However, there has been a new national focus on rough sleeping since the Covid-19 pandemic with the Government’s new ‘Everyone In’ policy. This ensured that all people sleeping rough were housed in temporary accommodation to keep them safe during the pandemic. Nationally, this scheme supported 37,000 people. This policy enabled councils to build relationships with people who were homeless. This includes people who had not previously been known to local housing services. During the pandemic, the Government temporarily banned evictions. This meant that many people were able to remain in their homes, who may have otherwise become homeless.

These policies have since ended, but we want to build on this momentum to tackle homelessness and end rough sleeping. We have a lot of work to do, and we face the same funding and budget challenges as many local authorities.

We have analysed key information and data to understand the current needs in Southampton around homelessness. This strategy is our plan to address these needs and tackle homelessness and rough sleeping in Southampton over the next 5 years. The strategy will be accompanied by an action plan explaining in detail how we will achieve our aims.

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<sup>1</sup> In Southampton (2021/2022) the rate was 10.4 per 1k households and the national average is 6.1 per 1k households.

## Vision, goals, and values

Our vision:

- A city where everyone has a safe place to call home.

Our goals:

- Work proactively to ensure people receive the right support at the right time to help them find or remain in a stable home.
- Break the cycle of intergenerational homelessness. We want to support children and young people to build strong foundations for life.
- Listen to those we are trying to help and those with lived experience to understand their needs. Everybody's journey is different. We want to address the underlying factors that led them to become, or be at risk of becoming, homeless and to work with each person to reach the best housing solutions we can.
- End rough sleeping in Southampton.
- Deliver the right housing solutions.
- Improve resident experience and making every contact count.

Our values:

- 1. Trauma Informed.** A trauma-informed, person-centred, and compassionate approach, showing empathy for the housing situation that people find themselves in.
- 2. Unconditional Positive Regard.** Unconditional positive regard involves showing complete support and acceptance of a person no matter what that person says.
- 3. What works.** Use a data-driven and evidence-informed approach and develop Best Practices across the council to improve interventions and outcomes.
- 4. Working Together.** Collaborate with partners across the city to end homelessness.
- 5. Lived Experience.** Listen to and learn from the voices of people with lived experience.

## Defining Homelessness

We define “homelessness” and “threatened homelessness” using the definition in [Section 175 of the 1996 Housing Act](#).

Someone is homeless if:

- they have no accommodation they are legally entitled to occupy, either in the UK or overseas;
- they have accommodation but cannot secure entry to it;
- they have accommodation designed or adapted to be lived in that consists of a ‘moveable structure’ (such as a caravan, mobile home, or canal boat) but they have nowhere to put it;
- they have accommodation but it is not reasonable or suitable to continue living there.

Somebody is threatened with homelessness if:

- they are likely to become homeless within 28 days;
- they have been given a valid legal notice to leave the accommodation such as a notice to quit, Section 21 notice) verbal or written notice for excluded licences, and that notice will expire within 56 days.

Local authorities have legal responsibilities to support people who are threatened with homelessness or who are homeless. The legislation which set out the duties local authorities must follow is explained in more detail in Appendix 1.

To achieve our vision and tackle homelessness, we must first understand the context within which we are working.

## Understanding homelessness nationally

Local authorities are working in an increasingly challenging environment. Since the previous Homelessness Prevention Strategy (2018-2023), we have faced the Covid-19 pandemic, the rising cost-of-living, and international events forcing people to flee to the UK for shelter. As a result, there is a rising demand on homelessness and housing services, with increasingly limited options to provide support and relief.

The [Government's Statutory Homeless Annual Report](#) outlines that in England alone, 278,110 households were assessed as either being at risk of homelessness or already homeless in April 2021 to March 2022.

### **Covid-19, and a new national strategy**

In 2020, during the Covid-19 pandemic, the Government implemented the 'Everyone In' policy. This policy equipped local authorities with the mandate and resource to provide temporary accommodation for all rough sleepers to keep them safe during the pandemic. Around 37,000 rough sleepers in England were housed in temporary accommodation. The policy enabled housing teams to help even the hardest-to-reach and street-attached rough sleepers.

However, [Shelter's 2021 'Everyone In: Where Are They Now?'](#) report estimated that more than 77% of those 37,000 rough sleepers that the policy helped, had not moved into settled accommodation. This policy was a short-term solution which successfully provided rough sleepers with temporary accommodation. Yet, it did not tackle the issue of limited affordable accommodation for people to move into. It also did not ensure that there was adequate support to help people maintain long-term tenancies.

### **Housing affordability and availability**

There is a growing lack of affordable housing in the UK. Recent global factors, such as cost-of-living crisis, rising energy bills and inflation rising at unprecedented level, has made it much more challenging for residents to pay essential housing bills. As well as this, welfare support, such as Universal Credit and the Local Housing Allowance, have not increased in line with rising costs. Figures from [Shelter](#) indicate that the average home in 2000 cost 4 x the average salary. By 2021, this had risen to 8 x the average salary. The rise in interest rates between August 2022 and March 2023 has further impacted on the affordability of mortgages for homeowners and prospective buyers. Landlords are also impacted by the challenge in paying mortgages and as a result many increase their rental rates.

There is also a shortage of available accommodation. There has been a [decline of national housebuilding](#), halving in 50 years. This includes a drop in new social homes being built. Social houses are also being purchased under the Right to Buy schemes so, many are no longer available for renting. The pool of available rented accommodation is also reducing as many landlords are selling up and exiting the sector entirely. So, whilst residents are increasingly struggling to afford housing costs, there is a growing lack of available accommodation. Therefore, people are struggling to find affordable housing to buy or to rent, and there is an increasingly long waiting list in social housing. People face a lack of viable options if they do become homeless or are threatened with homelessness.

Local councils are having to use temporary accommodation in higher numbers and for longer periods to house people who are homeless. In England, the number of people living in temporary accommodation has risen by an alarming 74% in the last 10 years, according to [Shelter England](#). Figures in [Crisis' 2022 Homelessness Monitor Report](#) indicate that in England, over half of homelessness expenditure now goes on temporary accommodation, depleting spending from other vital interventions. This is largely due to a reduction in options of affordable accommodation for people to move into.

### **Refugees and EU Nationals**

Local authorities have also faced additional demands on their housing during 2021 and 2022 with international developments resulting in UK policy changes. Local authorities have a duty to provide accommodation for people who have been evacuated from danger, under various schemes. This includes the Afghan Relocations and Assistance Policy (ARAP) and Afghanistan Citizens Resettlement Scheme, Ukrainian placement schemes, and the Hong Kong UK Welcome Programme. For example, Ukrainian nationals were hosted by UK families, but many placements have now ended. Therefore, local authorities have a responsibility to help them secure housing and avoid homelessness.

The impact of Brexit also means that there is a new sub-group of European nationals who no longer have the right to work in the UK. If they are homeless or sleeping rough, they no longer qualify for public funding and their housing options through local authorities are highly limited. This inevitably impacts local health services and frontline workers who face worsening health conditions for those people due to their unresolved housing situation.

Our strategy aims to provide support in this challenging environment. To meet the specific needs of our residents, it is important to understand the homelessness needs of our city.

## Understanding homelessness locally

We have collated and analysed recent data around homelessness and housing in Southampton, including trends over the lifetime of the previous strategy, to understand the current need in our city. The full data analysis is available in our [2023 Southampton Homelessness Strategic Assessment](#).

This section provides a snapshot of the local needs in Southampton around homelessness.

### Rate of homelessness

- In Southampton, the rate of households threatened with homelessness (5.3 per 1000 households) is similar to the national average (5.6 per 1000 households).
- The rate of homelessness (10.4 per 1000 households in 2021/22) is significantly higher than the national average (6.1 per 1000 households).

### Number of rough sleepers

- The number of people rough sleeping on a single night in Southampton was three times higher in 2022 (27 people) compared to 2021 (9 people). The average number rough sleeping on a single night in Southampton between 2010 and 2022 was 20.
- In December 2022, the number of people sleeping rough over the course of a month in Southampton was 78, slightly lower than November (86) and October (95). Of the 78 in December 2022, around a third (26) were new to rough sleeping.

### Factors increasing the risk of homelessness in Southampton.

- **Deprivation and Poverty** - a lack of income and resource can increase the likelihood of becoming homeless.
  - Southampton is ranked 55<sup>th</sup> most deprived of the 317 Local Authorities in England (IMD 2019).
  - Southampton is ranked 3<sup>rd</sup> worse in the country for crime deprivation.
  - Additionally, around 12% of Southampton's population live in neighbourhoods within the 10% most deprived nationally. This rises to 18% for the under 18 population, suggesting that deprivation disproportionately impacts upon young people in the city.
- **Impact of the Covid-19 pandemic** – more people are claiming benefits and on lower pay.

- The number of adults in Southampton claiming out of work benefits more than doubled between March 2020 (6,550 claimants) and March 2021 (12,145). Whilst this claimant has been on a downward trend, it is yet to return to pre-pandemic levels.
- **Earnings in Southampton** – pay has declined so residents have tighter budgets and less income to spend on rent or mortgage rates.
  - Pay has declined in ‘real’ terms because of inflation.
  - Adjusted for inflation, weekly resident (-£21, -3.0%) and workplace (-£24, -3.1%) earnings for full time workers both declined between 2021 and 2022.
- **Affordability of housing** – there is a lack of affordable housing options for people.
  - This is measured by the Office of National Statistics through a ratio between yearly median house prices and median workplace earnings. Full-time employees in Southampton who wish to buy a home would have to spend around 7.4 times their annual earnings to buy a home (2022).
- **Social housing** – demand for social housing in the city far exceeds supply.
  - According to Census 2021 data, 21.9% (22,397) of households in Southampton live in socially rented accommodation. Demand for social housing in the city far exceeds supply, with 7,379 households on the social housing waiting list in Southampton at the end of March 2022.
- **A shortage of housing and limited land to build on** – lack of space to build affordable housing.
  - This requires innovative solutions to be explored. For example, repurposing vacant commercial buildings or redeveloping existing buildings to ‘build up’ where we do not have the space to ‘build out.’
- **Domestic Abuse** – domestic abuse can result in people fleeing their homes and becoming homeless. This is a leading cause of homelessness and largely for women.
  - 32.6% of all violent crimes in Southampton were flagged as domestic in 2021/22. 68.8% of domestic flagged crime victims in 2021/22 were female.
- **Substance Use** – substance use, with a lack of mental health support, can make it challenging to maintain a tenancy.
  - In addition, an estimated 5,355 people who live in Southampton are estimated to be alcohol dependent, and 1,200 local people use illicit opiates (heroin) or crack cocaine.
- **Complex cases** – this refers to people who have more needs than just housing support, such as mental health and substance use needs. These cases require more time-intensive, person-centred, and multi-agency solutions.
  - 76.6% of households threatened by homelessness or presented as homeless with homelessness duties accepted had additional needs.

**Most frequent reasons for households being threatened with homelessness in Southampton (2021-2022), were:**

- Family and friends unable/willing to accommodate people (37.8% compared to 25.5% nationally).
- End of the assured shorthold private rented tenancy (27.7%, compared to 33.1% nationally).
- Being evicted from supported housing (8.1% compared to 3.2% nationally).
- Social rented tenancy ending (7.4% compared to 5.7% nationally -not statistically significant).
- Domestic abuse (3.9% compared to 7.8% nationally).

**Challenges with data collection**

The data outlined above, and in more detail in the [2023 Southampton Homelessness Strategic Assessment](#), aims to present a clear picture of the complex issues in Southampton. However, it is difficult to present an accurate picture of homelessness due to limitations in recording and collecting data. Local authorities have a duty to collect data on households who approach them for assistance. Yet, there are “hidden” forms of homelessness. For example, people who sofa surf or live in severely overcrowded conditions do not always present themselves to local authorities so, are less likely to be recorded in official statistics.

Moreover, there can be anomalies within the data collected. During the COVID-19 pandemic, the “Everyone In” policy resulted in all rough sleepers being housed in temporary accommodation. Therefore, data reflected that there were virtually no rough sleepers during this period.

**Data informed strategy.**

Despite these challenges, using this data, we have developed an understand of what the key needs around homelessness are in Southampton. We have used this information to develop this strategy. We aim to use our resources effectively to tackle current issues and help achieve our overall aim to ensure everyone has a safe and secure home to live.

The strategy has been informed by a range of sources as well as the [2023 Southampton Homelessness Strategic Assessment](#). For example (non-exhaustive list):

- [Department for Levelling Up, Housing and Communities – Ending Rough Sleeping for Good \(2022\)](#).

- [Southampton Strategic Assessment – Homelessness Prevention Review \(2023\).](#)
- [Southampton Data Observatory.](#)
- [Southampton’s Strategy for the Provision of Support in Safe Accommodation \(2021-2024\).](#)
- [Crisis – The Plan to end homelessness.](#)
- [Office for National Statistics – “Hidden homelessness in the UK: evidence review” \(2023\).](#)
- Engagement with homelessness and housing, adult social care, children’s service, public health, homelessness service providers and other relevant teams.

## Solutions

Homelessness and rough sleeping go beyond housing. They affect mental wellness, physical health, independence, self-esteem, and life choices. Without homes and the sense of community they can provide, it is easy to feel isolated and alone.

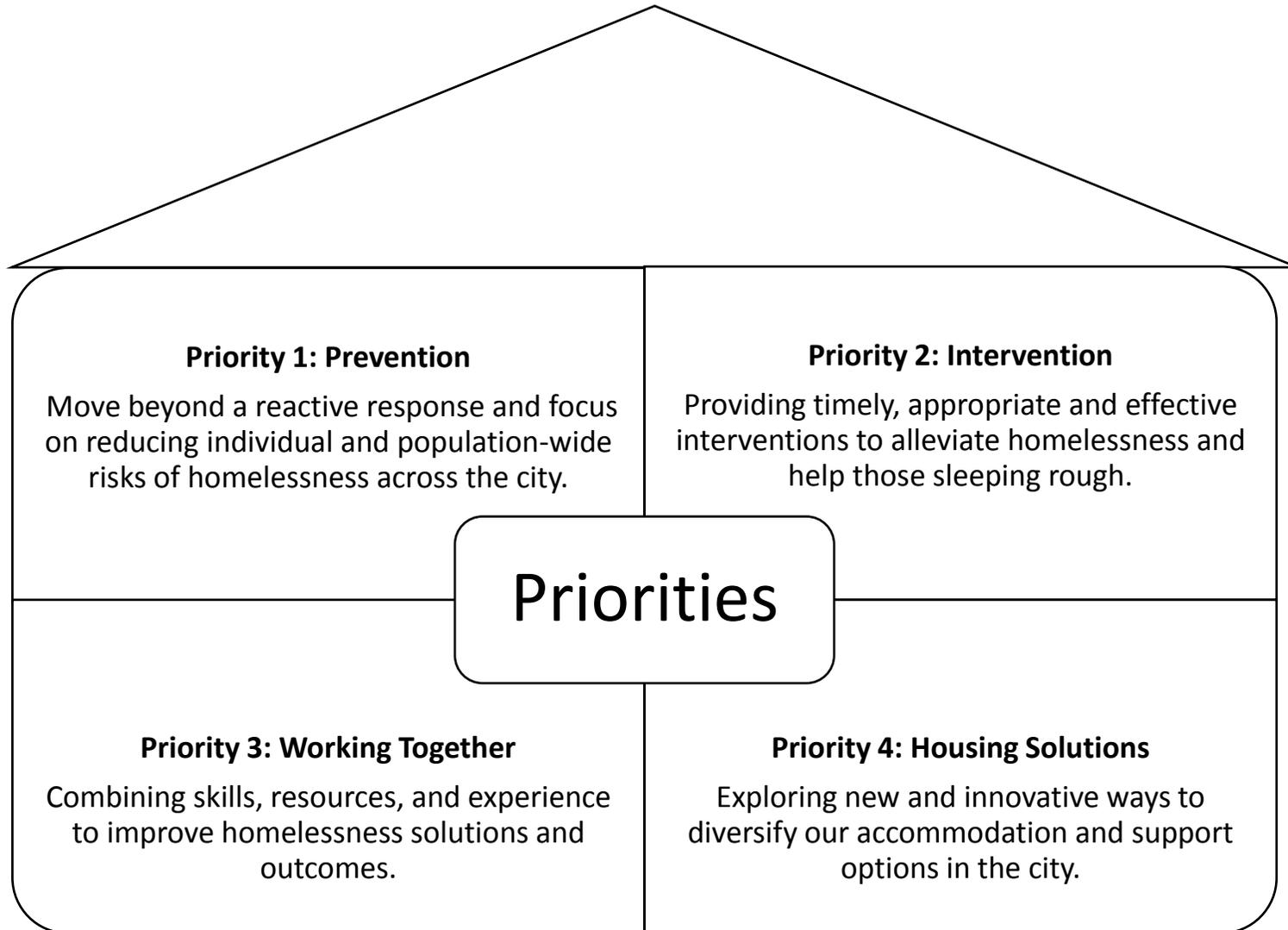
We realise how hard it is to ask for help, and how easy it can be to feel defined by the label of homeless or rough sleeping. This strategy is not about simply ticking boxes, assigning labels or making assumptions about why somebody needs our help. At its heart, it is about breaking stigmas to understand and support people out of homelessness. We will work hard to see the stories behind the situation people find themselves in.

Prevention and early intervention are an important part of this strategy. There are very real and co-occurring reasons why people are at risk of homelessness or end up homeless. The solution needs to be a cross-cutting, council-wide, collaborative approach. Some people also need more support than others to build skills and confidence to maintain a tenancy, so we want to make sure our housing pathways are simple, clear and effective. Whether you are a care leaver, somebody leaving an institution such as prison, a single person sleeping rough, or a family you should be able to find out, and have a voice in, your journey to a place you can call home.

Our strategy has been designed to align closely with the Government's current national rough sleeping strategy [‘End Rough Sleeping For Good’](#). Published in September 2022, it outlines a ‘four-pronged approach’ to rough sleeping, revolving around Prevention, Intervention, Recovery, and A Joined-Up Transparent Approach.

## Our 'Core Four' priorities

Our vision is for there to be a city where everyone has a safe place to call home. To achieve this, we have four priority areas, known as our 'Core Four':



Under each of the Core Four priorities, we have outlined a set of outcomes we want to achieve with a set of actions to achieve each one. These centre around some key overarching focuses and goals for the next five years, including to:

- ✓ Make better use of our resources to tackle homelessness across the city.
- ✓ Ensure people receive the right support at the right time to prevent and tackle homelessness.
- ✓ Offer a range of accommodation solutions both private and social rented sector, to deliver the right housing solutions for everyone.
- ✓ Work proactively to prevent intergenerational homelessness and to support people to maintain tenancies.
- ✓ Engage compassionately with rough sleepers to help them step into safe and suitable housing.
- ✓ Ensure support is in place for young people, care leavers, and those with additional needs and vulnerabilities to enable them to secure and maintain a tenancy.
- ✓ Reduce spend on, and time spent in, temporary accommodation and become more financially efficient.
- ✓ Create a new Homelessness Prevention Board, bringing key partners in the city together to tackle homelessness, to monitor and deliver this strategy over the next five years.

**We have ensured that this strategy aligns closely with the council’s following strategies, assessments, and policies (non-exhaustive list):**

- [Southampton Homelessness Strategic Assessment 2023.](#)
- [Southampton City Council’s Corporate Plan 2022-2030.](#)
- [Housing Strategy 2016-2025.](#)
- [Local Plan.](#)
- [Tenancy Strategy 2020-2025.](#)
- [Housing Asset Management Strategy 2022-2026.](#)
- Related housing policies, including the [Allocations Policy.](#)
- [Domestic Abuse Part IV Safe Accommodation Strategy 2021-2024.](#)
- [Domestic Abuse and Violence Against Women and Girls Strategy.](#)
- [Safe City Strategy 2022-2027.](#)
- [Health and Wellbeing Strategy 2016-2025.](#)
- [Tobacco, Alcohol and Drugs Strategy 2023-2028.](#)
- [Children and Young People’s Strategy 2022-2027.](#)
- Mental Health and Wellbeing Strategy (in development).

## Priority 1 – PREVENTION

**Move beyond a reactive response and focus on reducing individual and population-wide risks of homelessness across the city.**

Losing a tenancy and or being unable to find suitable and safe accommodation can be a very frustrating and traumatic experience. So, it is important that we focus on preventing people who are at risk of homelessness from losing their homes. We also want to move beyond a reactive response. We will focus on reducing population-wide risks of homelessness by developing stable, supportive, and inclusive environments.

To try to prevent homelessness from occurring altogether, we will implement the following actions to achieve the outcomes:

<b>Outcome</b>	<b>What do we want to achieve?</b>	<b>How will we achieve this?</b>
1. A more integrated system to tackle homelessness.	Seamless service delivery that adopts a proactive strength-based approach to homelessness prevention.	Explore and develop integration of service delivery/location.
2. Innovative solutions to identify and assist households at risk of homelessness at the earliest point possible.	A 'No wrong door' approach to those approaching the council where a housing support need is identified.	Review where people are approaching the council for help and support, and ensure the right training and resources are located there.
	Improved referrals systems and practices, which enable us to intervene before people are at crisis.	Improve how we record data internally to provide a more accurate picture of the needs in the city.

		Ensure data sharing agreements to between agencies/services.
3. Clear and transparent pathways to housing for vulnerable groups.	A support system for vulnerable people including, young people, care leavers, institutional leavers, and those with additional needs which enables them to secure and maintain a tenancy.	Improve our website/self-service, and better signposting from and through other agencies, along with updated training on services and options (a 'Professionals' Hub').
		Undertake early preventative planning work for those potentially at higher risk of homelessness.
		Ensure the placements for vulnerable adults and young people are appropriate, such as endeavouring not to place those under 21 in adult accommodation.
		Review or create Service Level Agreements to harness housing solutions/ pathways for vulnerable people.

4. Modern and developed approach to corporate parenting. Local authorities have a responsibility to the children they look after and their care leavers. In this context, they are referred to as the 'corporate parent' of these children and young people.	A care leaver corporate offer that is clear, accessible, and fit for purpose.	Revise how we educate and support care leavers on a pathway to independence and create a new 'Care Leavers Corporate Service Offer' outlining clear housing pathways.
		Ensure that there are clear pathways for care leavers to access housing and all options are explored to prevent evictions.
	Improved joint working protocols, ensuring we provide choice and control to care leavers within the constraints of our resources.	Train Personal Advisors for Care Leavers on correct housing procedures/advice so they can offer additional support.
5. An end to cycles of homelessness through proactive education and supporting people to maintain tenancies.	Prevention (and educate against) intergenerational homelessness.	Provide/support in psychoeducation for households where parent/parents are homeless.
	Available specialised education and support for maintaining a tenancy. In particular, support for people who have lost a tenancy.	Expand educational programmes such as No Limits tenancy skills for young people.

		<p>Explore the option of a tenancy academy/tenancy-ready course to upskill people who have not had a tenancy before or who have previously lost one. Include topics such as budgeting, paying bills, getting set up with suppliers when you move in, etc. This could include a certification on completion that can be used to evidence new skills and make renters more attractive to landlords.</p>
	<p>Improved education, employment opportunities and life-skills to help sustain life off the streets for good.</p>	<p>Work with internal council services and partners to improve life-skills, employment skills and opportunities.</p>

<p>6. Effective use of adaptability tools, including the Disabled Facilities Grant enabling people with particular physical needs to stay in their own homes for longer if this is an option.</p>	<p>Keep people living in their own homes if it is feasible to do so.</p>	<p>Ensure that Disability Adaptations Grants are processed quickly and used as fully as possible for necessary adaptations to private and council properties.</p>
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## Priority 2 – INTERVENTION

### **Providing timely, appropriate, and effective interventions to alleviate homelessness and help those sleeping rough.**

The longer someone is homeless, the greater the risk of worsening physical and mental health problems. It is crucial that we intervene as early as possible to provide support and work quickly to help people find a suitable home. It is also important that when we intervene, the support we provide ensures long-term solutions and reduces the risk of repeat homelessness.

To ensure we intervene early and with the right support, we will implement the actions below to achieve the following outcomes:

<b>Outcome</b>	<b>What do we want to achieve?</b>	<b>How will we achieve this?</b>
1. Timely and effective interventions to those threatened with homelessness, using temporary accommodation where necessary but avoiding it where there are other opportunities to relieve homelessness.	Positive interventions which prevent homelessness.	Provide incentives to Landlords to try to prevent evictions and keep people in tenancies.
	A reduction in the number of approaches at the relief stage and reduce the number of main duties owed (definitions can be found in Appendix 1).	Strengthen our prevention and early intervention work to try to avoid cases reaching the relief stage. This includes support where needed on managing budgets, financial advice, and benefits guidance.
	An increase in the number of relief duties ending with a positive outcome.	

	<p>A reduction in the number of interim/ temporary accommodation stays (and the average length of these stays).</p>	<p>Revise our current temporary accommodation (TA) offer to meet the current demand while supporting people to move on.</p>
	<p>A system where our temporary accommodation is offered strategically as a tool to alleviate homelessness and as a steppingstone to long-term sustainable accommodation.</p>	

<p>2. High-quality and up-to-date advice, information, and guidance to help resolve instances of homelessness, and ensuring residents have the information they need.</p>	<p>Provide more useful information to enable residents to self-serve.</p>	<p>Continue to provide in-person, telephone, and online advice services/options to those at risk of homelessness.</p>
	<p>An offer of high-quality, compassionate, and judgment-free housing advice service, that is easily accessible for those who need them.</p>	<p>Modernise our website so that people know early on what support is available and what their options are. This expansion of self-serve will help reduce inquiry numbers and ensure officers have sufficient time for more cases with people needing multiple support services and high-needs cases.</p>
		<p>Improve education internally and externally so that partners, service providers, and staff such as support workers and personal advisors, know what to advise.</p>

		Review the front door offer and make sure support services are easily accessible.
		Provide clear information for people who have Restricted Eligibility on the support that is available to them if they become homeless or are threatened by homelessness.
	A workforce which has effective and regular training and is able to work with current challenges, manage expectations, and	Explore locality models for housing options services to enable more localised provision within communities.

provide the best services with the resources available.

Ensure our staffing levels are making the best use of resources, and that vacancies are filled.

<p>3. Supported accommodation that meets changing needs in the city, with the flexibility to respond to local pressures.</p>	<p>Flexibility in our supported accommodation offer and pathways, with clear next steps and move-on opportunities identified.</p>	<p>Review our existing supported accommodation offer.</p> <p>Ensure we have a range of appropriate options in place for those needing supported accommodation, suitable for individual and complex needs.</p> <p>Ensure we have a balance of proactive and reactive homelessness work in the city.</p>

<p>4. Solutions and choices for people to help resolve their homelessness.</p>	<p>Pathways for people to access the private rented sector (PRS).</p>	<p>Understand the barriers to accessing the private rented sector (PRS) and take steps to help those that can and should enter the PRS to do so.</p> <p>Continue using and expanding on innovative schemes to help more people access affordable properties, such as landlord incentives, the affordable housing framework, and rent guarantor options.</p> <p>Encourage staff to suggest new ideas and think creatively to solve housing challenges.</p> <p>Consider a council-run private-sector leasing scheme. This could be used as a tool to prevent and relieve homelessness.</p>
<p>5. A workforce which uses sensitive, compassionate and trauma-informed approaches when working with people who have experienced homelessness (including rough sleepers, and survivors/victims of domestic abuse).</p>	<p>The identification, intervention of and compassionate response to people who become homeless across Southampton.</p>	<p>Strengthen training, workforce development, policies, and procedures to make improvements to our service. This includes creating service user-led groups to develop the pathway with lived experience input.</p> <p>Train staff in Trauma Informed Practice approach using the Trauma Informed Practice Concordat Delivery Framework.</p>

		Communicate regularly with service users to keep them update on their stage in the process and their options. This includes people in temporary accommodation.
	An offer of safe accommodation and support for people who are homeless, including domestic abuse survivors/victims.	Work closely with the Domestic Abuse coordinator and Whole Housing Approach coordinator to establish safe accommodation and support for survivors/victims of domestic abuse.
		Train relevant housing teams on how to identify and support people who have experienced domestic abuse.
	Effective engagement with complex people in our society who fall through the gaps, ensuring their healthcare needs are met, to break cycles of homelessness.	Consider piloting new schemes to find innovative and suitable accommodation options.
	A reduction in the numbers of people sleeping rough in the city using our Rough Sleepers Initiative (RSI) funding, in line with government targets.	Continue commissioning and operating rough sleeper healthcare services, such as the Homeless Health Service.

## Priority 3 – WORKING TOGETHER (PARTNERSHIPS/SYSTEMS)

### **Combining skills, resources, and experience to improve homelessness solutions and outcomes.**

The needs of people who are homeless or threatened with homelessness, often stretch across different services, including the housing services, mental health services and children’s services. We want to work with our partners to pull together our knowledge, skills, and resources, to improve prevention methods and provide effective support.

Below outlines how will work better together with our partners, across Southampton to improve homelessness solutions:

<b>Outcome</b>	<b>What do we want to achieve?</b>	<b>How will we achieve this?</b>
<p>1. Strong partnerships which work together to tackle homelessness.</p>	<p>A partnership that prevents people in crisis from losing their homes. This partnership will also aim to deliver new accommodation and support people experiencing homelessness.</p>	<p>Create a new Homelessness Prevention Board to regularly bring partners together to discuss the newest homelessness trends and find solutions. This Board will also have overall responsibility for overseeing the implementation of this strategy, tracking successes, and holding partners to account for delivery.</p>
		<p>Continue working with existing local forums, such as the Street Support Homelessness Conference, to raise the profile of homelessness and to work together on shared goals and initiatives.</p>

		<p>Work closely with Mental Health and Substance Use Disorder services to identify people at risk of homelessness and work to reduce the risks. Also, to help people experiencing homelessness and support them to acquire and sustain a home.</p> <p>Use the data that we are gathering from referrals from other public bodies to understand the trends and focus in the right places.</p>
2. A developed peer support network and effective engagement with service users in the city.	A strong and experience-led peer support network to further enhance support for rough sleepers.	<p>Ensure that there is a representative of people with lived experience contributing to the Board's discussions and activities. Consider having a representative of people with lived experience as a member of the new Homelessness Prevention Board when created.</p>
3. A multi-agency panel which considers ways to prevent evictions from social housing and support those who have been evicted.	More joined up working with us to reduce homelessness in the city.	<p>Instigate regular meetings (at least every 6 months) between Registered Providers and housing leads to discuss the most pressing housing issues in the city (and with their tenants), to explore ways to work together to find solutions.</p> <p>Invite Registered Providers to form part of our new Homelessness Prevention Board.</p>

<p>4. Cross council working which helps to reduce the number of service users that lose their accommodation due to complex needs.</p>	<p>Effective joint working and multi-agency responses to reduce evictions and sustain accommodation.</p>	<p>To review whether a multi-disciplinary team is required. This team would review long-term challenging cases, work collaboratively to wrap services around the most vulnerable clients and find person-centred solutions for some of the most complex situations. This would be across services and would enable teams working with an individual to spot difficulties in advance. It would ensure teams work proactively to prevent evictions and homelessness, using best practices, such as the 'Making Every Adult Matter' (MEAM) Approach.</p>
<p>5. An improved internal collaboration within the council, sharing knowledge and experience, and working together to find the best solutions for those experiencing (or threatened with) homelessness.</p>	<p>A joined up, 'one council' approach to homelessness.</p>	<p>Work with teams to establish new Service Level Agreements (SLA) where needed to establish better joint working practices.</p> <p>Scrutinise processes for referrals between service areas, to ensure that a 'no wrong door' approach can be upheld in practice.</p> <p>Improve the transparency of the council's housing offer so services and partners understand the council's housing processes, options and limitations.</p>
<p>6. Effective working between the Housing team and Adult Social Care teams to understand the housing needs and best multi-agency housing solutions for adults and elders.</p>	<p>Housing services which link in with our wider council aims. For example, on living and ageing well and our health in all policies approach. This includes keeping people at</p>	<p>Develop an independent living strategy/action plan with Adult Social Care, with a focus on how we can help people to maintain living independently for longer. This plan will enable better joined up working</p>

	home for longer if this is the best option for them.	with Adult Social Care teams, to ensure we are thinking strategically about using residential care when it is appropriate to free up homes, but also trying to maintain care at home as long as this is possible and beneficial.
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## Priority 4 – HOUSING SOLUTIONS

### Exploring new and innovative ways to diversify our accommodation and support options in the city.

The reasons why people become homeless or are threatened by homelessness, vary and can be complex. By diversifying and enhancing the current housing options, we can provide better, tailored, and long-term solutions for individuals.

Below outlines how we will diversify our accommodation and provide more housing options in the city:

Outcome	What do we want to achieve?	How will we achieve this?
1. Efficient use of our resources to tackle homelessness across the city.	A variety of accommodation options and tenures across the city, to ensure residents have access to appropriate housing options.	Review our resources and service user needs to identify gaps to ensure we direct future resource/service planning towards those areas.
		Continue our work to reduce voids in the city.
2. The most in need are prioritised for social housing.	A fair, easy-to-understand and flexible Allocations Policy that ensures access to social housing is available for those who need it the most.	Review and update our Allocations Policy.
3. Improved move-on options and a reduced spend on, and time spent in, temporary accommodation wherever possible.	Increased housing options for all to reduce the reliance on emergency and temporary accommodation.	Some of this will be achieved by key early intervention and prevention work as set out in Priorities 1 and 2. However, we will also explore our temporary and supported accommodation offers, and our move-on options to ensure we have a diverse range of pathways out of temporary accommodation.

<p>4. Improved relationships, and engagement, with Private Rented Sector (PRS) housing providers/ landlords.</p>	<p>A better understanding of the current challenges in the PRS and an increased availability for residents to access the PRS where possible.</p>	<p>Ensure that where we can, we offer support for residents to access private rented accommodation.</p> <p>Work both proactively and reactively with landlords to incentivise, and support, them to provide appropriate and high-quality housing for residents.</p> <p>Explore options for ensuring local housing availability and quality for tenants.</p>
<p>5. New temporary and permanent accommodation options across the city.</p>	<p>A mix of tenure that meets needs.</p>	<p>Work collaboratively to look at options to diversify housing options. For example, explore modular temporary accommodation units, repurposing empty homes and commercial units, and container units.</p>
<p>6. Appropriate housing options for people with complex needs.</p>	<p>An improvement to our specialised housing schemes, such as Supported Lettings and Housing First.</p>	<p>Ensure that we have a supply of Housing First homes that are appropriate and fit for purpose, to enable more people to benefit from the scheme.</p>

		Expand our Supported Lettings Scheme from 20 to 30 properties and aim to expand further in future where resources allow.
7. Better housing options for people who have pets and are experiencing homelessness or are threatened by it.	Improved housing options for people with pets who experience homelessness or are threatened by homelessness. We recognise that pets provide companionship and at times may restrict access to services, including accommodation.	We will work to explore housing solutions in temporary and supported accommodation for people who are threatened by homelessness or experiencing homelessness and have pets.

## Engaging, Developing and Consulting on this strategy

### Engagement

During the development of this strategy, we engaged with key services and partners in the city. They provided useful insight into the major successes and challenges around homelessness in Southampton. We engaged with (non-exhaustive list):

- Relevant services within the council, such as the adults' and children's social care service. This includes staff working with care leavers.
- Staff working with people in institutions, such as hospital, prison, and probation with a need for a safe housing option.
- Southampton's Housing Officers, and frontline staff working directly with people who are homeless or threatened with homelessness.
- Staff and partners working with people with No Recourse to Public Funds and refugees.
- Social housing, registered providers and supported accommodation providers in the city. This includes services providing temporary accommodation.
- External partners such as Citizen Advice Southampton, Society of St James, and Scratch Charity.

During this engagement period, we gathered invaluable information about the current needs in our city. Combined with the needs assessment, this information has enabled us to develop the four key priorities and strategic actions to tackle homelessness in Southampton.

### Listening to what you have to say

We conducted a consultation to enable members of the public, including residents and businesses, to share their views of and suggestions for our new strategy. This was a 12-week public consultation, which ran from 10 July 2023 until 1 October 2023. We received valuable feedback from 315 respondents. We heard from a range of people including, residents of Southampton, charities and volunteer organisations who work in the sector, and people who have experienced homelessness or have been threatened by it. We carefully considered this feedback and used it to inform and improve our final strategy.

## Delivering our strategy

### Homelessness Prevention Board

Tackling homelessness is complex and can require several organisations to pull their knowledge, skills, and resources together to find solution. We will create a new Homelessness Prevention Board to bring together all the key partners in Southampton to enable us to work together to find solution to help tackle homelessness in our city. We understand that listening to people with lived experience is invaluable in understanding how to compassionately identify and respond to homelessness. Therefore, representatives of people with lived experiences will be included in this Board. The Homelessness Prevention Board will oversee, implement, and monitor the progress of the actions.

### Measuring successes (KPIs)

An action plan will be developed which will provide detailed actions on how to deliver outcomes, outline who is accountable for the delivery of each action and timelines for implementation. This action plan will be reviewed annually ensuring we remain on track to achieve our aims over the next 5 years. The Homelessness Prevention Board will oversee the implementation of the action plan and agree the Key Performance Indicators. Our high level KPIs are outlined below. These are updated quarterly:

#### Metrics

- Total No: of assessments made - Households initially assessed as threatened with homelessness (prevention) or homeless (relief) during the quarter.
- Total No: of households successfully prevented from being homeless.
- Total No: of households successfully relieved from being homeless.
- No: of Rough Sleepers (single night count).
- No: of Households on the Housing waiting list.
- No: of properties let.
- Total no: of households in temporary Accommodation (TA).
- No: of households with Children accommodated in TA.
- No: of children accommodated in TA.
- No: of care leavers accommodated in TA.
- No: of households with children accommodated in BnB.
- No: of households with children accommodated in BnB over 6 weeks.

## **Funding**

- The actions to achieve the strategy outcomes will be funded from various sources, such as the council's own budget. It will also be funded by Government grants, such as the Homelessness Prevention Grant.

## Final thanks

Thank you to everyone who took part in the development of this strategy.

The contributions and feedback have been invaluable in drafting and revising our strategy.

We will work hard to deliver this strategy and achieve our vision of creating a city where everyone has a safe place to call home.



## Appendix 1: Legislation

### Statutory Requirements for Local Authorities

When a Local Authority carries out any function including formulating policies and strategies it must have due regard to the Equality Act 2010 (EA 2010) and the Human Rights Act 1998. In particular it must have due regard to its Public Sector Equality Duty under S149 EA 2010.

Legislation setting out the rights of people who are experiencing homelessness and duties local authorities must follow, first came into force with the introduction of the Housing (Homeless Persons) Act 1997, then with further amendments made by the Housing Act 1985, the Housing Act 1996.

The Homelessness Act 2002 places a statutory duty on all local authorities to carry out a homelessness review for their area, in consultation with local partners and stakeholders, formulate and publish a homelessness strategy based on the results of that review, at least every five years.

All local authorities have a duty to ensure advice and information are available to any household, about preventing homelessness, finding a home, rights when homeless and help available locally.

During the lifetime of the council's previous Homelessness Prevention Strategy (2018 – 2023), new legislation was implemented.

1. **Homelessness Reduction Act 2017** – In April 2018 this Act was introduced and brought new duties (prevention duty and relief duty) on local authorities to focus on prevention of homelessness. These have informed the development of the new strategy.
2. **Homelessness duties:**
  - Prevention Duty: A local authority must take reasonable steps to help the applicant secure accommodation and ensure it does not cease to be available for their occupation.
  - Relief duty: A local authority must take reasonable steps to help the applicant secure accommodation which becomes available for at least six months.

- Main duty: A local authority must take reasonable steps to provide accommodation for a household that has not received secure accommodation under the relief duty and has a priority need. If a household is unintentionally homeless and categorised as *vulnerable*, they will have a priority need for emergency housing.

### 3. Domestic Abuse Act 2021.

This Act requires local authorities to provide safe accommodation options for victims/ survivors of domestic abuse. Domestic abuse is a leading cause of homelessness. Local authorities also have a duty to carry out a safe accommodation needs assessment and publish a strategy for safe accommodation provision and support. Local authorities must also give people who become homeless because of domestic abuse priority need for safe accommodation.

Our Domestic Abuse prevention strategies:

- [Strategy for the Provision of Support in Safe Accommodation 2021-2024 \(southampton.gov.uk\)](https://www.southampton.gov.uk/docs/default-source/strategy-for-the-provision-of-support-in-safe-accommodation-2021-2024/southampton-strategy-for-the-provision-of-support-in-safe-accommodation-2021-2024.pdf).
- [Domestic Abuse and Violence Against Women and Girls 2023-2028 Strategy \(southampton.gov.uk\)](https://www.southampton.gov.uk/docs/default-source/domestic-abuse-and-violence-against-women-and-girls-2023-2028-strategy/southampton-domestic-abuse-and-violence-against-women-and-girls-2023-2028-strategy.pdf).

### 4. Armed Forces Act 2021 (in force from November 2022).

This Act introduced a new requirement for some public bodies, including local authorities, to pay due regard to the principles of the Armed Forces Covenant when carrying out specific public functions in the areas of housing, healthcare, and education. This Act places a legal duty on local authorities to give priority for social housing to serving members of the Armed Forces, former Service personnel and their family members.

[END]



### Equality and Safety Impact Assessment

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 proposals and consider mitigating action.

<b>Name or Brief Description of Proposal</b>	Homelessness and Rough Sleeping Strategy 2024-2029
<b>Brief Service Profile (including number of customers)</b>	
<p>The Homelessness Act 2002 gave all local authorities a responsibility to produce a 5-year strategy on homelessness for their area and renew the strategy at the end of the period. Southampton City Council’s current Homelessness Prevention Strategy covers the period 1<sup>st</sup> January 2018 to 31<sup>st</sup> December 2023.</p> <p>The findings from the Homelessness Review have been used to update the Homelessness and Rough Sleeping Strategy 2024-2029 and agree on the priorities for the council in relation to homelessness and homelessness prevention for the next five years.</p> <p><a href="#">Southampton City Council Corporate Plan 2022/30</a> outlines our vision for Southampton as a ‘City of Opportunity’ over the next 8 years. This ambition applies to housing and homelessness as much as to all other areas of our work in Southampton.</p> <p>The vision of our new strategy is “A city where everyone has a safe place to call home”.</p> <p>The priorities of the strategy are:</p> <p><b>Priority 1: Prevention</b></p> <p>Move beyond a reactive response and focus on reducing individual and population-wide risks of homelessness across the city.</p> <p><b>Priority 2: Intervention</b></p> <p>Providing timely, appropriate and effective interventions to alleviate homelessness and help those sleeping rough.</p>	

### **Priority 3: Working Together**

Combining skills, resources and experience to improve homelessness solutions and outcomes.

### **Priority 4: Housing Solutions**

Exploring new and innovative ways to diversify our accommodation and support options in the city.

### **Summary of Impact and Issues**

The previous Homelessness Prevention Strategy was reviewed as part of the process of drafting this strategy. As part of the review, we have considered current and future levels of homelessness in Southampton based on an analysis of:

- any planned legislation or local policy changes that are likely to impact on levels of homelessness for particular groups in the district;
- statutory homelessness applications and acceptance;
- demographic profile of those who are statutory homeless;
- reasons for statutory homelessness;
- accommodation outcomes;
- rough sleepers;
- wider determinants of homelessness – those factors which make individuals more likely to experience or be at risk of homelessness.

We have collated and analysed recent data around homelessness and housing in Southampton, including trends over the lifetime of the previous strategy, to understand the current need in our city. The full data analysis is available in our Homelessness Prevention Review 2023.

In Southampton, the rate of households threatened with homelessness (5.3 per 1000 households) is similar to the national average (5.6 per 1000 households).

The number of people rough sleeping on a single night in Southampton was three times higher in 2022 (27 people) compared to 2021 (9 people). The average number of rough sleeping on a single night in Southampton between 2010 and 2022 was 20.

Factors identified in increasing the risk of homelessness in Southampton include:

- **Deprivation and Poverty** - a lack of income and resource can increase the likelihood of becoming homeless.
  - Southampton is ranked 55<sup>th</sup> most deprived of the 317 Local Authorities in England (IMD 2019).

- Southampton is ranked 3<sup>rd</sup> worst in the country for crime deprivation.
- Additionally, around 12% of Southampton's population live in neighbourhoods within the 10% most deprived nationally. This rises to 18% for the under 18 population, suggesting that deprivation disproportionately impacts upon young people in the city.
- **Impact of the Covid-19 pandemic** – more people are claiming benefits and on lower pay.
  - The number of adults in Southampton claiming out of work benefits more than doubled between March 2020 (6,550 claimants) and March 2021 (12,145). Whilst this claimant has been on a downward trend, it is yet to return to pre-pandemic levels.
- **Earnings in Southampton** – pay has declined so residents have tighter budgets and less income to spend on rent or mortgage rates.
  - Pay has declined in 'real' terms because of inflation.
  - Adjusted for inflation, weekly resident (-£21, -3.0%) and workplace (-£24, -3.1%) earnings for full time workers both declined between 2021 and 2022.
- **Affordability of housing** – there is a lack of affordable housing options for people.
  - This is measured by the Office of National Statistics through a ratio between yearly median house prices and median workplace earnings. Full-time employees in Southampton who wish to buy a home would have to spend around 7.4 times their annual earnings to buy a home (2022).
- **Social housing** – demand for social housing in the city far exceeds supply.
  - According to Census 2021 data, 21.9% (22,397) of households in Southampton live in socially rented accommodation. Demand for social housing in the city far exceeds supply, with 7,379 households on the social housing waiting list in Southampton at the end of March 2022.
- **A shortage of housing and limited land to build on** – lack of space to build affordable housing.

- This requires innovative solutions to be explored. For example, repurposing vacant commercial buildings or redeveloping existing buildings to ‘build up’ where we do not have the space to ‘build out.’
- **Domestic Abuse** – domestic abuse can result in people fleeing their homes and becoming homeless. This is a leading cause of homelessness and largely for women.
  - 32.6% of all violent crimes in Southampton were flagged as domestic in 2021/22. 68.8% of domestic flagged crime victims in 2021/22 were female.
- **Substance Use** – substance use, with a lack of mental health support, can make it challenging to maintain a tenancy.
  - In addition, an estimated 5,355 people who live in Southampton are estimated to be alcohol dependent, and 1,200 local people use illicit opiates (heroin) or crack cocaine.
- **Complex cases** – this refers to people who have more needs than just housing support, such as mental health and substance use needs. These cases require more time-intensive, person-centred, and multi-agency solutions.
  - Southampton Homelessness Strategic Review 2023 data highlights the large number of cases needing multiple support services presenting to homelessness teams. The top 5 support needs of households owed a duty (prevention or relief) in Southampton (66.3% of needs) are: history of health problems (21.4% of needs); history of repeat homelessness (12.5% of needs); drug dependency needs (11.8%); having a history of offending (11.1%) and having physically ill health or a disability (9.5%).

During the preparation and review of the strategy, we have undertaken internal and external focus groups with a wide range of partner organisations.

A public consultation was launched on the 10<sup>th</sup> July 2023 and closed on the 1<sup>st</sup> October 2023. The feedback has been carefully considered and some amendments have been made to the strategy.

#### **Potential Positive Impacts**

The Homelessness and Rough Sleeping Strategy underpins the services and activities being delivered to tackle homelessness based on existing legislative requirements. Many of the activities are already being delivered. New actions are proposed that aim to reduce homelessness as soon as possible by enhancing existing services and housing provision.

Prevention and early intervention are an important part of the strategy. There are co-occurring reasons why people are at risk of homelessness or end up in homelessness.

The strategy has been designed to help shape the homelessness pathways in Southampton and prevent homelessness at the earliest opportunity in a time of challenging circumstances.

By collaborating with partners across the city, we hope to achieve the actions outlined in the strategy by making better use of our resources and by providing a variety of housing options, both in the private and social rented sectors, so that everyone has safe accommodation.

We will take proactive measures to prevent intergenerational homelessness and assist individuals in maintaining their tenancies. This includes ensuring that young people, care leavers, and those with additional needs and vulnerabilities have the support they need to secure and maintain tenancy.

<b>Responsible Service Manager</b>	Maria Byrne, Service Lead Housing Needs and Welfare
<b>Date</b>	November 2023
<b>Approved by Senior Manager</b>	Jamie Brenchley, Director of Housing
<b>Date</b>	November 2023

### Potential Impact

<b>Impact Assessment</b>	<b>Details of Impact</b>	<b>Possible Solutions &amp; Mitigating Actions</b>
<b>Age (Young people)</b>	<p>Children: depending on legislation, households with children facing homelessness have a priority and the strategy sets out a range of activities to help households prevent their homelessness, options to secure alternative accommodation and a range of support services for families with additional needs.</p> <p>Young people: The strategy identifies young people as a specific group with support needs, recognises the vulnerability of care leavers, and identifies joint working with partners to help young people who face financial and</p>	<p>The strategy does not discriminate or disadvantage anyone due to their age.</p> <p>A household/person is able to approach homelessness services for help and guidance.</p> <p>The new strategy focuses on practicing 'a no wrong door' approach to those approaching the council where a housing support need is identified.</p> <p>This will be done by strengthening referral systems and practices to enable us to intervene</p>

Impact Assessment	Details of Impact	Possible Solutions & Mitigating Actions
	other barriers to secure settled housing and access support.	before people are in crisis.  We will also review when people are approaching for help so we can identify further preventive measures and to ensure our service is accessible for all.
<b>Disability</b>	It is not restrictive but recognises those households with physical, emotional and mental health disabilities as groups who require tailored responses to tackle homelessness more effectively.	Trauma informed training to improve staff's understanding of aspects such as Post Traumatic Stress.  Ensure we utilise all funding options available to keep people living in their homes if it is feasible to do so.
<b>Gender Reassignment</b>	No negative impact identified.	All households approaching the council with a housing issue are given advice and information and according to their situation and the legislative framework may be assisted into accommodation.
<b>Marriage and Civil Partnership</b>	No negative impact identified.	All households approaching the council with a housing issue are given advice and information and according to their situation and the legislative framework may be assisted into accommodation.
<b>Pregnancy and Maternity</b>	Pregnancy and maternity may have a negative impact on household income.	Homelessness legislation, which underpins the strategy, identifies this group as a priority. This means if a homelessness duty is accepted because homelessness could not be prevented, accommodation will be

Impact Assessment	Details of Impact	Possible Solutions & Mitigating Actions
		<p>provided.</p> <p>The strategy is clear that all homelessness is serious and seeks to support any household to prevent homelessness. The public law duty in relation to the use of bed and breakfast for households with pregnant women or children is limited to 6 weeks.</p>
<b>Race</b>	No negative impact identified.	<p>All households approaching the council with a housing issue are given advice and information and according to their situation and the legislative framework may be assisted into accommodation.</p> <p>Ensure organisations working with residents from ethnic minorities are aware of homelessness services and can support with making referrals as needed.</p>
<b>Religion or Belief</b>	Some people might find it difficult to cope in supported housing environments due to their religion or beliefs.	All households approaching the council with a housing issue are given advice and information and according to their situation and the legislative framework may be assisted into accommodation.
<b>Sex</b>	Men and women might have similar needs and issues which they need support with, however, homeless men and women can choose different ways to cope. In general, men are more likely to	<p>The strategy is clear that all homelessness is serious and seeks to support any household to prevent homelessness.</p> <p>The public law duty in</p>

<b>Impact Assessment</b>	<b>Details of Impact</b>	<b>Possible Solutions &amp; Mitigating Actions</b>
	become homeless, but women are more vulnerable while living on the streets than men.	relation to the use of bed and breakfast for households with pregnant women or children is limited to 6 weeks.  Actions include a review of challenges and support available to households with protected characteristics.
<b>Sexual Orientation</b>	Some people might find it difficult to cope with certain housing environments due to their sexual orientation.	All households approaching the council with a housing issue are given advice and information and according to their situation and the legislative framework may be assisted into accommodation.
<b>Community Safety</b>	Lack of appropriate housing options and no access to benefits may increase the risk of rough sleeping.	Improving access to housing options for all to reduce the risk of some households rough sleeping or sofa surfing.
<b>Poverty</b>	The impact of social and economic deprivation is recognised as a factor in causing homelessness.	All households approaching the council with a housing issue are given advice and information and according to their situation and the legislative framework may be assisted into accommodation.
<b>Health &amp; Wellbeing</b>	The 'cost of living' crisis may squeeze household budgets, and therefore, affect the health and wellbeing of families and individuals.	Reaching and working with the most complex people in our society who fall through the gaps, ensuring healthcare needs are met, to break cycles of homelessness.  Continue commissioning and operating rough

Impact Assessment	Details of Impact	Possible Solutions & Mitigating Actions
		sleeper healthcare services, such as the Homeless Health Service.
<b>Other Significant Impacts</b>	None identified.	

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# Draft Homelessness and Rough Sleeping Strategy Consultation

## Full results summary

Data, Intelligence & Insight Team – October 2023



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# Introduction and Methodology



Southampton City Council undertook public consultation on the Draft Homelessness and Rough Sleeping Strategy.

- The consultation took place between **10/07/2023 – 01/10/2023**.
- The aim of this consultation was to:
  - Communicate clearly to residents and stakeholders the proposals for Draft Homelessness and Rough Sleeping Strategy.
  - Ensure any resident, business or stakeholder who wished to comment on the proposals had the opportunity to do so, enabling them to raise any impacts the proposals may have.
  - Allow participants to propose alternative suggestions for consideration which they feel could achieve the objective in a different way.
- This report summarises the aims, principles, methodology and results of the public consultation. It provides a summary of the consultation responses both for the consideration of decision makers and any interested individuals and stakeholders.
- It is important to be mindful that a consultation is not a vote, it is an opportunity for stakeholders to express their views, concerns and alternatives to a proposal. This report outlines in detail the representations made during the consultation period so that decision makers can consider what has been said alongside other information.



Southampton City Council is committed to consultations of the highest standard, which are meaningful and comply with *The Gunning Principles (considered to be the legal standard for consultations)*:

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1. Proposals are still at a formative stage (a final decision has not yet been made)
2. There is sufficient information put forward in the proposals to allow ‘intelligent consideration’
3. There is adequate time for consideration and response
4. Conscientious consideration must be given to the consultation responses before a decision is made



New Conversations 2.0  
LGA guide to engagement



## Rules: The Gunning Principles

They were coined by Stephen Sedley QC in a court case in 1985 relating to a school closure consultation (R v London Borough of Brent ex parte Gunning). Prior to this, very little consideration had been given to the laws of consultation. Sedley defined that a consultation is only legitimate when these four principles are met:

1. **proposals are still at a formative stage**  
A final decision has not yet been made, or predetermined, by the decision makers
2. **there is sufficient information to give ‘intelligent consideration’**  
The information provided must relate to the consultation and must be available, accessible, and easily interpretable for consultees to provide an informed response
3. **there is adequate time for consideration and response**  
There must be sufficient opportunity for consultees to participate in the consultation. There is no set timeframe for consultation,<sup>1</sup> despite the widely accepted twelve-week consultation period, as the length of time given for consultee to respond can vary depending on the subject and extent of impact of the consultation
4. **‘conscientious consideration’ must be given to the consultation responses before a decision is made**  
Decision-makers should be able to provide evidence that they took consultation responses into account

These principles were reinforced in 2001 in the ‘Coughlan Case (R v North and East Devon Health Authority ex parte Coughlan<sup>2</sup>)’, which involved a health authority closure and confirmed that they applied to all consultations, and then in a Supreme Court case in 2014 (R ex parte Moseley v LB Haringey<sup>3</sup>), which endorsed the legal standing of the four principles. Since then, the Gunning Principles have formed a strong legal foundation from which the legitimacy of public consultations is assessed, and are frequently referred to as a legal basis for judicial review decisions.<sup>4</sup>

<sup>1</sup> In some local authorities, their local voluntary Compact agreement with the third sector may specify the length of time they are required to consult for. However, in many cases, the Compact is either inactive or has been cancelled so the consultation timeframe is open to debate

<sup>2</sup> BAILII, [England and Wales Court of Appeal \(Civil Decision\) Decisions](#), Accessed: 13 December 2016.

<sup>3</sup> BAILII, [United Kingdom Supreme Court](#), Accessed: 13 December 2016

<sup>4</sup> The information used to produce this document has been taken from the Law of Consultation training course provided by The Consultation Institute



- The agreed approach for this consultation was to use an online questionnaire as the main route for feedback. Questionnaires enable an appropriate amount of explanatory and supporting information to be included in a structured questionnaire, helping to ensure respondents are aware of the background and detail of the proposals.
- Respondents could also write letters or emails to provide feedback on the proposals. Emails or letters from stakeholders that contained consultation feedback were collated and analysed as a part of the overall consultation.
- The consultation was promoted in the following ways by:
  - Engaged with various stakeholders and service groups (including the Domestic Abuse and Violence against Women and Girls Partnership Board, the Domestic and Sexual Abuse Operational Group, providers of Social Housing, commissions services, frontline staff, Housing Officers and the Welfare Rights Team)
  - Social media posts
  - Southampton City Council e-bulletins (including City News, Your City Your Say, Staff Bulletin, Communities Bulletin, Business Bulletin)
  - Tenants' Link
  - Southampton City Council website
  - Press release
- All questionnaire results have been analysed and presented in graphs within this report. Respondents were given opportunities throughout the questionnaire to provide written feedback on the proposals. In addition anyone could provide feedback in letters and emails. All written responses and questionnaire comments have been read and then assigned to categories based upon similar sentiment or theme.

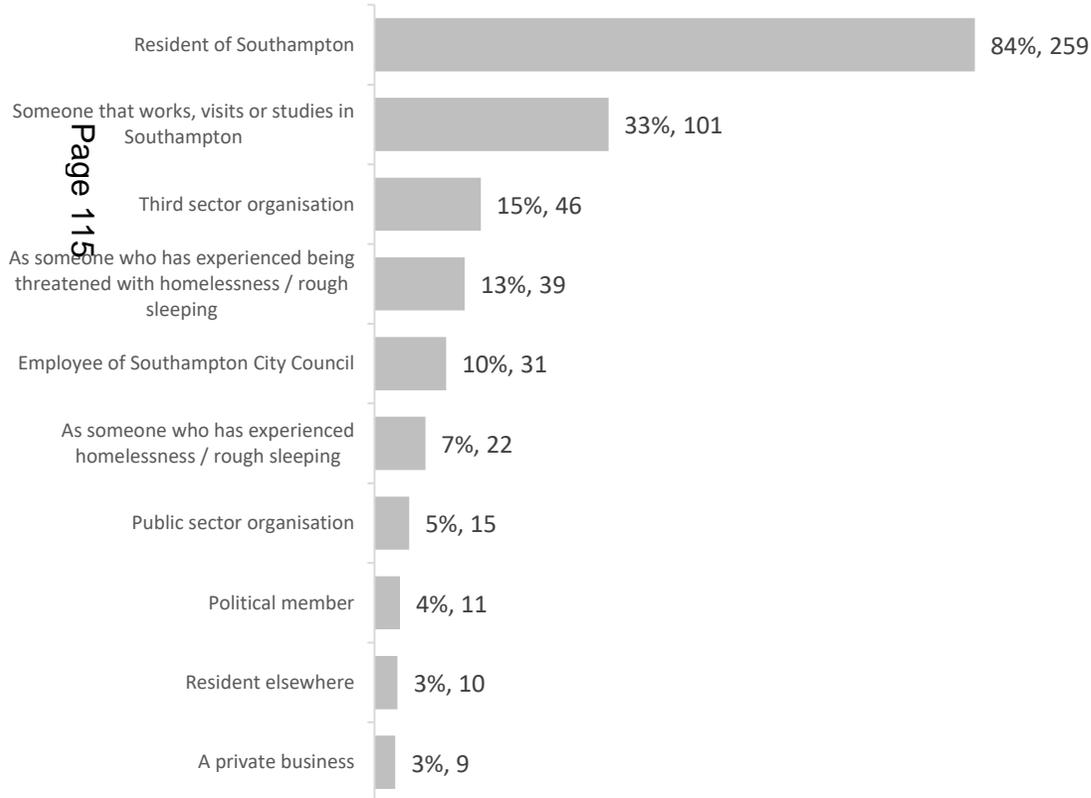


# Who were the respondents?

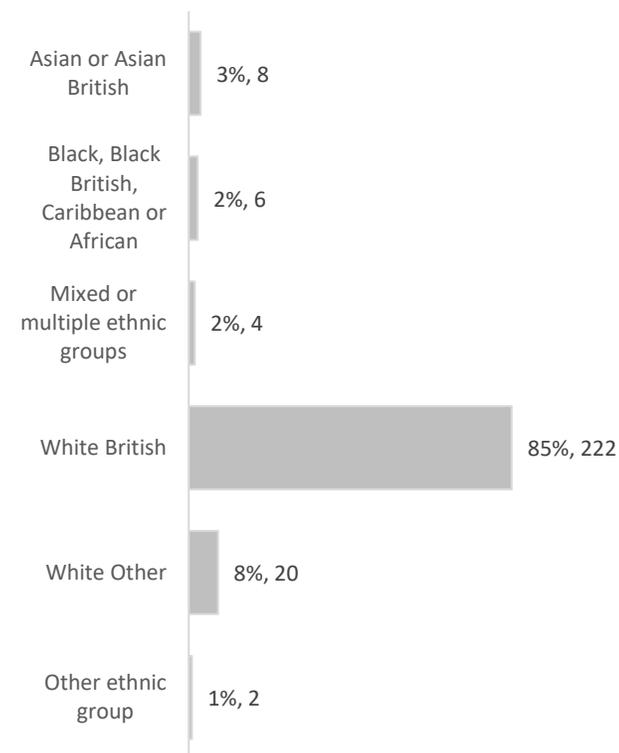
## Total respondents:

	Total number of responses
Questionnaire	311
Emails / letters	4
<b>Total</b>	<b>315</b>

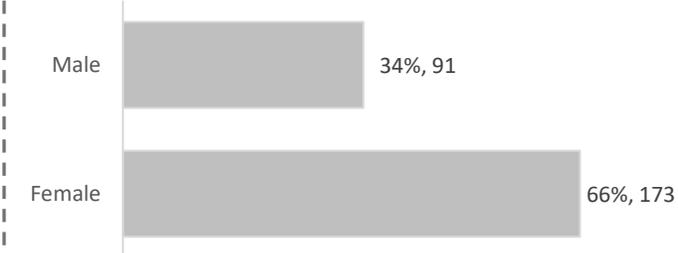
## Interest in the consultation:



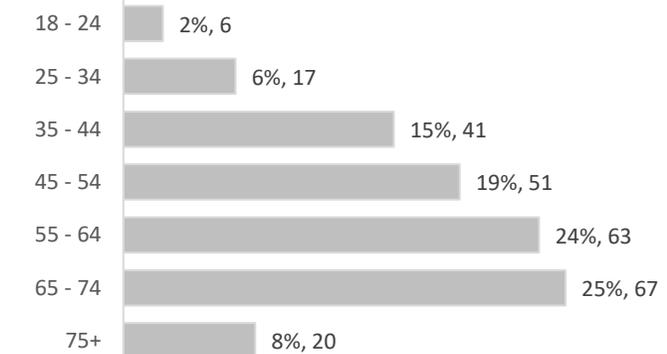
## Ethnicity:



## Sex:



## Age:





# Proposed changes



## The questionnaire outlined the following background information:

### Background:

“Not having a home as a stable and secure base can make it harder for people to find a job, stay healthy and maintain relationships. People often experience feelings of isolation, increasing their chances of taking drugs or experiencing mental health problems...” (Homeless Link, 2022)

We believe that everybody has the right to a safe, suitable, and stable home. Home gives stability, a sense of belonging, and keeps people safe, together, and protected from the outside elements. It is where we make memories with friends and families, and it helps us to build a strong foundation for our lives.

Yet sadly, figures from Shelter indicate that at least 271,000 people were recorded as homeless in England in January 2023 (123,000 being children). In Southampton, the rate of homelessness is significantly higher than the national average.

We have analysed key information and data to understand the current needs in Southampton around homelessness. This strategy is our plan to address these needs and tackle homelessness and rough sleeping in Southampton over the next 5 years. The strategy will be accompanied by an action plan explaining in detail how we will achieve our aims.



## The questionnaire outlined the following proposals:

### Priorities:

**Priority 1 - Prevention:** Move beyond a reactive response and focus on reducing individual and population-wide risks of homelessness across the city.

**Priority 2 - Intervention:** Providing timely, appropriate and effective interventions to alleviate homelessness and help those sleeping rough.

**Priority 3 - Working Together:** Combining skills, resources, and experience to improve homelessness solutions and outcomes.

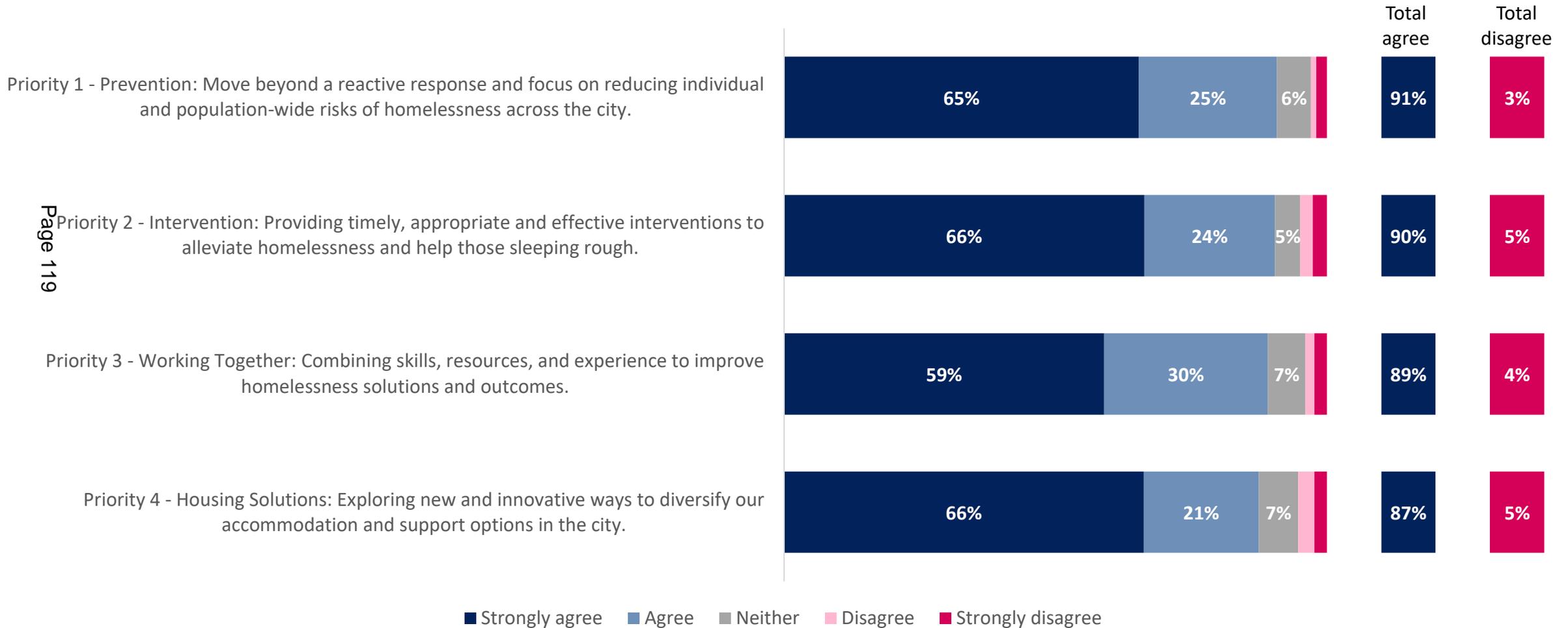
**Priority 4 - Housing Solutions:** Exploring new and innovative ways to diversify our accommodation and support options in the city.



# Focus on four suggested priorities

Question: What extent do you agree or disagree with our focus on the four suggested priorities?

**Overall:**





## The questionnaire outlined the following proposals:

### Priority 1:

**We want to move beyond a reactive response and focus on reducing individual and population-wide risks of homelessness across the city.**

Losing a tenancy and or being unable to find suitable and safe accommodation can be a very frustrating and traumatic experience. So, it is important that we focus on preventing people who are at risk of homelessness from losing their homes. We also want to move beyond a reactive response. We will focus on reducing population-wide risks of homelessness by developing stable, supportive and inclusive environments. This includes ensuring people have access to education about finding and remaining in affordable housing.

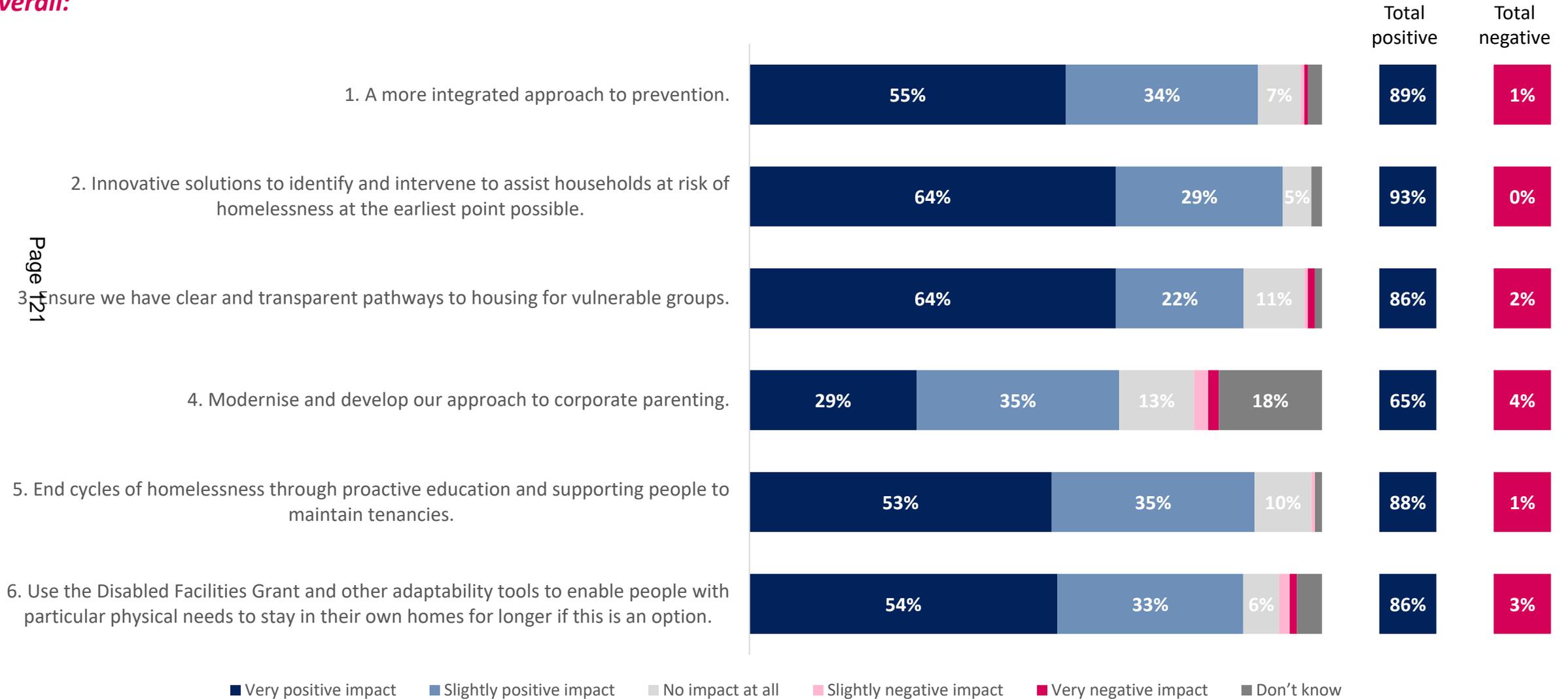


# Priority 1 impacts

Question: What impact do you think each of the following proposals will have on preventing homelessness and rough sleeping?

Overall:

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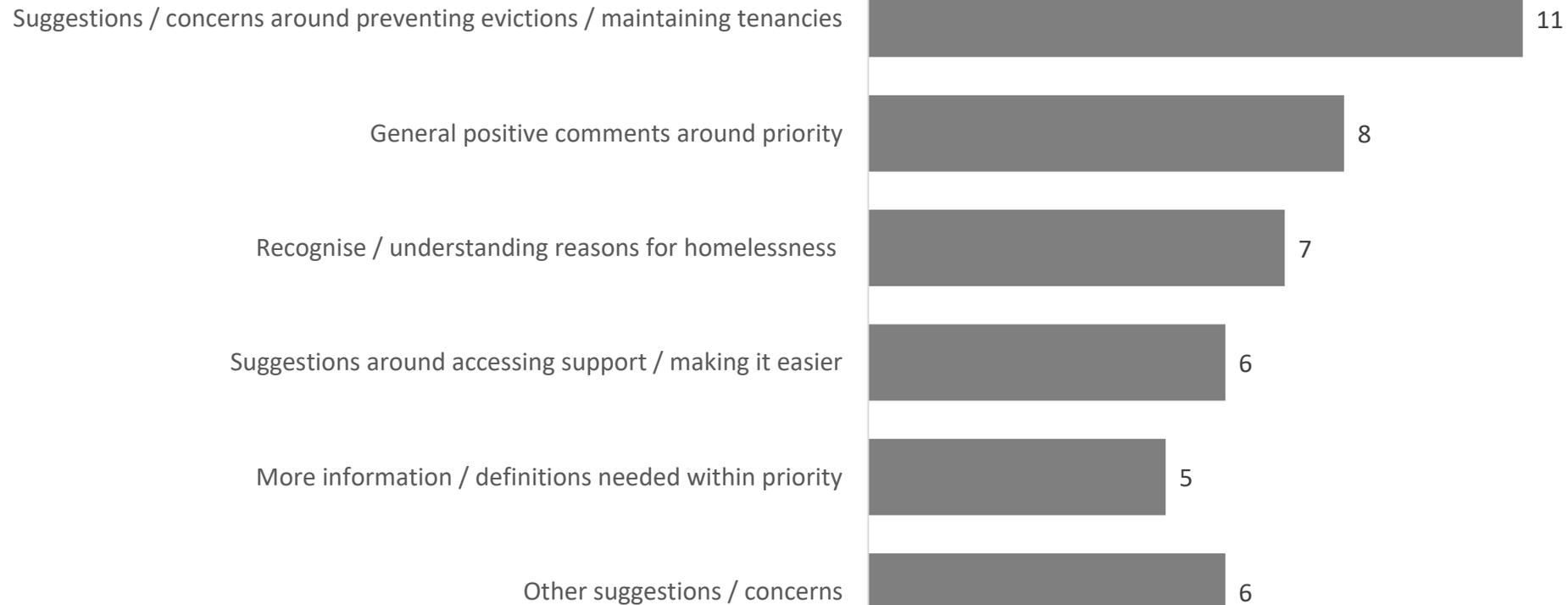
# Priority 1 – Free text responses.

Within the questionnaire, respondents were given the opportunity to provide their own free text comments. Any email or letter responses were also analysed alongside free-text responses in the questionnaire.

The following graph shows the total number of respondents by each theme of comment.

*These graphs are in respondent count, rather than percentage.*

**Please use the following space to tell us your comments, concerns, suggestions or alternatives you feel we should consider:**





## The questionnaire outlined the following proposals:

### Priority 2:

**Providing timely, appropriate, and effective interventions to alleviate homelessness and help those sleeping rough.**

The longer someone is homeless, the greater the risk of worsening physical and mental health problems. It is crucial that we intervene as early as possible to provide support and work quickly to help people find a suitable home. It is also important that when we intervene, the support we provide ensures long-term solutions and reduces the risk of repeat homelessness.



# Priority 2 impacts

**Question: What impact do you think each of the following proposals will have on providing timely, appropriate and effective interventions to alleviate homelessness and help those sleeping rough?**

**Overall:**

1. Provide timely and effective interventions to those threatened with homelessness, using temporary accommodation where necessary but avoiding it where there are other opportunities to relieve homelessness.



Total positive 93% Total negative 2%

2. Provide high-quality and up-to-date advice, information, and guidance to help resolve instances of homelessness, and ensure residents have the information they need.



Total positive 84% Total negative 1%

3. Ensure supported accommodation meets changing needs in the city, with the flexibility to respond to local pressures.



Total positive 89% Total negative 0%

4. Enhance the solutions and choices people have to resolve their homelessness.



Total positive 86% Total negative 2%

5. Use compassionate and trauma-informed approaches to ensure we work sensitively with people who have experienced homelessness (including rough sleepers, and survivors/victims of domestic abuse).



Total positive 89% Total negative 4%

Very positive impact | Slightly positive impact | No impact at all | Slightly negative impact | Very negative impact | Don't know



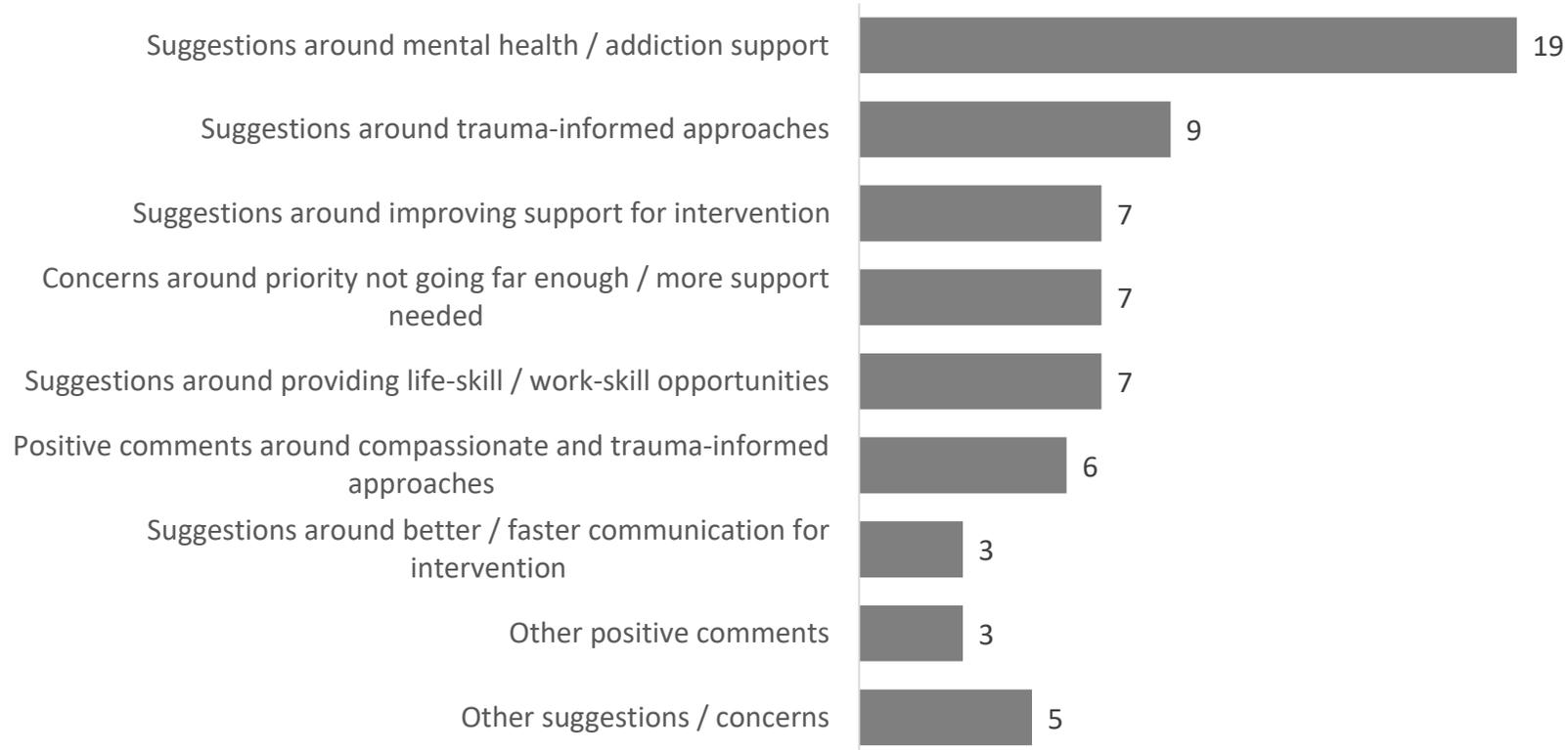
## Priority 2 – Free text responses.

Within the questionnaire, respondents were given the opportunity to provide their own free text comments. Any email or letter responses were also analysed alongside free-text responses in the questionnaire.

The following graphs show the total number of respondents by each theme of comment.

*These graphs are in respondent count, rather than percentage.*

**Please use the following space to tell us your comments, concerns, suggestions or alternatives you feel we should consider:**





## The questionnaire outlined the following proposals:

### Priority 3:

#### **Combining skills, resources, and experience to improve homelessness solutions and outcomes.**

The needs of people who are homeless or threatened with homelessness, often stretch across different services, including the housing services, mental health services and children's services. We want to work with our partners to pull together our knowledge, skills, and resources, to improve prevention methods and provide effective support. Our partners include public health, NHS trusts, police, and charities such as, the Society of St James and Two Saints.

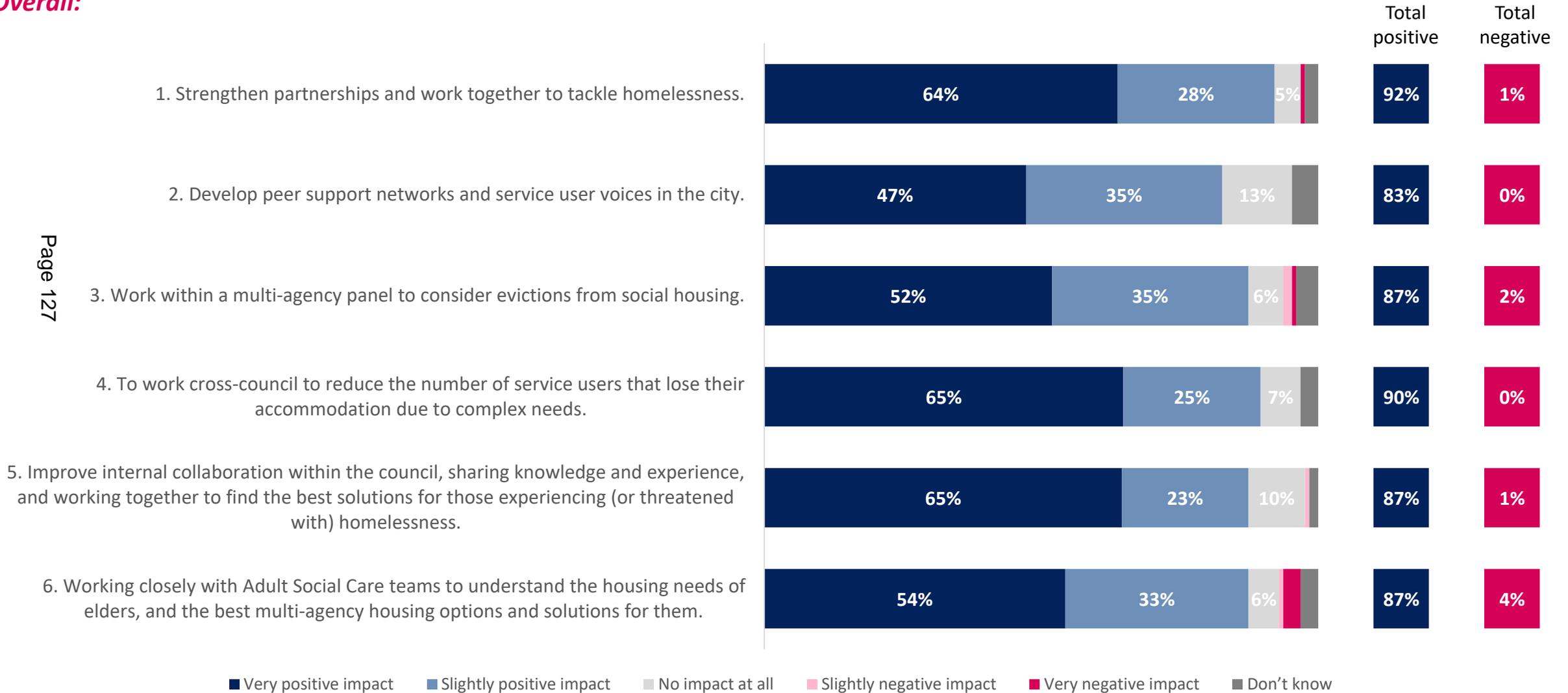


# Priority 3 impacts

**Question: What impact do you think each of the following proposals will have on combining skills, resources and experience to improve homelessness solutions and outcomes?**

**Overall:**

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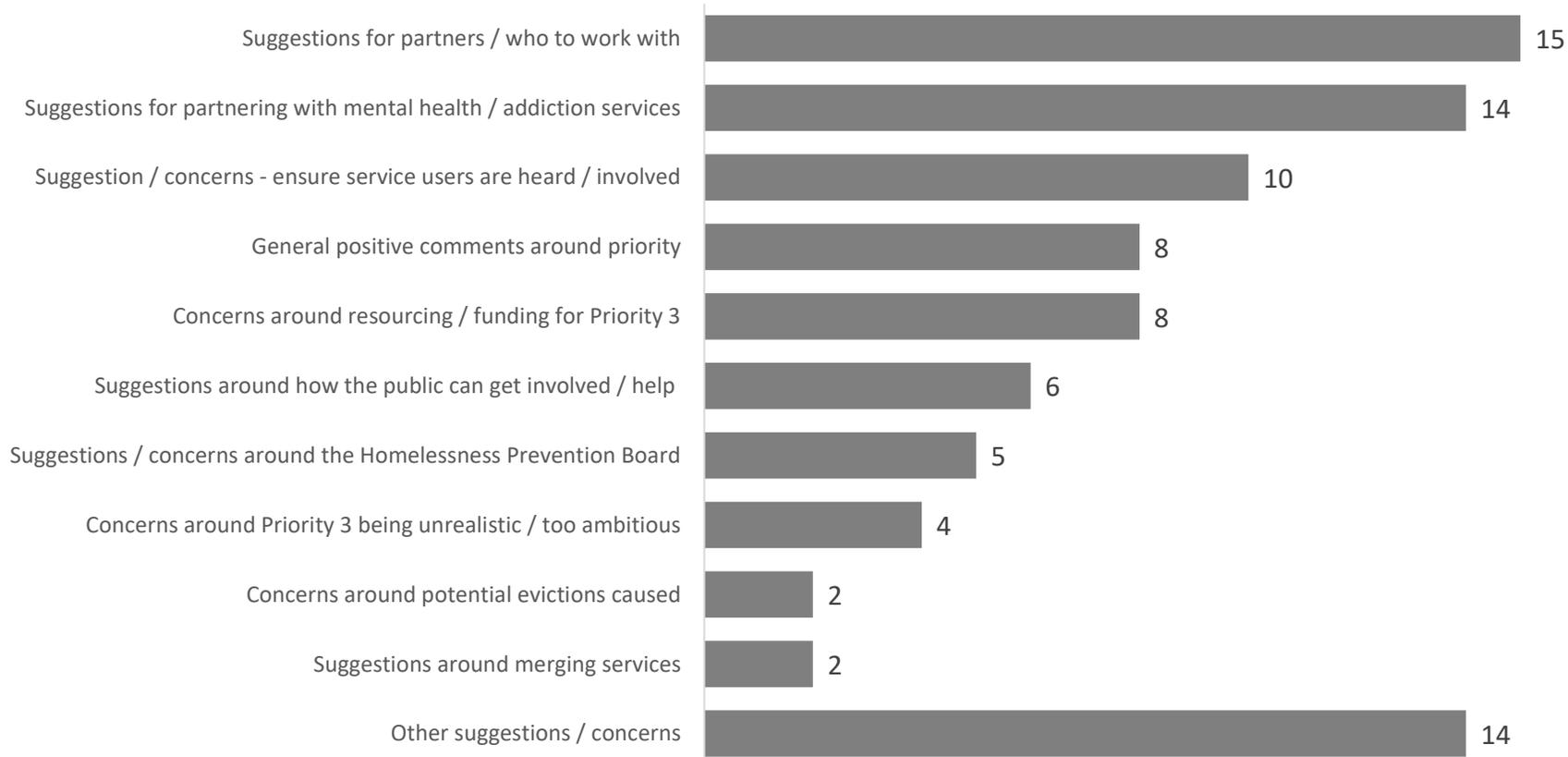
## Priority 3 – Free text responses.

Within the questionnaire, respondents were given the opportunity to provide their own free text comments. Any email or letter responses were also analysed alongside free-text responses in the questionnaire.

The following graph shows the total number of respondents by each theme of comment.

*These graphs are in respondent count, rather than percentage.*

**Please use the following space to tell us your comments, concerns, suggestions or alternatives you feel we should consider:**





**The questionnaire outlined the following proposals:**

**Priority 4:**

**Exploring new and innovative ways to diversify our accommodation and support options in the city.**

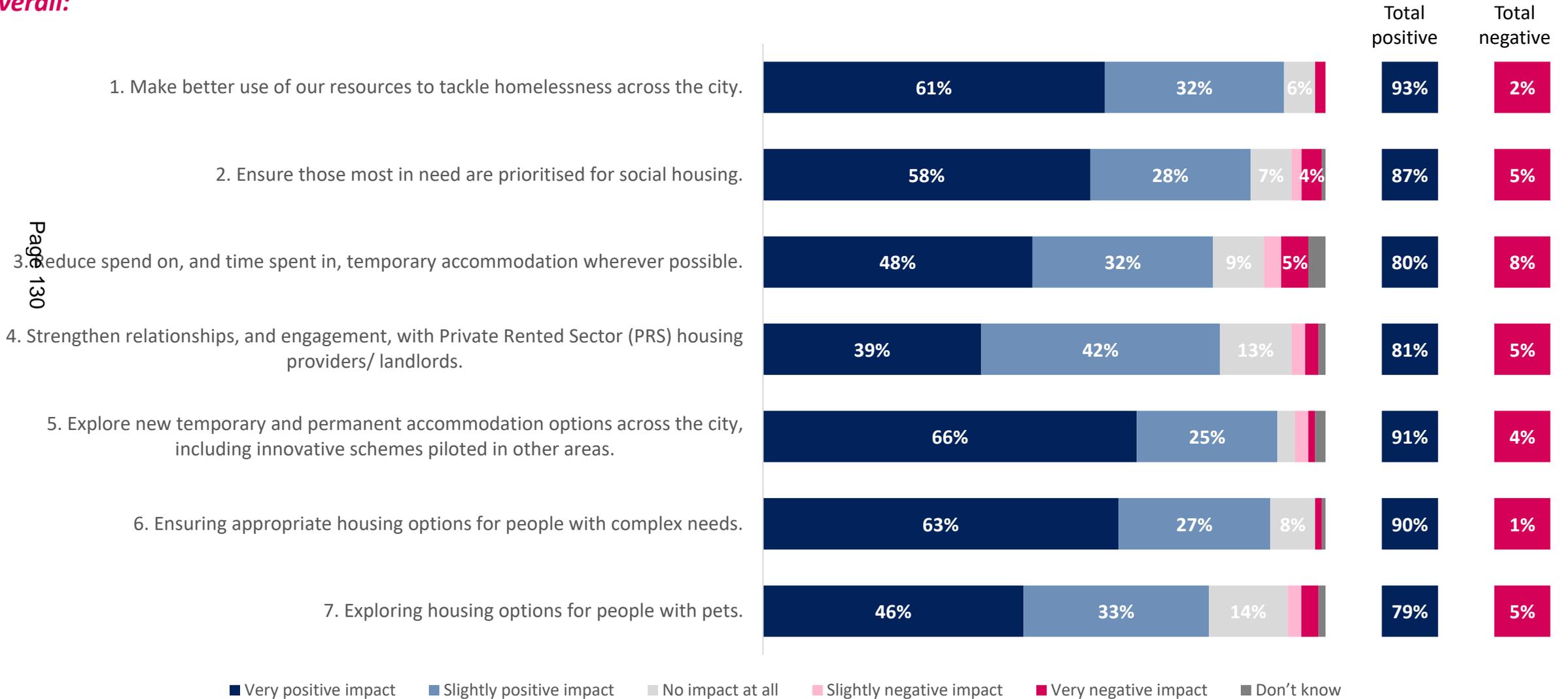
The reasons why people become homeless or are threatened by homelessness, vary and can be complex. By diversifying and enhancing the current housing options, we can provide better, tailored, and long-term solutions for individuals.



# Priority 4 impacts

**Question: What impact do you think each of the following proposals will have on providing timely, appropriate and effective interventions to alleviate homelessness and help those sleeping rough?**

**Overall:**





# Priority 4 – Free text responses.

Within the questionnaire, respondents were given the opportunity to provide their own free text comments. Any email or letter responses were also analysed alongside free-text responses in the questionnaire.

The following graph shows the total number of respondents by each theme of comment.

*These graphs are in respondent count, rather than percentage.*

**Please use the following space to tell us your comments, concerns, suggestions or alternatives you feel we should consider:**

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Have you read the proposed draft strategy?

**35%** Yes, all of it

**41%** Yes, some of it

**24%** No

If you have read the proposed strategy, to what extent do you agree or disagree with the following statements?

Page 132

The draft strategy provides sufficient information



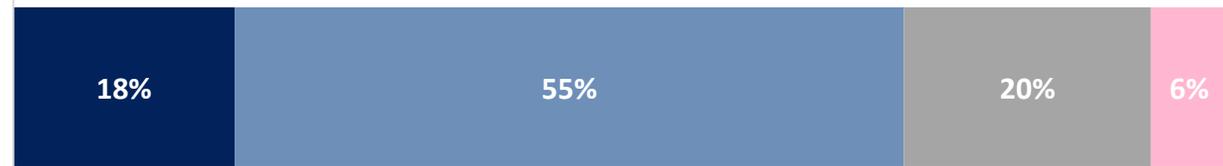
Total agree



Total disagree



The draft strategy is easy to understand



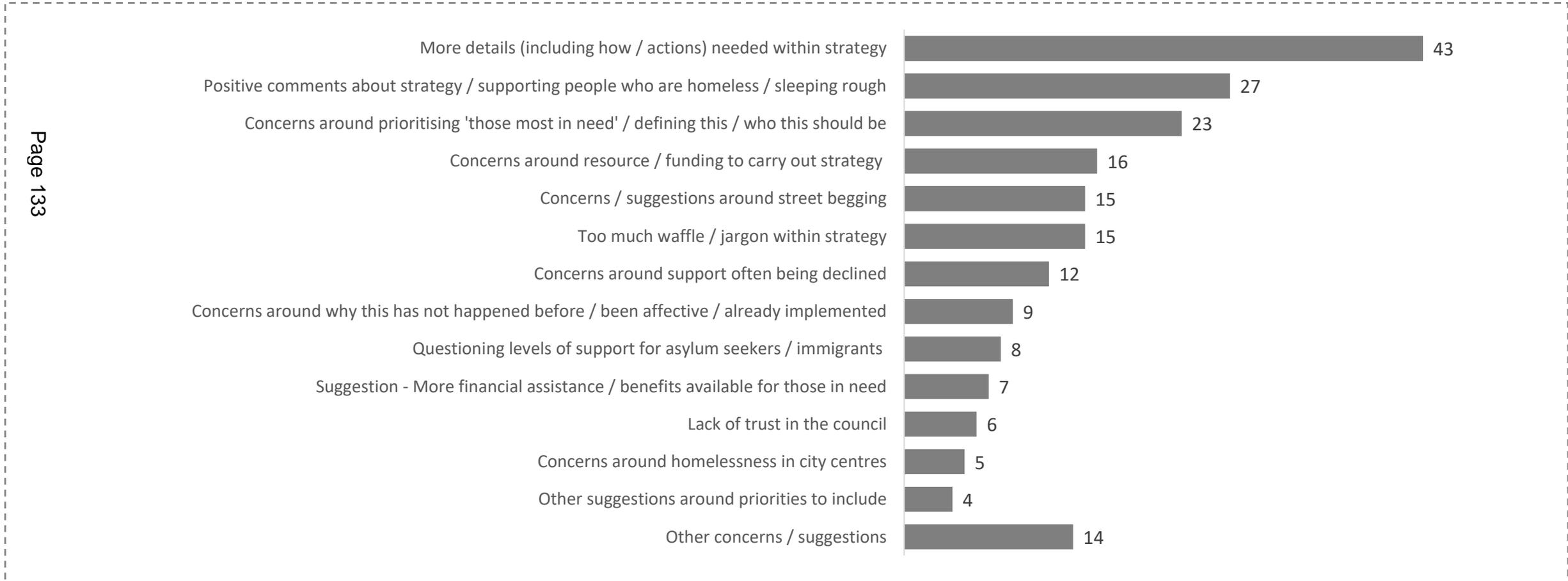
■ Strongly agree ■ Agree ■ Neither ■ Disagree ■ Strongly disagree



Within the questionnaire, respondents were given the opportunity to provide their own free text comments around anything else we should consider, any other comments or suggestions, and if there was anything that needed more information. Any email or letter responses were also analysed alongside free-text responses in the questionnaire.

The following graph shows the total number of respondents by each theme of comment.

*These graphs are in respondent count, rather than percentage.*



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**Considerations of the consultation feedback – Homelessness and Rough Sleeping Strategy 2024-2029**

**Priority 1: Prevention**

Consultation feedback		Officer response	Actions proposed
Broad themes	Further detail		
Quantitative feedback	<ul style="list-style-type: none"> <li>• Overall                             <ul style="list-style-type: none"> <li>○ Total agree: 91%</li> <li>○ Total disagree: 3%</li> </ul> </li> </ul>		
Positive comments	General positive comments around priority (8 comments)	No officer response is required (positive consultation feedback).	None.
Concerns and suggestions	Suggestions / concerns around preventing evictions / maintaining tenancies (11 comments)	In response to consultation feedback, we will make amendments to ensure there are more actions to prevent evictions and maintain tenancies.	The strategy has been amended to add actions to improve employment skills and opportunities to ensure people have the necessary income to afford housing costs. We have included an action to ensure that there is a clear pathway for care leavers to access housing.
	More information / definitions needed within priority (5 comments)	In response to the consultation feedback, we will define corporate parenting to make sure the strategy can be widely understood.	The strategy has been amended to include a definition of corporate parenting.
	Suggestions around accessing support / making it easier (6 comments)	In response to the consultation feedback, we will include actions to improve the knowledge of and access to support services.	The strategy has been amended to include new actions to review the front door offer to make sure people can easily access support services. The strategy has also been updated to include an action to ensure people with Restricted Eligibility know what to do if they become homeless or are threatened by it.
	Recognise / understanding reasons for homelessness (7 comments)	In response to the consultation feedback, we will include actions to ensure that staff and partners understand the reasons for homelessness and continue to work compassionately with people who are experiencing it.	The strategy has been amended to include an action to train staff on trauma-informed care and on how to best support people who have experienced domestic abuse.
	Other suggestions / concerns (6 comments)	In response to this consultation feedback, we will consider these suggestions and these concerns.	None.

## Priority 2 - Intervention

Consultation feedback		Officer response	Actions proposed
Broad themes	Further detail		
Quantitative feedback	<ul style="list-style-type: none"> <li>• Overall               <ul style="list-style-type: none"> <li>○ Total agree: 90%</li> <li>○ Total disagree: 5%</li> </ul> </li> </ul>		
Positive comments	Other positive comments (3 comments)	No officer response required (positive consultation feedback).	None.
	Positive comments around compassionate and trauma-informed approaches (6 comments)	No officer response required (positive consultation feedback).	None.
Concerns and suggestions	Suggestions around improving support for intervention (7 comments)	In response to the consultation feedback, we will ensure support services are more easily accessible. We will also include positive interventions which prevent people from becoming homeless and support people who become homeless at an early stage.	The strategy has been amended to include actions on improving the knowledge of, and access to, homelessness support services. We have also amended the strategy to include an action to intervene early to support young people leaving the care system into housing.
	Suggestions around better / faster communication for intervention (3 comments)	In response to the consultation feedback, we will make sure to communicate effectively with service users to update them on their situation and the options they have.	The strategy has been amended to include an action on communicating clearly with service users about their circumstances and options. This includes people in temporary accommodation.
	Concerns around priority not going far enough / more support needed (7 comments)	We currently have support teams working hard with individuals and households to find practical solutions to their circumstances. We will continue to provide this support, work to enhance the housing options and improve the help available.	None.
	Suggestions around mental health/addiction support (19 comments)	In response to the consultation, we have specified that we will work more closely with mental health and substance use disorder services to support and reduce the risk of homelessness and help increase the chances of people acquiring and sustaining a home.	The strategy has been amended to state that we will work closely with mental health and substance use disorder services to help tackle homelessness.
	Suggestions around trauma-informed approaches (9 comments)	We understand the importance of having a workforce which uses sensitive, compassionate, and trauma-informed approaches when working with people who have experienced homelessness. We will make sure that our workforce is trained regularly in trauma-informed approaches.	The strategy has been updated to include actions on training staff in trauma-informed care and on how to identify and support people who have experienced domestic abuse.
	Suggestions around providing life-skill / work-skill opportunities (7 comments)	In response to the consultation feedback, we have added actions to improve education and employment opportunities to prevent the risks of homelessness and help sustain life off the streets for good. We understand the importance of ensuring people have the skills and opportunities to maintain their tenancies and to live independently.	The strategy has been amended to include actions on improving education, life skills, and employment skills and opportunities.
	Other suggestions/ concerns (5 comments)	In response to this consultation feedback, we will consider these suggestions and consider these concerns.	None.

### Priority 3 – Working together

Consultation feedback		Officer response	Actions proposed
Broad themes	Further detail		
Quantitative feedback	<ul style="list-style-type: none"> <li>• Overall                             <ul style="list-style-type: none"> <li>○ Total agree: 89%</li> <li>○ Total disagree: 4%</li> </ul> </li> </ul>		
Positive comments	General positive comments around priority (8 comments)	No officer response is required (positive consultation feedback).	None.
Concerns and suggestions	Suggestions / concerns around the Homelessness Prevention Board (5 comments)	We understand the importance of having an effective partnership board in Southampton to tackle homelessness and rough sleeping. We consider the suggestions for the membership of the Board, ensuring key stakeholders have the opportunity to join.	We will review the Terms of References for the Homelessness Prevention Board to consider the suggestions for who should be included in the membership of the Board.
	Concerns around potential evictions caused (2 comments)	We have reworded this point to make it clear that we aim to work with partners to prevent evictions from social housing and support those who have been evicted.	An outcome in the strategy has been reworded to make it clear that we aim to prevent evictions from social housing and support those who have been evicted.
	Suggestions around merging services (2 comments)	The Homelessness Prevention Board will help to improve the collaboration between internal services and partners.	None.
	Concerns around resourcing / funding for Priority 3 (8 comments)	We are developing a detailed action plan which will outline how each action will be resourced, funded and delivered.	None.
	Concerns around Priority 3 being unrealistic / too ambitious (4 comments)	We are developing an action plan which will detail who will be accountable for delivering the actions, as well as how they will be funded and resourced.	None.
	Suggestions for partnering with mental health / addiction services (15 comments)	In response to the consultation, we have specified that we will work more closely with mental health and substance use disorder services to support and reduce the risk of homelessness and help increase the chances of people acquiring and sustaining a home.	The strategy has been amended to state that we will work closely with mental health and substance use disorder services to help tackle homelessness.
	Suggestion / concerns - ensure service users are heard / involved (10 comments)	We understand the importance of involving people who have experienced homelessness and rough sleeping in the decision-making processes. The strategy has a key focus on effectively engaging with service users in the city and an action to ensure they can contribute to the Homelessness Prevention Board's discussions.	None.
	Suggestions around how the public can get involved / help (6 comments)	In response to the consultation feedback, we will make sure to improve the awareness of what homelessness support services in the city.	The strategy has been amended to include an action to improve the front door offer to make sure the support services are easily accessible.
	Other suggestions / concerns (14 comments)	In response to this consultation feedback, we will consider these suggestions.	None.

## Priority 4 – Housing Solutions

Consultation feedback		Officer response	Actions proposed
Broad themes	Further detail		
Quantitative feedback	<ul style="list-style-type: none"> <li>• Overall                             <ul style="list-style-type: none"> <li>○ Total agree: 87%</li> <li>○ Total disagree: 5%</li> </ul> </li> </ul>		
Positive comments	General positive comments around priority (4 comments)	No officer response is required (positive consultation feedback).	
	Positive comments around including pets in strategy (7 comments)	No officer response is required (positive consultation feedback).	
Concerns and suggestions	Suggestion - specific accommodation for those with mental health / addiction issues (6 comments)	In response to the consultation, we have specified that we will work more closely with mental health and substance use disorder services. We will work with these services to help provide supported accommodation which will address people's needs and help them to acquire and sustain a home. We also have actions to expand our Supported Lettings Scheme from 20 to 30 properties to help support more people.	The strategy has been amended to state that we will work closely with mental health and substance use disorder services to help tackle homelessness.
	Suggestions around supporting accessing the private rented market/ holding landlords to account (19 comments)	We understand that there are challenges for people to access the private rented sector. We also understand the importance of having good-quality homes across the city. Our strategy focuses on improving our relationships with private landlords to ensure our residents can access the private rented sector and find good quality homes. We will develop detailed actions on how to achieve this in our action plan.	None.
	Suggestions around support getting onto the property ladder (3 comments)	We will consider all options to support people to find a suitable and long-term home.	None.
	Suggestion - Obtain more affordable and social accommodation/housing (45 comments)	We are considering all housing options to ensure residents have access to appropriate and affordable housing for long-term periods.	None.
	Concerns around reducing spend and time on temporary accommodation / there should be more (10 comments)	We have updated the wording in the strategy to make it clear that our aim is to support people into more permanent and long-term accommodation quickly. Therefore, our aim is to reduce the time people are spending in temporary accommodation.	The strategy has been amended to update the wording to make it clear that our outcome is to improve move-on options and reduce spend on and time spent in temporary accommodation, wherever possible.
	Suggestions / Concerns around staff in council housing/accommodation (3 comments)	We aim to strengthen the training for our workforce to improve our service to customers and ensure people who have experienced homelessness are treated with compassion and care.	The strategy has been amended to include an action to train staff on trauma-informed care and how to best support people who have experienced domestic abuse.
	Suggestions / Concerns around private landlords providing housing (e.g. anti-social behaviour/damage) (8 comments)	We will work with the private rented sector to help ensure suitable tenants can acquire and remain in the private rented sector long-term.	None.
	Suggestion - Housing must be suitable (e.g. for individual needs / safe / within certain communities) (31 comments)	The council is determined to ensure that housing is suitable and safe for all residents in the city. We are updating our Allocations Policy and will make it clear that individual and community safety is incredibly important when we allocate social housing.	None.
	Suggestion - Utilise empty buildings/homes (20 comments)	In response to the consultation feedback, we have added an action to continue to explore how we reduce voids in our city. We have an action on working collaboratively to repurpose empty homes.	The strategy has been amended to include an action to continue to explore how we can reduce voids in the city.
	Suggestion - Review people in council housing (e.g. those that can afford to move out / property too large for family size) (6 comments)	We are updating our Allocations Policy and will ensure that social housing stock is effectively allocated to ensure as many people as possible can access suitable homes.	None.
Suggestions / Concerns around lack of resources for Priority 4 (2 comments)	We will use the council's budget, and other Government grants, such as the Homelessness Prevention Grant, to resource our actions. The details of how each action will be funded will be provided in the action plan.	None.	

Consultation feedback		Officer response	Actions proposed
Broad themes	Further detail		
	Suggestions/concerns around pets in properties (3 comments)	We will explore suitable housing options for people who are homeless and threatened with homelessness and have pets.	None.
	Other suggestions / concerns (16 comments)	In response to this consultation feedback, we will consider these suggestions.	None.

## Overall Feedback

Consultation feedback		Officer response	Actions proposed
Broad themes	Further detail		
Positive comments	Positive comments about strategy / supporting people who are homeless / sleeping rough (27 comments)	No officer response is required (positive consultation feedback).	None.
Concerns and suggestions	Other concerns / suggestions (14 comments)	We understand the complexity of this issue, but we are determined to deliver on this strategy. The action plan will detail who will be accountable and the resources which will fund the actions.	None.
	Concerns around resource / funding to carry out strategy (16 comments)	The action plan will provide details on how each action will be funded and delivered. We will use the council's budget and other Government grants, such as the Homelessness Prevention Grant, to resource this strategy.	None.
	Concerns around why this has not happened before / been affective / already implemented (9 comments)	In 2023, the council's data team undertook a review of homelessness in the city to determine the needs and wider determinants of homelessness. This needs assessment has informed the development of this strategy. Therefore, the strategy aims to address current and prospective needs over the next five years.	None.
	Lack of trust in the council (6 comments)	The Homelessness Strategic Assessment has provided an insight into the specific needs which must be addressed around homelessness in Southampton. We have used this information to develop a strategy for how to tackle homelessness in the next five years. We are developing an action plan which will detail how each action will be funded and delivered and who will be held accountable. We are determined to deliver on this strategy and achieve our vision to ensure everyone in Southampton has a safe place to call home.	None.
	Concerns around prioritising 'those most in need' / defining this / who this should be (23 comments)	The council has a responsibility to ensure people included in the <a href="#">reasonable preference categories</a> are prioritised when allocating housing. This is to make sure that the most vulnerable people are protected and provided with safety. We are updating our Allocations Policy which will detail how housing allocations are prioritised.	None.
	Concerns around homelessness in city centres (5 comments)	The strategy aims to reduce homelessness and rough sleeping across the city, and as a result, reduce visible signs of homelessness in the city centre.	None.
	Suggestion - More financial assistance/benefits available for those in need (7 comments)	Our priority is to prevent people from becoming homeless and sleeping rough. We have included an action to guide people on the benefits and financial assistance they may be eligible for. We will also update our website to provide easily accessible high-quality advice and information.	None.
	Concerns around support often being declined (12 comments)	This strategy aims to improve the support we offer and ensure it meets the needs in the city. We will provide information and guidance to help prevent people from becoming homeless, we will review our front door offer to make sure people are aware of the support available. We will also work with partners to ensure our support is aligned and effective.	None.
	Questioning levels of support for asylum seekers / immigrants (8 comments)	The council will provide compassionate care and support for all people who are homeless and rough sleeping. For people who have Restricted Eligibility, we will make sure that they have clear information on the support available to them.	None.
	Concerns / suggestions around street begging (15 comments)	The strategy aims to support people who are homeless into accommodation and sustain life off the streets for good. This strategy aligns with our Safe City Strategy, which focuses on improving the safety in our city, including	None.

Consultation feedback		Officer response	Actions proposed
Broad themes	Further detail		
		reducing incidents of anti-social behaviour. You can find more information here: <a href="https://www.southampton.gov.uk/southampton-city-strategy">Safe City Strategy (southampton.gov.uk)</a> .	
	Other suggestions around priorities to include (4 comments)	The strategy has ensured that these priorities have been informed by the Homelessness Strategic Assessment published in 2023 and therefore, aims to address the needs in the city.	None.
	Too much waffle / jargon within strategy (15 comments)	We have written a short version of the strategy, outlining the priorities and outcomes we aim to achieve. This will be published with the strategy.	A shorter version of the strategy has been written to accompany the full strategy.
	More details (including how / actions) needed within strategy (45 comments)	The action plan will be developed which will include detailed actions on how we will achieve the outcomes, how each action will be funded and who will be accountable for delivering the strategy.	None.

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## Homelessness and Rough Sleeping Strategy 2024-2029

### Our vision

A city where everyone has a safe place to call home.

### Local context

In Southampton, there are many households threatened with homelessness or experiencing homelessness.

- **Threatened with homelessness:** 5.3 per 1000 households. This is similar to the national average (5.6 per 1000 households).
- **Homeless:** 10.4 per 1000 households. This is significantly than the national average (6.1 per 1000 households).
- **Rough sleeping:** In 2022, 27 people were sleeping rough on a single night in Southampton. This was 3 times higher than in 2021 (9 people). The average number of rough sleeping on a single night in Southampton between 2010 and 2022 was 20.



## Our solution



## Delivering our plan

Our new Homelessness Prevention Board brings together the key partners in the city. Together, we will deliver our plan to tackle homelessness and rough sleeping in Southampton.

To achieve our goals listed below, we will develop a detailed action plan. We will update this every year to make sure we are on track.

## Priority 1: Prevention

### Help to reduce the risk of people becoming homeless.

<b>What we want to achieve</b>
1. A more integrated system to tackle homelessness.
2. Help households who are at risk of homelessness at the earliest point possible.
3. Clear ways for vulnerable groups to find a home.
4. Become a better “corporate parent,” helping care leavers find and remain in a home. Local authorities are “corporate parents” which means they have a responsibility to the children and young people they look after.
5. An end to cycles of homelessness through education and supporting people to stay in their homes.
6. Use adaptability tools well to make sure people with physical needs can stay in their homes for longer if this is an option for them.

## Priority 2 – Intervention

### Intervene quickly to help people who are homeless and sleeping rough.

<b>What we want to achieve</b>
1. Quick interventions to help people who are threatened with homelessness. Use temporary accommodation when it is needed but try to find other housing options.
2. An easy way for people to receive advice and information they need to help resolve homelessness.
3. Supported accommodation that meets changing needs in the city.
4. Solutions and choices for people to help resolve their homelessness.
5. A workforce which uses sensitive, compassionate, and trauma-informed approaches when working with people who have experienced homelessness.

### Priority 3 – Working Together

#### Combine skills, resources, and experience to tackle homelessness.

<b>What we want to achieve</b>
1. Strong partnerships which work together to tackle homelessness.
2. Better peer support network and engagement with service users.
3. A team which considers ways to stop people being evicted from their social homes and supports those who have been evicted.
4. Better working across the council to reduce the number of service users who lose their homes because of complex needs.
5. Better working within the council, sharing knowledge and experience, to find the best solutions for those experiencing (or threatened with) homelessness.
6. Effective working between the Housing teams and Adult Social Care teams.

### Priority 4 – Housing Solutions

#### Exploring new ways to diversify accommodation and support options.

<b>What we want to achieve</b>
1. Efficient use of our resources to tackle homelessness across the city.
2. The most in need are prioritised for social housing.
3. Improved housing options for people to move into after temporary accommodation. As a result, reduced spending on, and time spent in temporary accommodation.
4. Improved relationships with Private Rented Sector (PRS) housing providers and landlords.
5. New temporary and permanent accommodation options across the city.
6. Appropriate housing options for people with complex needs.
7. Better housing options for people who have pets and are experiencing homelessness or are threatened by it.

# **Southampton**

## **Strategic Assessment**

### **Homelessness Prevention Review**

*Last Updated September 2023*

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## 1 Introduction

Local authorities have a responsibility to help households threatened by homelessness or experiencing homelessness. Under the Homelessness Act 2002, local authorities are required to develop a strategic review to better understand homelessness in the local area. With this information, the local authority can develop a new Homelessness and Rough Sleeping Strategy to address the needs and tackle homelessness in the area. This Strategic Assessment will inform Southampton’s statutory Homelessness and Rough Sleeping Strategy 2024-2029.

The Assessment defines “homelessness” and “threatened with homelessness” as outlined in [Section 175 of the 1996 Housing Act](#). This is detailed in [Appendix 1](#).

### 1.1 Scope of Review

The purpose of this review is to better understand homelessness in Southampton and determine the extent to which the population is homeless or at risk of becoming homelessness.

The review will consider current and future levels of homelessness in Southampton based on analysis of:

- any legislation or local policy changes that are likely to impact on levels of homelessness for particular groups in the district;
- statutory homelessness applications and acceptance;
- demographic profile of those who are statutory homeless;
- reasons for statutory homelessness;
- accommodation outcomes;
- rough sleepers;
- wider determinants of homelessness - factors which make individuals more likely to experience or be at risk of homelessness.

## 1.2 Context

Since the previous [Homelessness review 2017/2018](#), external events to Southampton have impacted homelessness in the city. This includes the outbreak of the Covid-19 pandemic, political events, the rising cost of living and new legislation. In general, there is a rising demand for homelessness and housing services, with increasingly limited options to provide support and relief.

### 1.2.1 Covid-19 pandemic

In 2020, during the Covid-19 pandemic, the Government implemented an 'Everyone In' policy. This policy equipped local authorities with the mandate and resources to provide temporary accommodation for all rough sleepers to keep them safe during the pandemic. Around 37,000 rough sleepers in England were housed in temporary accommodation. The data reflects that there were virtually no rough sleepers during this period. However, [Shelter's](#) report estimated that of those 37,000 rough sleepers, more than 77% had not moved on into settled accommodation. This policy was a short-term solution, but it did not tackle the issue of limited affordable accommodation for people to move into.

### 1.2.2 Lack of affordable accommodation and the cost-of-living crisis

There is a UK-wide shortage of accommodation. There has been a [decline in national housebuilding](#), including social housing, halving in 50 years. In Southampton, there is a limited amount of space where new accommodation can be built. There is also a decline in the number of available social houses for rent due to many being purchased under the Right to Buy scheme. As a result, the demand for social housing in the city far exceeds the supply. The pool of private rented accommodation is also reducing as many landlords are selling up and exiting the sector due to various reasons, such as rising inflation.

The cost-of-living crisis with rising inflation and energy bills has made it much more challenging for residents to pay essential housing bills. Inflation has eroded the value of earnings. Unadjusted weekly earnings would need to increase by a further £56 for residents to negate the impact of inflation as of April 2023. The rise in interest rates has further impacted the affordability of mortgages for homeowners and prospective buyers. As well as this, welfare support, such as Universal Credit and the Local Housing Allowance, have not increased in line with rising costs.

As a result of tighter budgets, and limited affordable housing, many households in Southampton are increasingly at risk of becoming threatened with homelessness or experiencing homelessness.

### 1.2.3 New legislation

In April 2018, the Homelessness Reduction Act 2017 introduced new homelessness duties (prevention duty and relief duty). This review has collected and analysed this new data.

The duties discussed in the strategic review are:

- **Prevention duty:** where a local authority must take reasonable steps to help someone threatened with homelessness within 56 days to secure accommodation.
- **Relief duty:** where a local authority must help an applicant who is already homeless secure accommodation for at least 6 months. The duty lasts 56 days and can only be extended if the household is not owed a main duty.
- **Main duty:** is provided where the relief duty has ended and the applicant has not been provided with accommodation for at least 6 months. A local authorities must provide an applicant with temporary or permanent accommodation. The applicant must be unintentionally homeless, eligible for assistance and have a priority need.

## 2 Assessment of Need

This section provides an overview of homelessness in Southampton, using nationally recorded data to benchmark against the national average and Office for National Statistics (ONS) Comparator Local Authorities. This section will also examine trends over time; however, these should be interpreted in light of legislation/policy changes and the Covid-19 pandemic.

### 2.1 Overview

Sections 2.1.1-2.1.4 outline data on statutory homelessness reported by local housing authorities to the Department of Levelling Up, Housing and Communities (DLUHC) through quarterly Homelessness Case Level Information Collection (H-CLIC) returns. H-CLIC returns were introduced in April 2018 and replaced previously collected P1E forms, to respond to changes caused by the implementation of the Homelessness Reduction Act (HRA) of 2017<sup>1</sup>. It records data on people who are threatened by homelessness in the next 56 days and (thus might be owed a duty of prevention), data on people who are actually homeless (including following the end of prevention duty) and might be owed a duty of relief, and data on people who following the end of relief duty are unintentionally homeless and in priority need (and thus might be owed a main duty). Demographic information, accommodation outcomes at the end of each type of duty, and temporary accommodation data are also included.

Section 2.1.5 analyses data collected by DLUHC from local authorities on rough sleeping, through the annual autumn counts and the monthly rough sleeping survey. Autumn counts offer a yearly snapshot of rough sleeping on a single night in autumn across England. The autumn counts are based on evidence-based estimations or actual count-based estimations of visible rough-sleeping carried out by each local authority on a date between the beginning of October and end of November.

DLUHC also collect and publish management information regarding the support offered to people who rough sleep or are at risk of rough sleeping, through the monthly rough sleeping survey. Using a similar methodology to the autumn count, the management information

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<sup>1</sup> DLUHC 2023. Statutory Homelessness July to September (Q3) 2022: England Technical Notes , available at [Statutory homelessness: technical note \(publishing.service.gov.uk\)](https://publishing.service.gov.uk) accessed March 29<sup>th</sup> 2023.

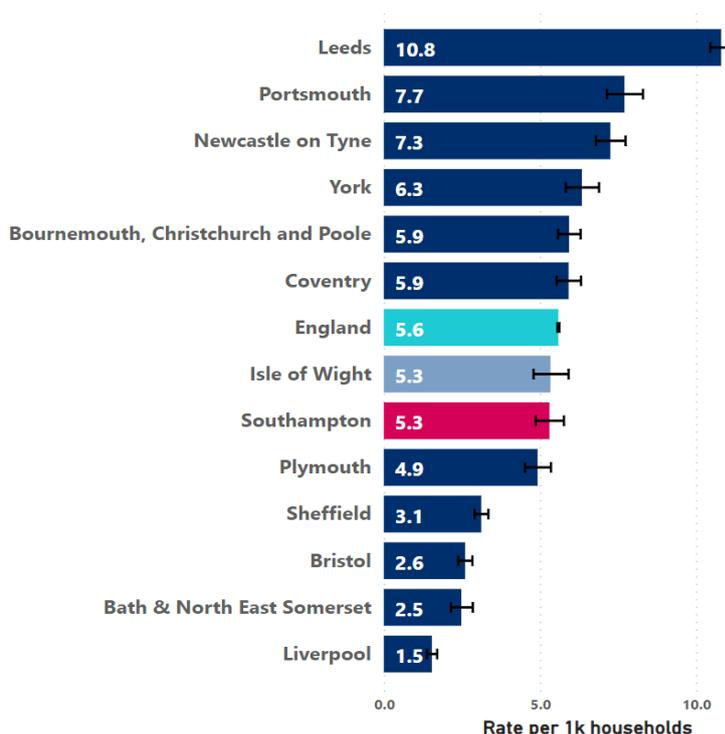
offers more timely data.<sup>2</sup> Data is published quarterly, with the most recent data available covering the period between June 2020 and December 2022.

### 2.1.1 Statutory Homeless Applications and Acceptance

#### Households threatened by homelessness

Southampton had an overall rate of 5.3 households threatened by homelessness per 1k households in 2021/22, which was similar to the national average (5.6 per 1k households) and 6<sup>th</sup> lowest among comparators. Notably, Southampton had a significantly lower rate of households threatened by homelessness compared to Portsmouth (7.7 per 1k households) (Figure 2.1).

Figure 2.1: Households assessed as threatened by homelessness (within the next 56 days) - Southampton and ONS Comparators (rate per 1k households): 2021/22



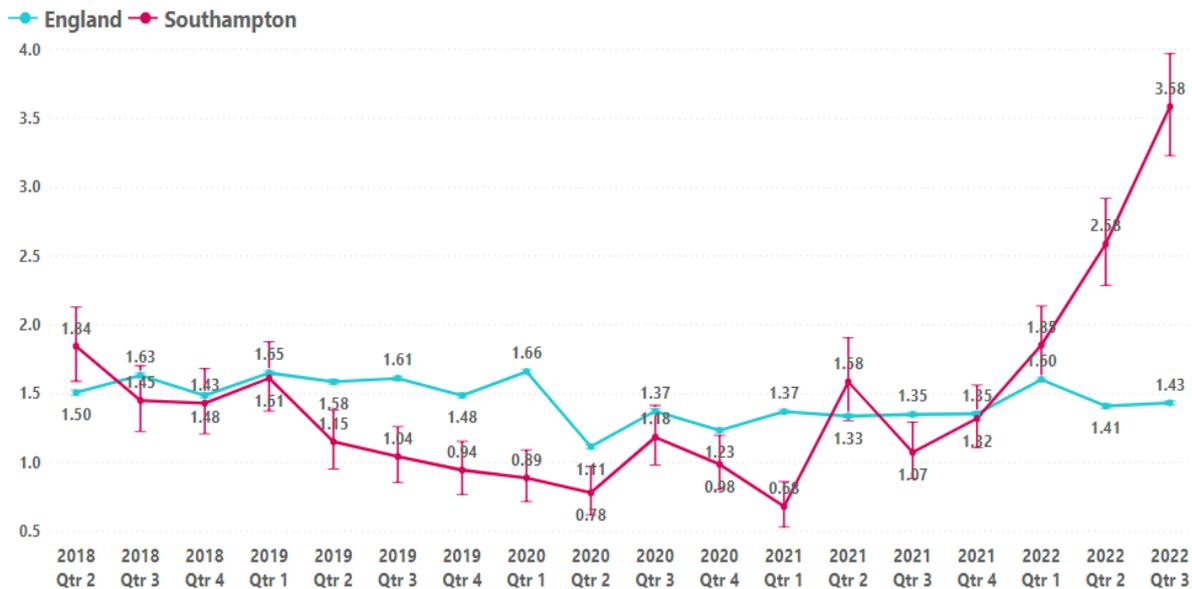
Source: DLUHC 2022 - Statutory homelessness in England: Financial year 2021/22

<sup>2</sup> DLUHC.2023. Rough sleeping snapshot in England: autumn 2022 -technical report, available at [Rough sleeping snapshot in England: autumn 2022 - technical report - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/1141147/rough-sleeping-snapshot-in-england-autumn-2022-technical-report.pdf), accessed March 17th 2023.

Figure 2.2 shows the quarterly trend in households assessed as threatened by homelessness (rate per 1k households) between April-June 2018 and July-September 2022. It is important to note that numbers over a quarter are small, which explains the variability in the Southampton trend.

The Southampton rate experienced an overall decrease from April-June 2018 (1.84 per 1k households) to January-March 2021 (0.68 per 1k households). However, in the last four quarters (October-December 2021 to July-September 2022), Southampton has experienced a sustained increase in the rate of households threatened by homelessness, with the Southampton rate significantly higher than the national average for the most recent three quarters (Q1 to Q3 2022). During Covid-19, many people stayed with family and friends and tenants were protected from evictions due to the evictions ban. With an end to the pandemic and a lift of the evictions ban in 2021, family and friends have encouraged their guests to find other accommodation and more tenants have been issued with eviction notices by their landlords. This may be a reason for the increase in the rate of household threatened by homelessness since the end of 2021. Another reason may be due to the budget pressures of the cost-of-living crisis.

Figure 2.2: Households assessed as threatened by homelessness (within the next 56 days) - Southampton and England quarterly trend (rate per 1k households): 2018-2022



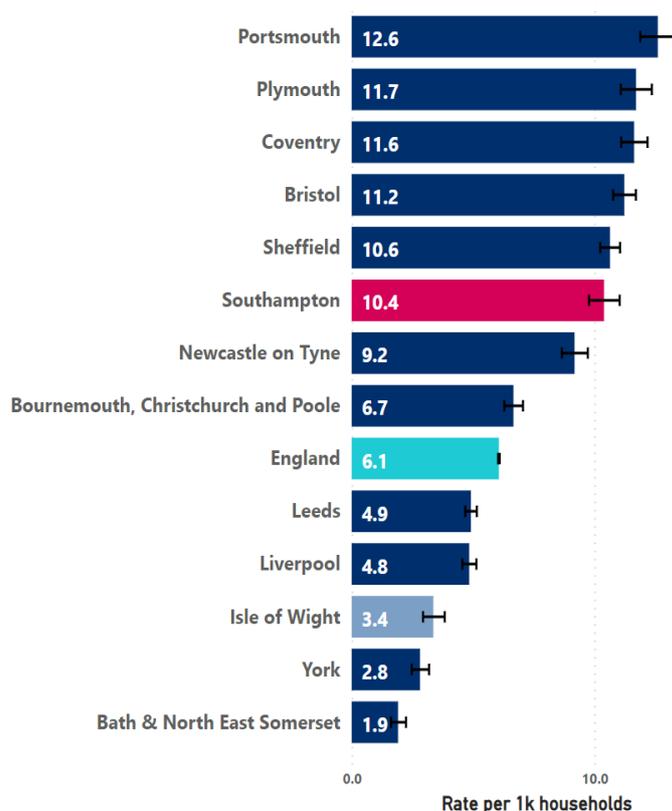
Source: DLUHC 2022 - Statutory homelessness in England: Quarterly data 2018-2022

\*Quarterly trend since 2018 was examined to allow for more data points. Therefore, rates will appear smaller as annual data (above figure) is an aggregate of households assessed as threatened by homelessness over the financial year.

### Households assessed as homeless

The rate of households in Southampton assessed as homeless (10.4 per 1k households) is significantly higher than the national average (6.1 per 1k households, 2021/22) and several comparators (Figure 2.3).

Figure 2.3: Households assessed as homeless (rate per 1k households) - Southampton and ONS Comparators: 2021/22

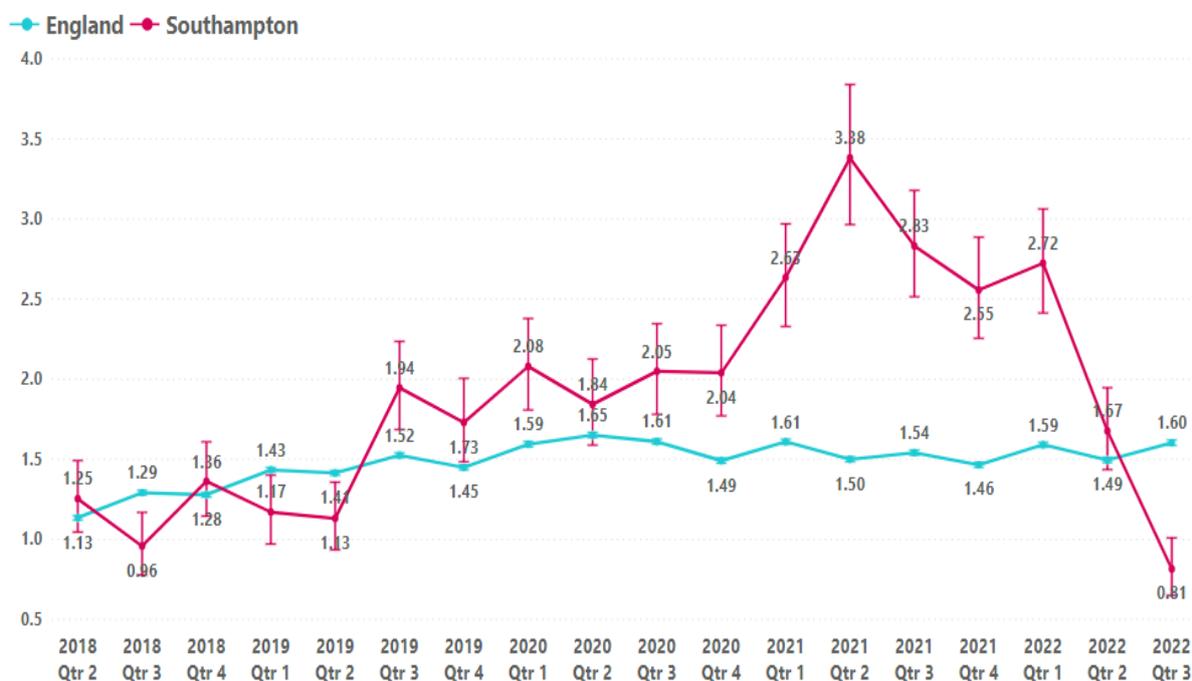


Source: DLUHC 2022 - Statutory homelessness in England: Financial year 2021/22

The rate of households assessed as homeless in Southampton experienced an overall increase between April-June 2018 (rate of 1.25 per 1k households) and April-June 2021 (3.38 per 1k households) (Figure 2.4). However, since April-June 2021, the Southampton trend has experienced an overall decline, falling to a low of 0.81 households assessed as homeless per 1k households in July-September 2022, which is significantly lower than the national average (1.6 per 1k households).

Whilst Southampton has seen an increase in the rate of households being threatened by homelessness in 2022, it has also seen a corresponding decrease in actual homelessness rates.

Figure 2.4: Households assessed as being homeless in Southampton and England (rate per 1k households): Quarterly data 2018-2022



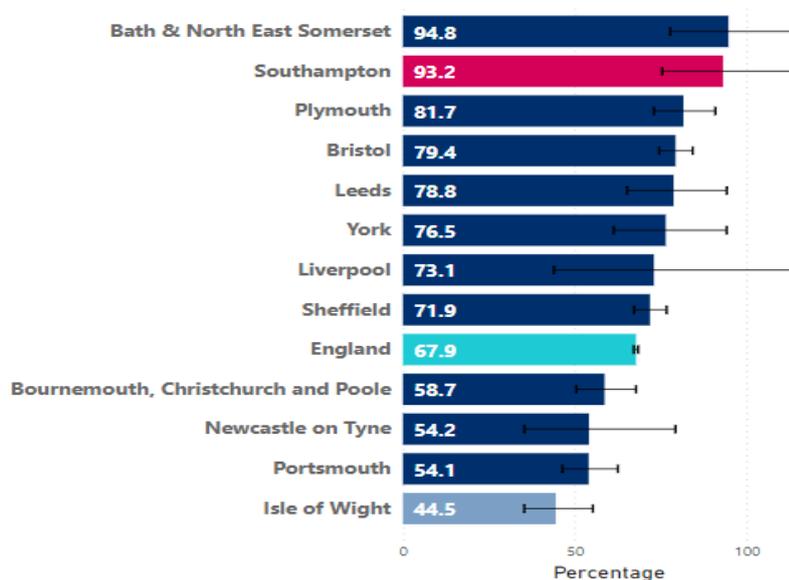
Source: DLUHC 2022 - Statutory homelessness in England: Quarterly data 2018-2022

\*Quarterly trend since 2018 was examined to allow for more data points. Therefore, rates will appear smaller as annual data (above figure) is an aggregate of households assessed as homeless over the financial year.

**Households assessed as homeless, in priority need for which a main duty was accepted**

Following the relief duty period, if households are still unintentionally homeless and in priority need, they might be owed a main duty. Most of the households (96, 93.2%) in 2021/22 (**Error! Not a valid bookmark self-reference.**) assessed for a main duty after relief duty ended were accepted. The rate of acceptance of main duty following the relief stage in Southampton is one of the highest among ONS comparators, being significantly higher than England (67.9%). This may be due to vulnerability, a lack of other accommodation, and a decrease in private rental market. The Southampton acceptance rate of main duties owed after relief duty has remained relatively stable over time and has remained consistently higher than the national average since 2018.

Figure 2.5: Percentage of households at the end of relief stage, assessed as unintentionally homeless and in priority need for which a main duty was accepted – Southampton and ONS comparators: 2021/22

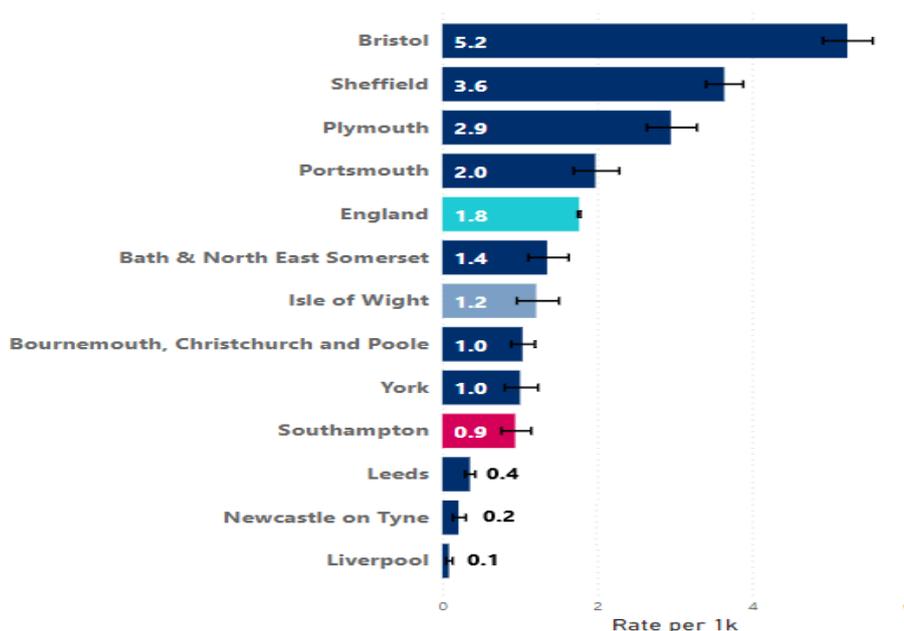


Source: DLUHC 2022 – Statutory homelessness in England: Financial year 2021/22

\* Expressed as a percentage of total number of eligible households for which a main duty decision has been made at the end of relief duty.

The overall rate of households within Southampton owed a main duty was relatively low (0.9 per 1k households) in comparison to a number of ONS comparators in 2021/2022 (Figure 2.6). Rates were notably lower in Southampton compared to Bristol (5.2 per 1k households), Sheffield (3.6), Plymouth (2.9) and Portsmouth (2.0), with the national rate (1.8) double the Southampton rate (0.9). Smaller main duty rates in comparison to Southampton could be found only in Leeds (0.4 per 1k households), Newcastle on Tyne (0.2) and Liverpool (0.1).

Figure 2.6: Households assessed as homeless, in priority need and unintentionally homeless for which a main duty had been accepted per 1k households in Southampton and ONS comparators: 2021/22

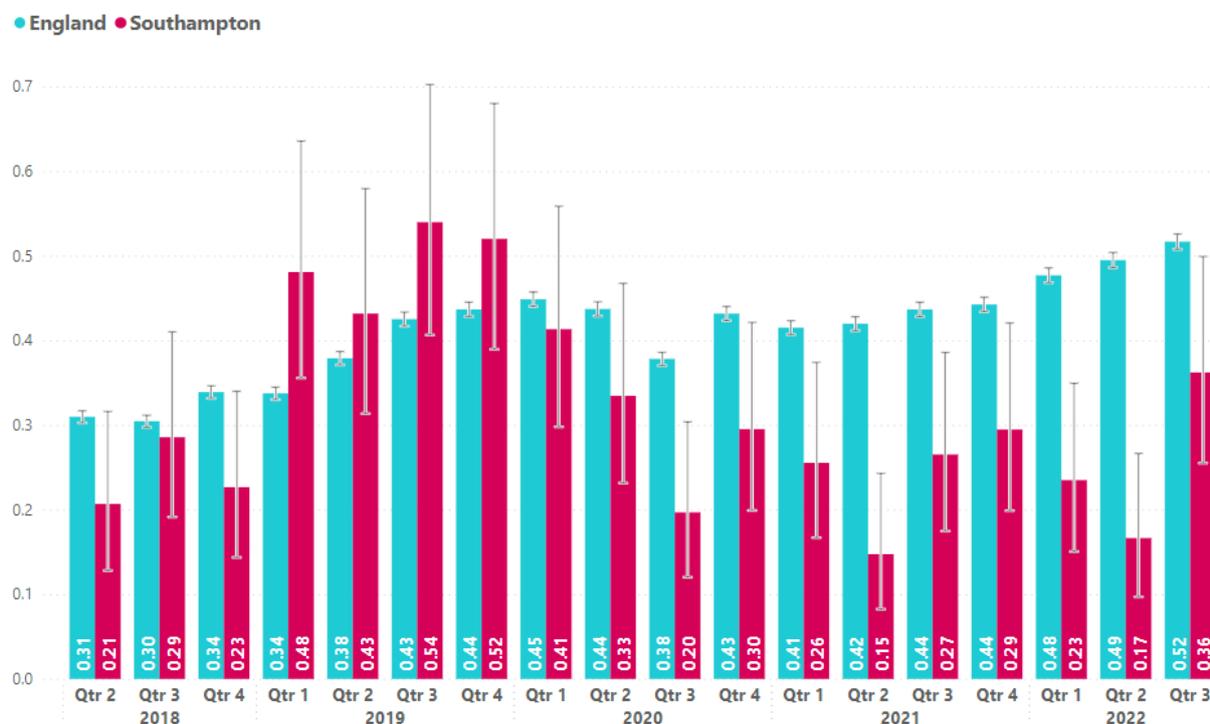


Source: DLUHC 2022 – Statutory homelessness in England: Financial year 2021/22

Overall, the rate of households assessed as being unintentionally homeless and in priority need, and as such accepted as being owed a main duty, has remained relatively low both in Southampton and nationally (

Figure 2.7) between 2018 and 2022. Despite some variation, Southampton's rate has remained consistently lower than the national level since mid-2020.

Figure 2.7: Households assessed as homeless, in priority need and unintentionally homeless for which a main duty had been accepted per 1k households in Southampton and England: Quarterly data 2018-2022



Source: DLUHC 2022 – Statutory homelessness in England: Quarterly data 2018-2022

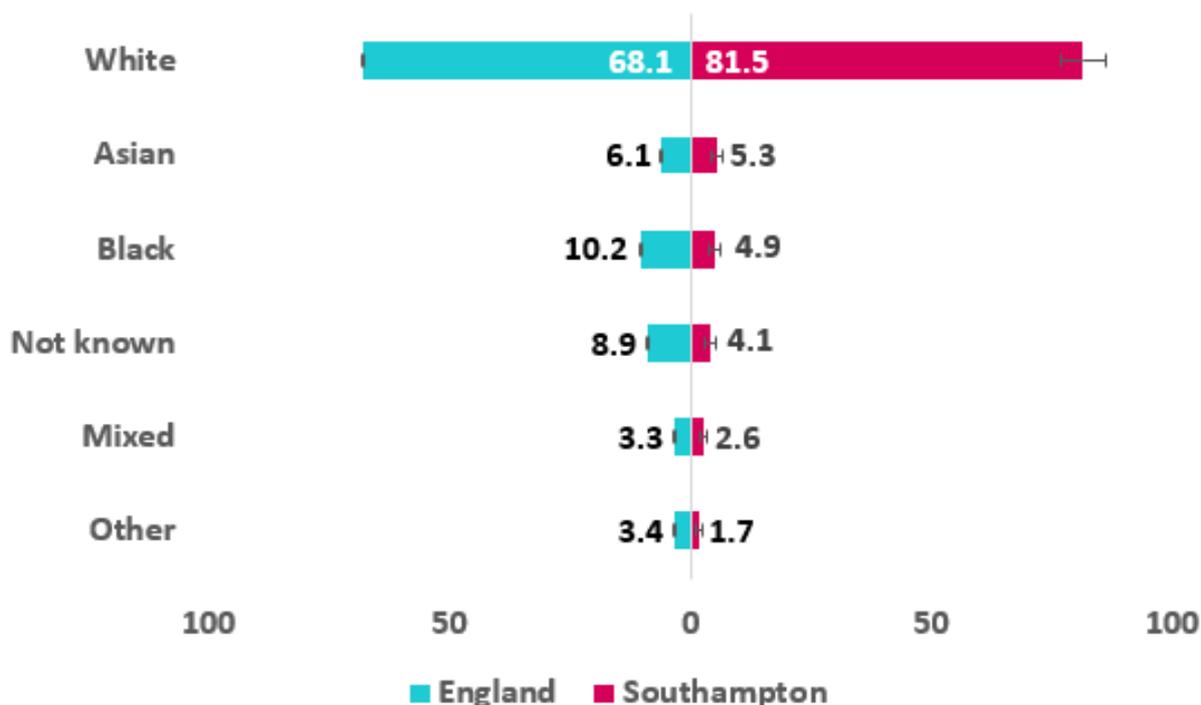
\*Quarterly trend since 2018 was examined to allow for more data points. Therefore, rates will appear smaller as annual data (above figure) is an aggregate of households for which a main duty had been accepted over the financial year.

The main duty is only owed if the household is not provided with accommodation during the relief stage, remains unintentionally homeless and has a priority need. Therefore, the fact that the overall rate of households owed a main duty is relatively low shows that Southampton has been relatively successful in providing accommodation for people within 56 days during the relief stage.

### 2.1.2 Demographic Profile for those who are Statutory Homeless

Most of the people who have either been assessed as being threatened by homelessness in the next 56 days or as homeless in Southampton during the financial year 2021/22 (Figure 2.8) were white (1,307, 81.5%). The profile of Southampton applicants is in line with the local demographic profile, with 80.7% of the Southampton population classed as white in the 2021 Census.

Figure 2.8: Ethnicity profile of the main applicant of households assessed as homeless or threatened by homelessness (%) in Southampton and England: 2021/22

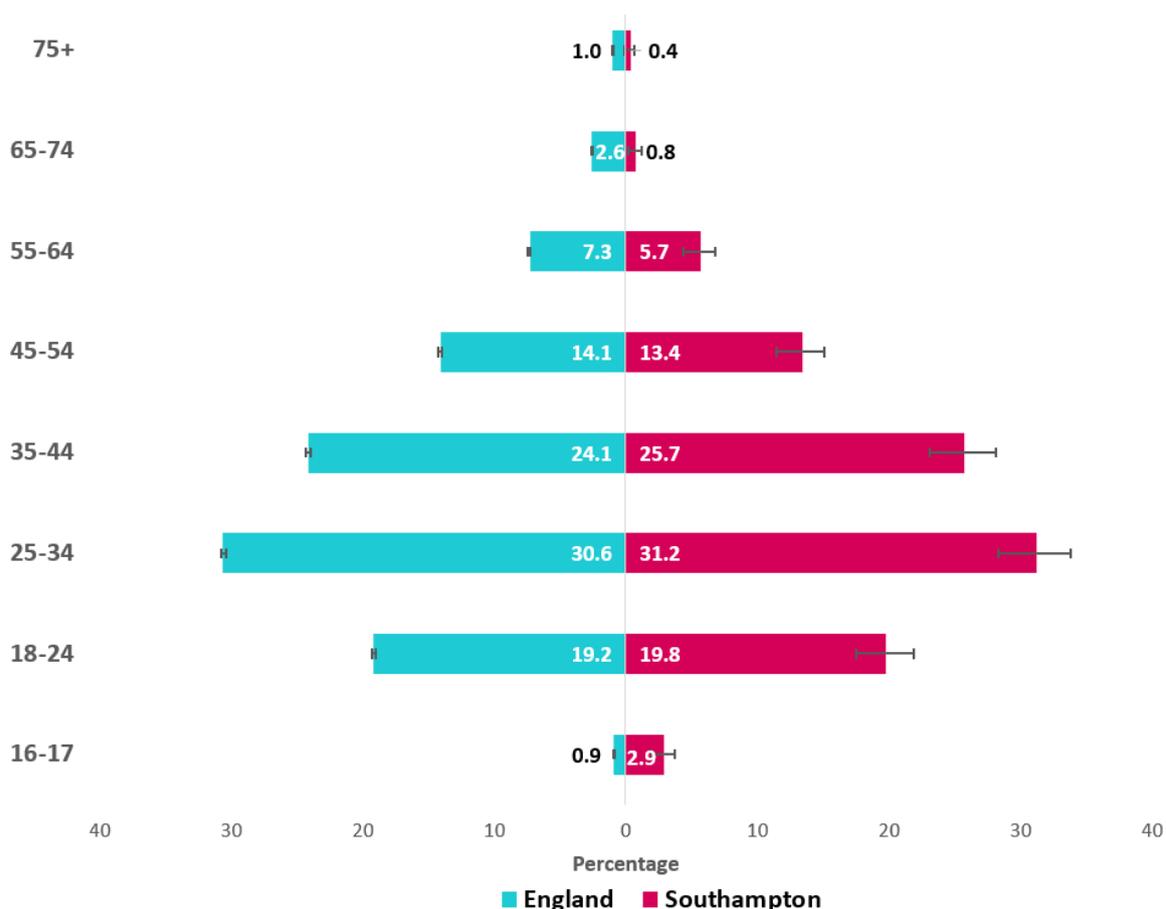


Source: DLUHC 2022 – Statutory homelessness in England: Financial year 2021/22

Most people threatened by homelessness or homeless in Southampton during 2021/22 were relatively young, belonging to the 18-24 (318, 19.8%) 25-34 (501, 31.2%), 35-44 (412, 25.7%) and 45-54 (215, 13.4%) age groups (

Figure 2.9). The age profile of people threatened by homelessness or who were homeless in Southampton during 2021/22 was similar to the national profile, except for those aged 16-17 years and above 55 years where there are slight differences. 16-17 years olds made up a higher percentage of the homeless and threatened by homeless population in Southampton (46, 2.9%) compared to England (0.9%). However, it is important to highlight that numbers are small and therefore differences should be interpreted with caution. Southampton had a smaller proportion of those aged 55-64, 65-74 and 75 and over (92, 5.7% | 13, 0.8% and 7, 0.4% respectively), in comparison to England (7.3%, 2.6%, and 1% respectively).

Figure 2.9: Age profile of main applicant of households assessed as homeless or threatened by homelessness (%) in Southampton and England: 2021/22

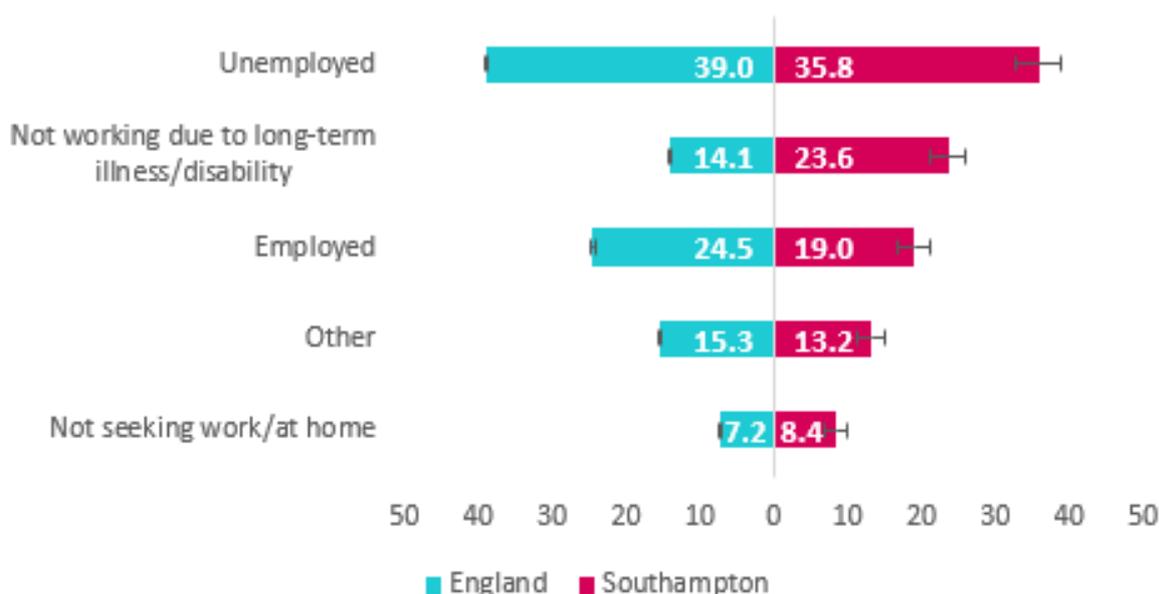


Source: DLUHC 2022 – Statutory homelessness in England: Financial year 2021/22

35.8% (575) of the people assessed as homeless or threatened by homelessness in Southampton for the 2021/22 financial year were unemployed, 23.6% (378) were not working due to long-term illness or disability, 19% (304) were employed, 13.2% (212) fell in the “Other” category and 8.4% (135) were not seeking work or at home (Figure 2.10). Southampton’s profile is similar to national, except for the “not working due to long-term illness or disability” category where the percentage in Southampton (23.6%) is significantly higher than the national average (14.1%) and for the “Employed” category, where the percentage for Southampton is 19%, significantly lower than the national level of 24.5%.

In Southampton, 56.6% (172) of the “Employed” category were full-time workers, while 43.4% (132) were part-time workers. Most of the people in the “Unemployed” category were registered unemployed (550, 95.7%), while a small number were unregistered unemployed that were looking for work (25, 4.3%). The “Other” category includes “Student/training” (28, 13.2%), “Retired” (17, 8%), “Other” (145, 68.4%) and “Unknown” (22, 10.4%).

Figure 2.10: Employment status of main applicant of households assessed as homeless or threatened by homelessness (%) in Southampton and England: 2021/22



Source: DLUHC 2022 – Statutory homelessness in England: Financial year 2021/22

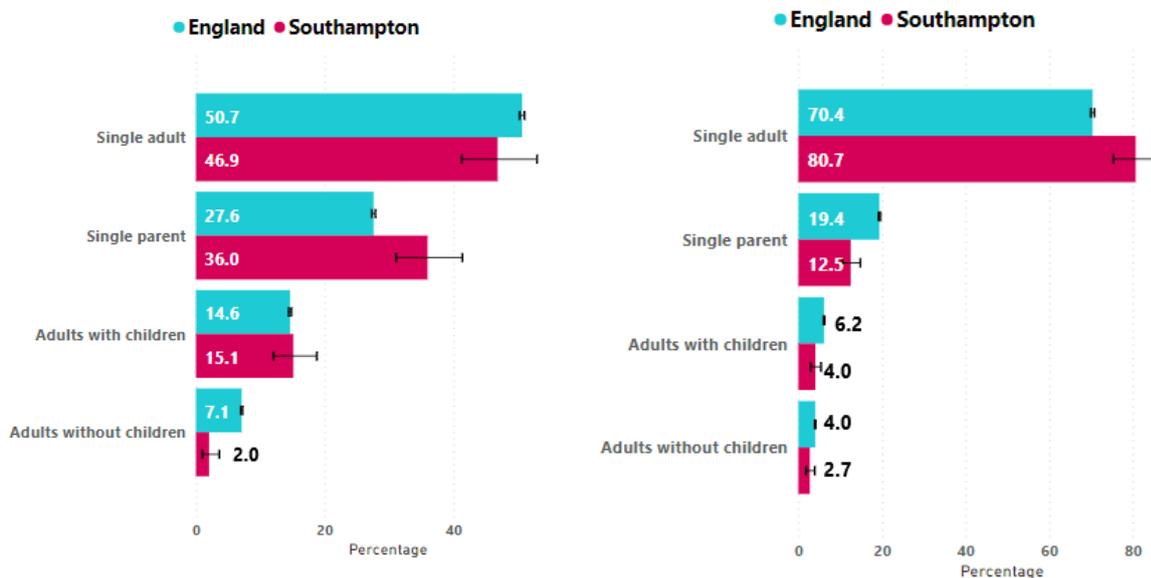
Most people who were assessed as homeless or threatened by homelessness in 2021/22, were single people (Figure 2.11), with single applicants accounting for 46.9% (254) of people threatened by homelessness and 80.7% (857) of those assessed as homeless in Southampton. While men made up 54.7% (139) of single people threatened by homelessness, they made up 75.1% (644) of those assessed as homeless. Single parents were the second most frequent category among both homeless (12.5%, 133) and threatened by homelessness (36%, 195). In both cases, women made up most single parents (88% (117) of homeless single parents and 92.3% (180) of those threatened by homelessness). The third most frequent category were couples or two or more adults with dependent children; representing 15.1% (82) of those threatened by homelessness and 4% (43) of those assessed as homeless. In both cases, the rest was made up of adults without dependent children (2% (11) of those threatened by homelessness and 2.7% (29) of those assessed as homeless).

Compared to the national average, the percentage of single parents threatened by homelessness in Southampton (36%) was higher (27.6% in England) and so was the percentage of single homeless adults in Southampton (80.7% compared to only 70.4% in England). However, there was a slightly lower percentage of homeless single parents in Southampton (12.5%) in comparison to England (19.4%).

Figure 2.11: Composition of households assessed as homeless or threatened by homelessness (%) in Southampton and England: 2021/22

a. Threatened by homelessness

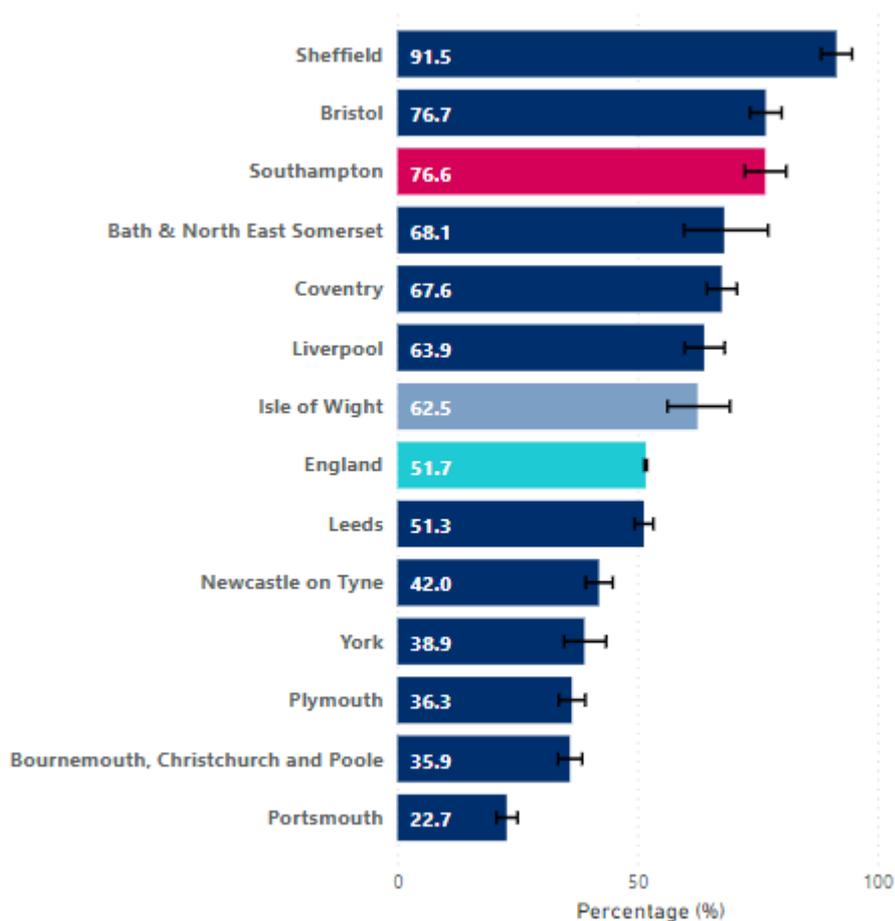
b. Homeless



Source: DLUHC 2022 – Statutory homelessness in England: Financial year 2021/22

Southampton had one of the highest percentages of households with additional support needs (1,229, 76.6%) (out of those households for which a duty of prevention or relief of homelessness was accepted) in 2021/22 (Figure 2.12), highlighting the complexity of Southampton’s homeless cohort. The rate of households with additional support needs in Southampton was similar to Bristol (76.7%) and to Bath & Northeast Somerset (68.1%), but significantly higher than in England (51.7%).

Figure 2.12: Percentage of households with support needs out of the total households for which a duty of prevention or relief has been accepted (%) in Southampton and ONS comparators: 2021/22

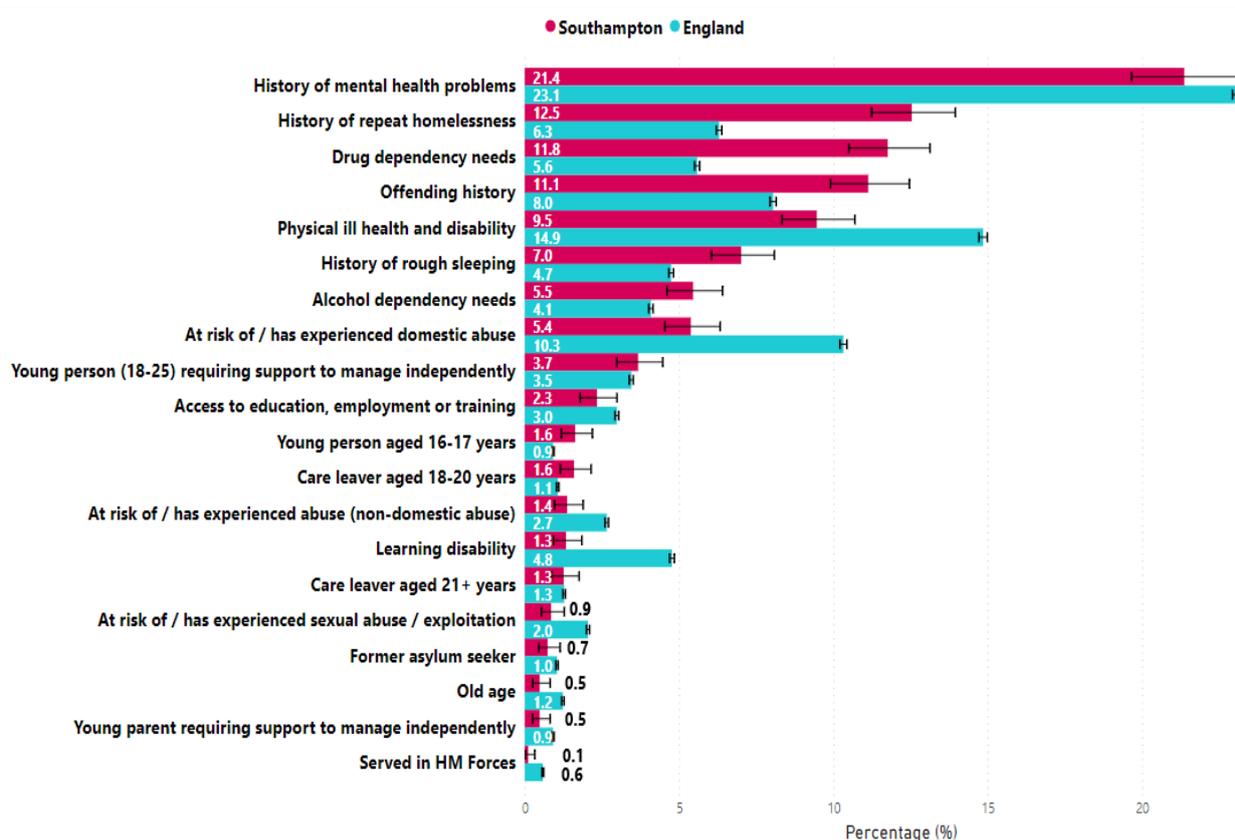


Source: DLUHC 2022 – Statutory homelessness in England: Financial year 2021/22

Figure 2.13 shows the frequency (%) of each support need in Southampton and England. It is important to note that each household can have more than one support need and the percentage below is expressed as the number of support needs by category divided by the total number of support needs, rather than the number of households with support needs. The top five support needs of households owed a prevention or relief duty in Southampton, making up 66.3% of all needs, were a history of mental health problems (21.4% of needs), a history of repeat homelessness (12.5% of needs), drug dependency needs (11.8%), having a history of offending (11.1%) and having physically ill health or a disability (9.5%). Among these, Southampton had significantly higher levels of needs in comparison to the national level when it came to a history of repeat homelessness (12.5% compared to 6.3% in England), drug dependency needs (11.8% compared to 5.6%) and a history of offending (11.1%

compared to 8%), and a significantly lower rate when it came to physically ill health or disability (9.5% compared to 14.9%).

Figure 2.13: Breakdown by type of support need (%) in Southampton and England: 2021/22

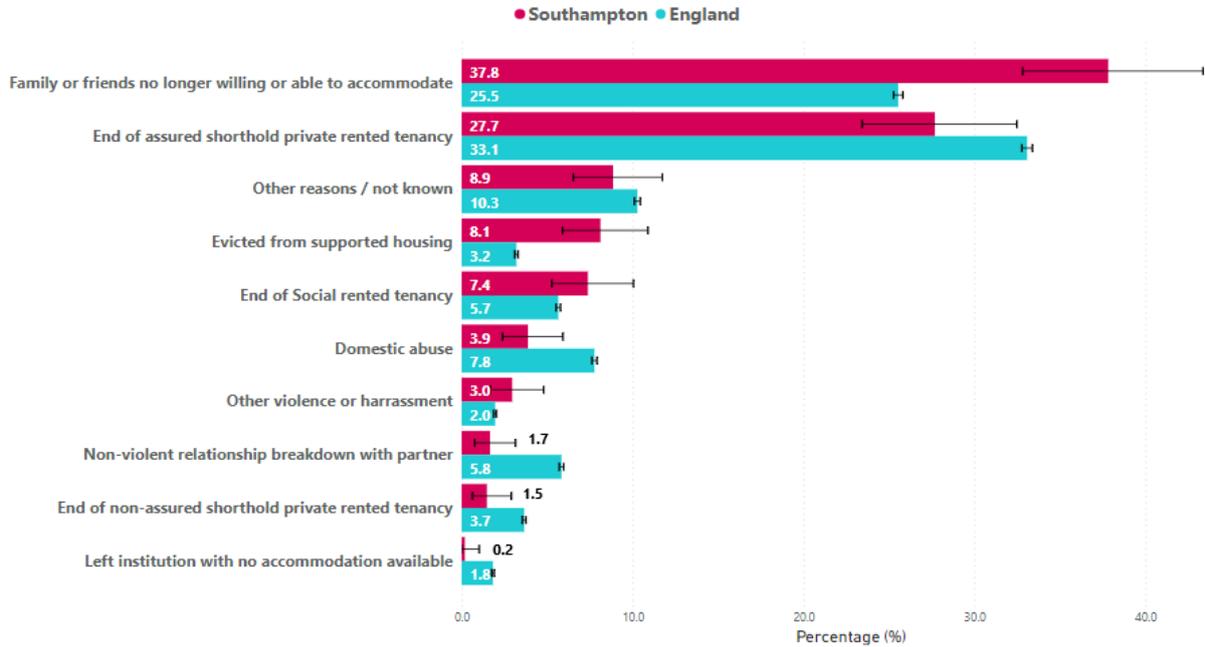


Source: DLUHC 2022 – Statutory homelessness in England: Financial year 2021/22

### 2.1.3 Reasons for Statutory Homelessness

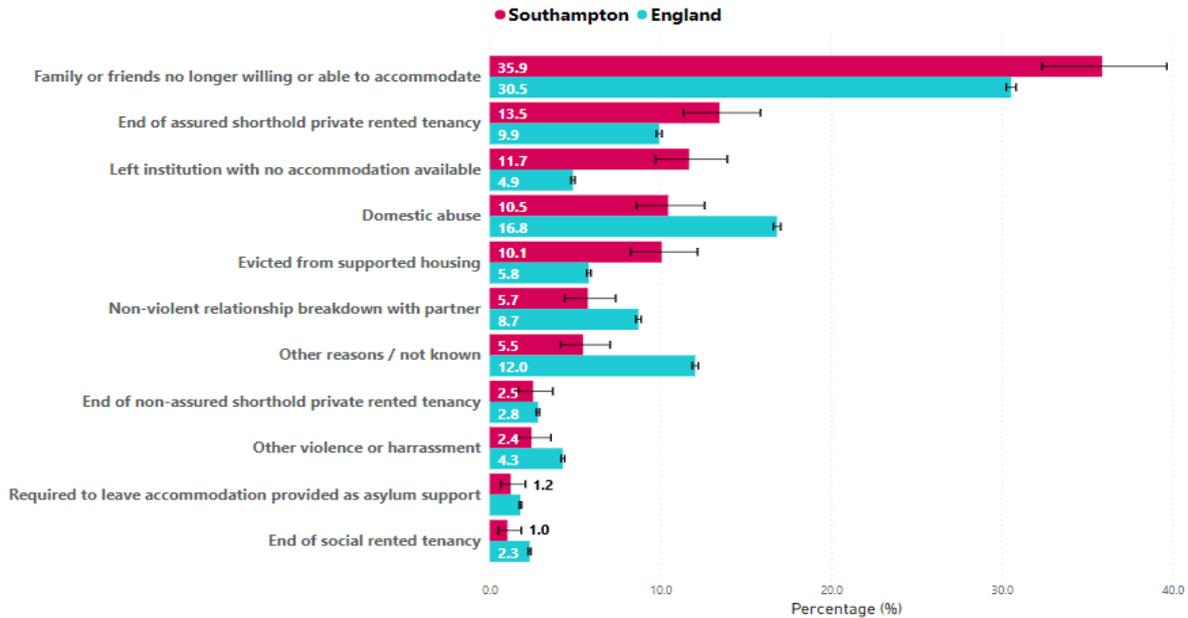
The most frequent reason for households being threatened by homelessness in Southampton during 2021/22 (Figure 2.14) was family and friends no longer willing or able to accommodate (205, 37.8%), which is significantly higher compared to England (25.5%). The second most frequent reason was the end of assured shorthold privately rented tenancy (150, 27.7%). Similar patterns are also observed for households assessed as homeless (Figure 2.15), with family and friends no longer willing or able to accommodate (381, 35.9%) and the end of assured shorthold privately rented tenancy (143, 13.5%) top for Southampton in 2021/22. It is important to note that counts are small at a Southampton level and only present the cohort over one year.

Figure 2.14: Reasons for homelessness of households assessed as threatened by homelessness (%) in Southampton and England: 2021/22



Source: DLUHC 2022 – Statutory homelessness in England: Financial year 2021/22

Figure 2.15: Reasons for homelessness among households assessed as homeless (%) in Southampton and England: 2021/22



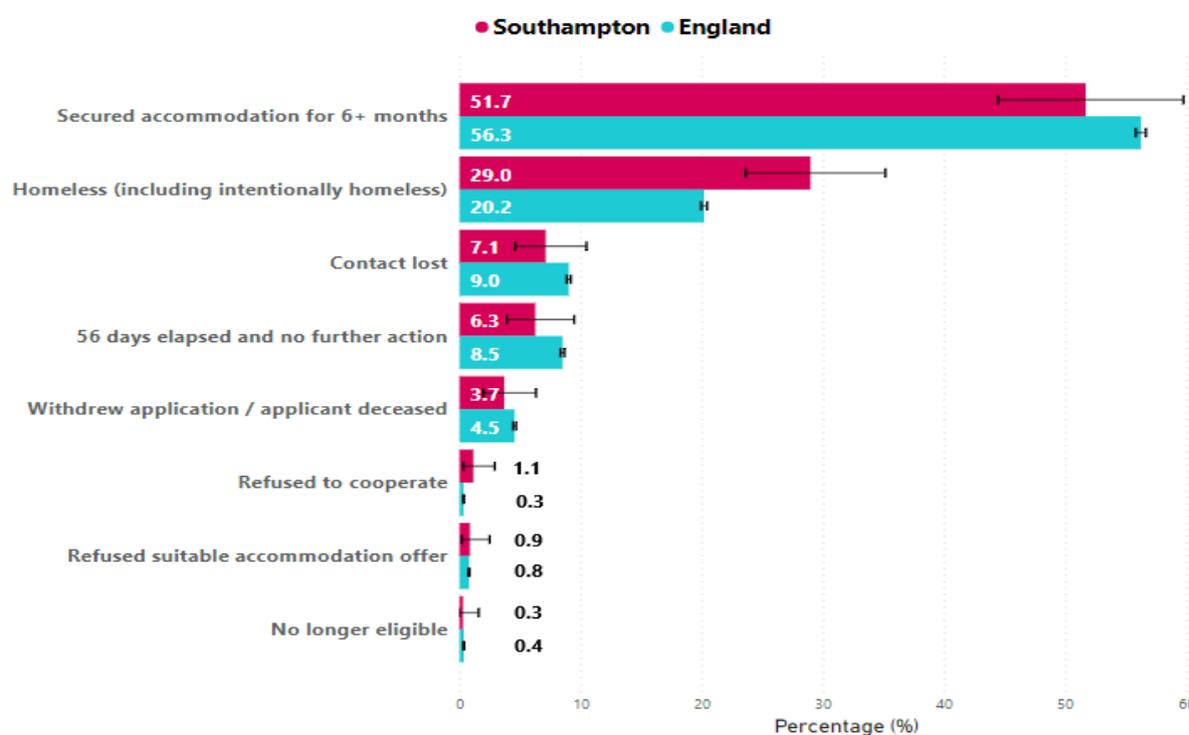
Source: DLUHC 2022 – Statutory homelessness in England: Financial year 2021/22

### 2.1.4 Accommodation Outcomes

This subsection looks at outcomes at each stage of the process of preventing and/or relieving homelessness, highlighting the percentage of people that have been supported in securing temporary and long-term accommodation.

Figure 2.16 shows the outcomes at the end of the prevention duty for people threatened by homelessness within 56 days. For the financial year 2021/22, just over half of the households threatened by homelessness in Southampton (182, 51.7%) secured accommodation for six months or more. This is lower, but not significantly, than the national average (56.3%). The second most common outcome at the end of prevention duty was households became homeless (102, 29%). This was a significantly higher proportion of households compared to the national average (20.2%). The third and fourth most frequent outcomes in Southampton were either to have lost contact with the household (25, 7.1%) or that 56 days elapsed, and no further action was taken (22, 6.3%), with these proportions lower, but not significantly compared to the national average (9% and 8.5% respectively).

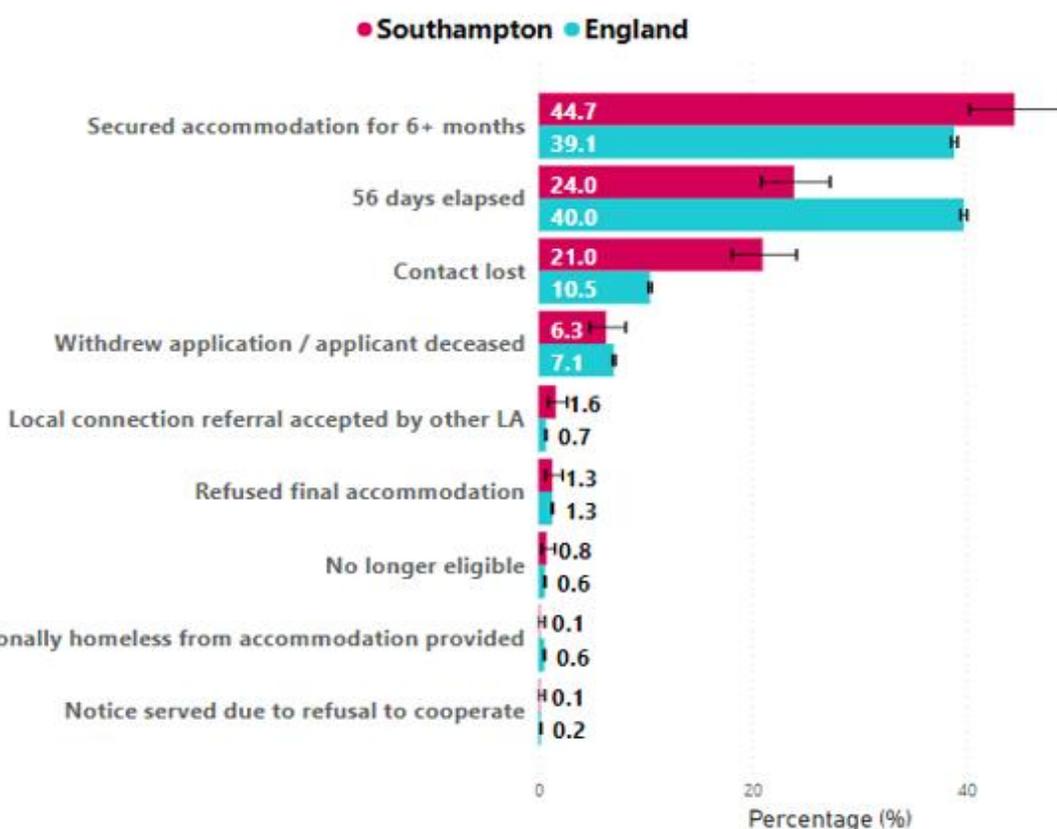
Figure 2.16: Outcomes at the end of duty to prevent homelessness (%) in Southampton and England: 2021/22



Source: DLUHC 2022 – Statutory homelessness in England: Financial year 2021/22

Figure 2.17 shows the outcomes for households at the end of the duty to relieve homelessness. The most frequent outcome in Southampton during 2021/22 was having secured accommodation for six months or more; occurring in 44.7% (410) of the cases, which is significantly higher than at the national average (39.1%). The second most frequent outcome in Southampton was that duty ended due to 56 days having elapsed (220, 24%), which is significantly lower compared to the national average (40%). The third most frequent outcome was having lost contact, occurring in 21% (193) of the cases in Southampton, significantly higher and more than double the national rate (10.5%).

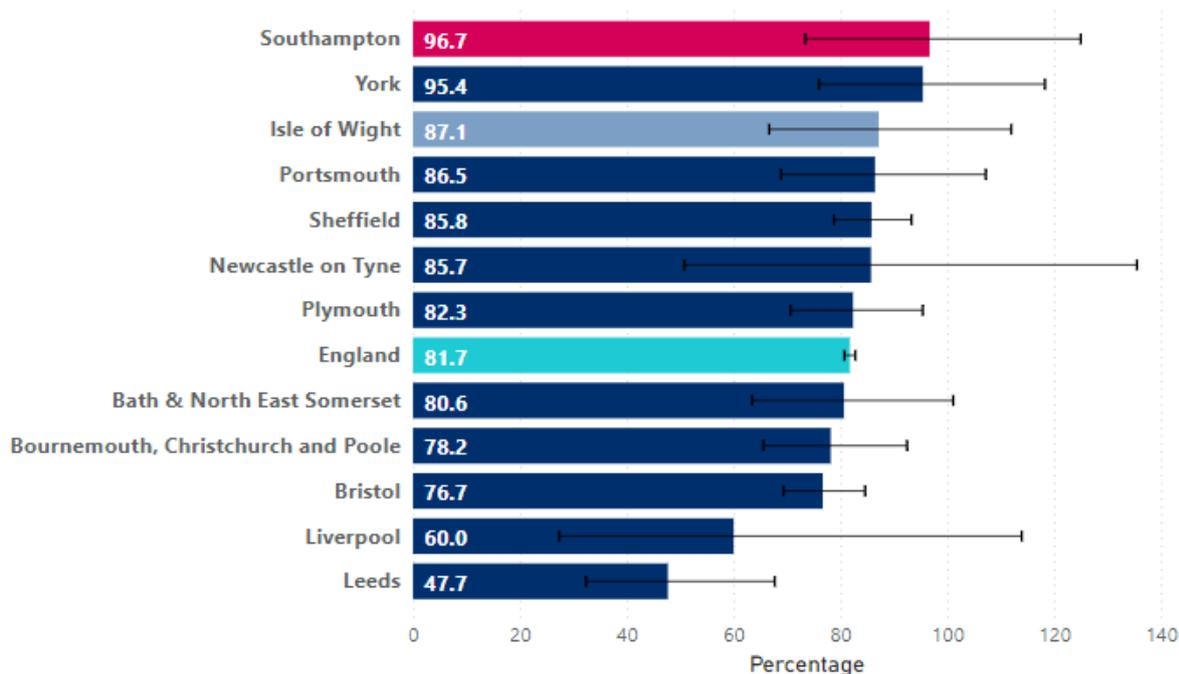
Figure 2.17: Outcomes at the end of duty to relieve homelessness (%) in Southampton and England: 2021/22



Source: DLUHC 2022 – Statutory homelessness in England: Financial year 2021/22

Most households finding themselves at the end of main duty were offered socially or privately rented accommodation in Southampton during 2021/22 (Figure 2.18). The percentage of households offered accommodation in Southampton (58, 96.7%) and therefore, ending the main duty, was the highest among its ONS comparators. Although, the difference is not statistically significant, except from Leeds (31, 47.7%).

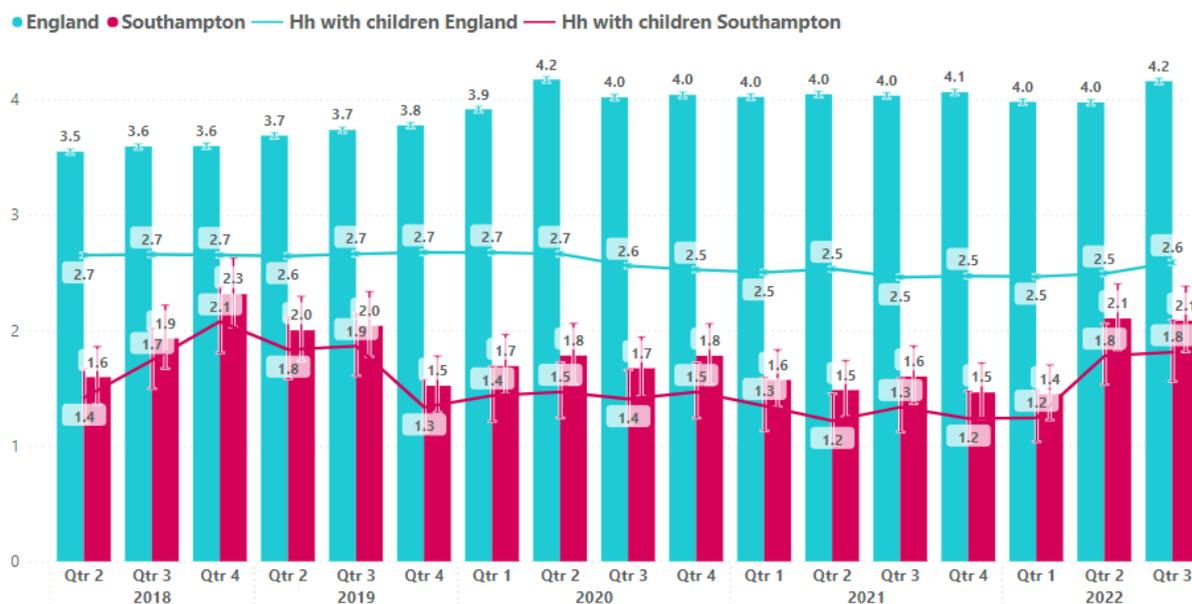
Figure 2.18: Percentage of household offered social or privately rented accommodation out of the total number of households whose main duty ended in Southampton and ONS comparators: 2021/22



Source: DLUHC 2022 – Statutory homelessness in England: Financial year 2021/22

To prevent or relieve homelessness, local authorities can also offer households temporary accommodation. Snapshot figures from the end of each quarter between 2018 and 2022 (Figure 2.19) shows that the rate of all households in temporary accommodation per 1k households in Southampton varied from 1.6 (162 households) in the second quarter in 2018 to 2.1 (213 households) in the third quarter of 2022. Compared to Southampton, England had significantly higher rates both for all households and households with children and rates have been relatively stable over time.

Figure 2.19: All households and households with children in temporary accommodation (rate per 1k households) in Southampton and England: Quarterly data 2018-2022

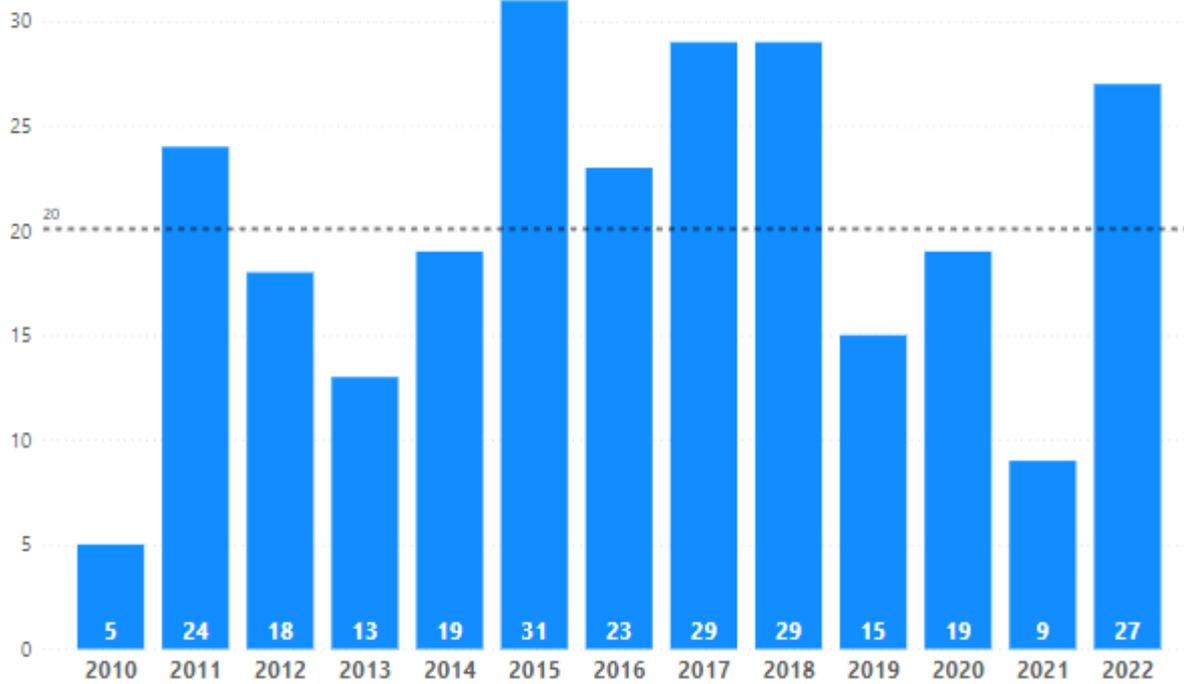


Source: DLUHC 2022 – Statutory homelessness in England: Quarterly data 2018-2022

### 2.1.5 People who are Rough Sleeping

Based on Autumn count data the number of people rough sleeping on a single night in Southampton was three times higher in 2022 (27 people) compared to 2021 (9 people). Looking at trends over time, the average count between 2010 and 2022 was 20 people a year, with the 2022 count (27 people) above this average (Figure 2.20).

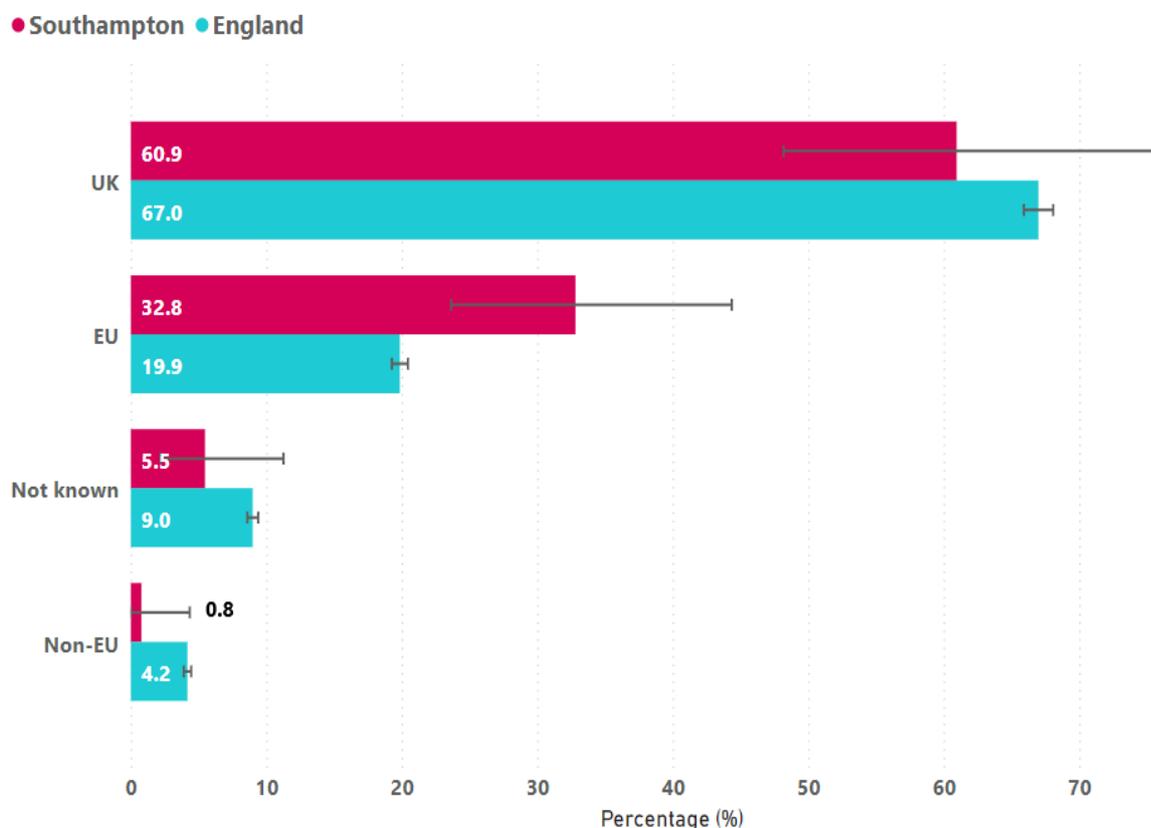
Figure 2.20: Number of people rough sleeping (autumn count) in Southampton: 2010 – 2022



Source: DLUHC 2023 – Rough sleeping in England: Autumn count 2010-2022

The demographic profile of rough sleepers in Southampton is similar to that of rough sleepers at the national level. 107 (83.6%) of the 128 people rough sleeping between 2017 and 2022 on a single night in autumn in Southampton have been men, compared to 83.7% at the national level. 78 (60.9%) of the 128 rough sleepers in Southampton were UK nationals in Southampton (Figure 2.21); similar to national (67%). However, EU nationals represent a significantly higher percentage in Southampton (42, 32.8%) than in England (19.9%), but it is important to note that overall counts are small.

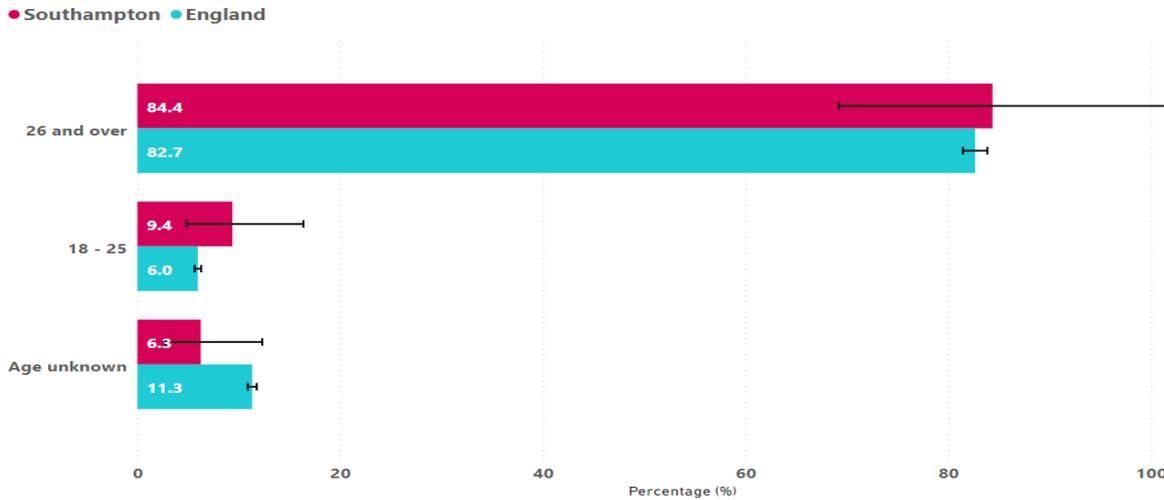
Figure 2.21: Aggregate ethnic composition of people sleeping rough (autumn count) in Southampton and England: 2017-2022



Source: DLUHC 2023 – Rough sleeping in England: Autumn count 2017-2022

The age distribution of rough sleepers in Southampton is similar to the national profile, with most rough sleepers included in autumn counts between 2017 and 2022 in Southampton (108, 84.4%) and in England (82.7%) being adults aged 26 and over (Figure 2.22).

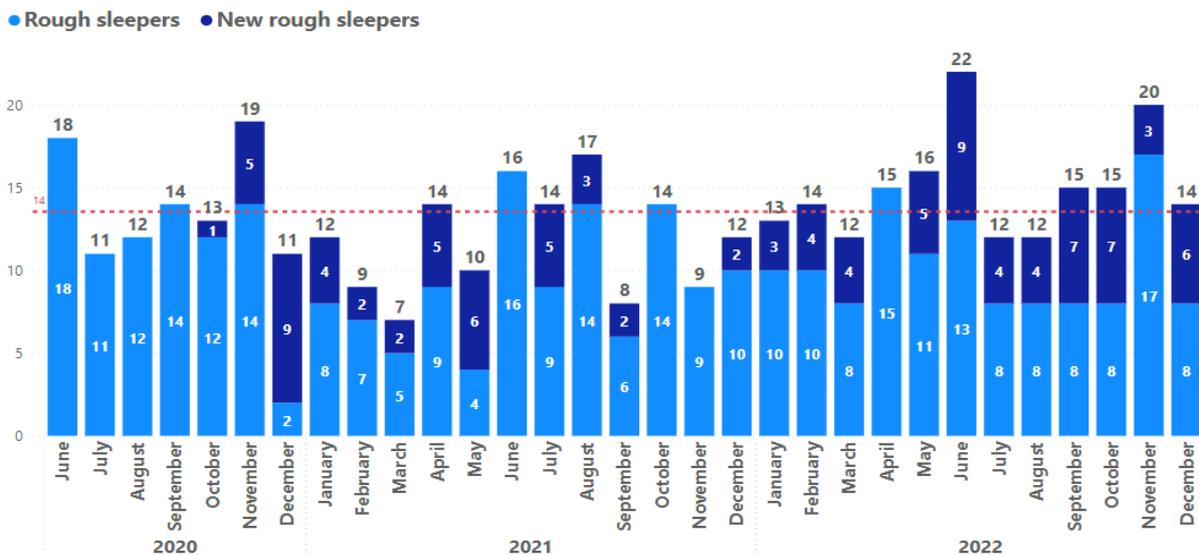
Figure 2.22: Overall age composition of people sleeping rough (autumn count) in Southampton and England: 2017-2022



Source: DLUHC 2023 – Rough sleeping in England: Autumn count 2017-2022

According to data from the monthly report on rough sleeping, there were on average 14 people rough sleeping on a single night in Southampton between 2020 and 2022 (Figure 2.23). On average, 4 of the people rough sleeping on a single night were new to rough sleeping. More recent data seems to indicate that there has been an increase to rough sleeping, including a large cohort of people with restricted eligibility and people with no local connection.

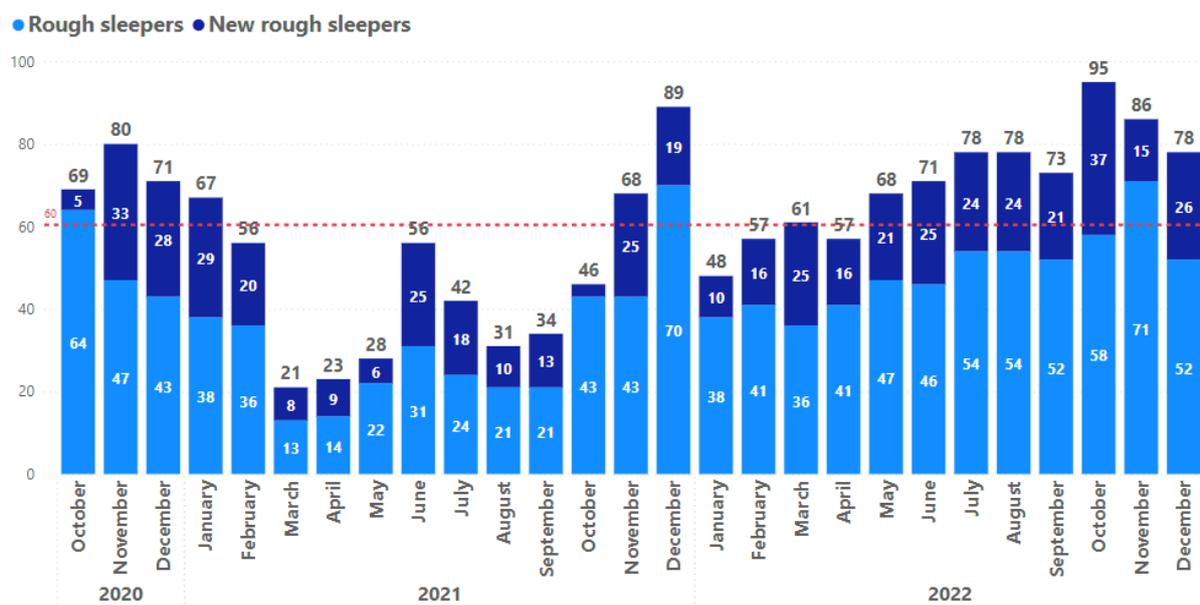
Figure 2.23: Number of people rough sleeping on a single night in Southampton: June 2020-December 2022



Source: DLUHC 2023 – Support for people sleeping rough in England June 2020 – December 2022

On average 60 people rough slept over the course of the month, out of which 19 were new to rough sleeping. Figure 2.24 shows the trend over time between October 2020 and December 2022. Recent data highlights that the number of people rough sleeping throughout the month has remained above the average of 60 since May 2022.

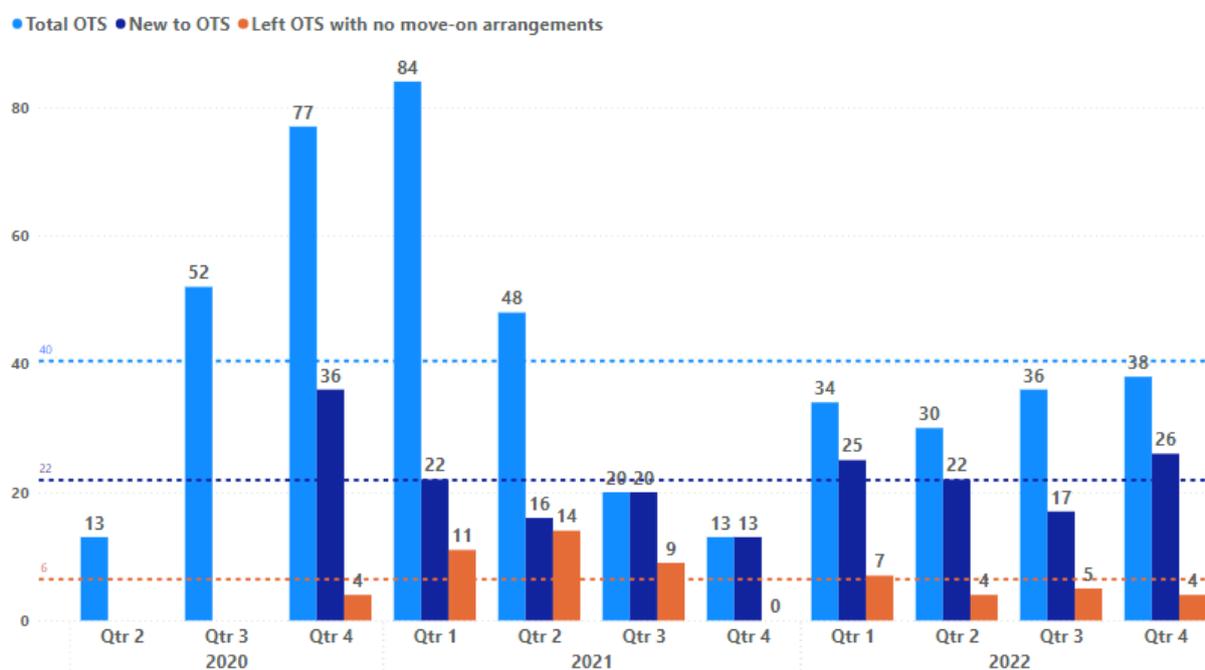
Figure 2.24: Number of people rough sleeping over the course of the month in Southampton: October 2020-December 2022



Source: DLUHC 2023 – Support for people sleeping rough in England June 2020 – December 2022

Monthly data regarding movement into and out of off-the-street accommodation (definition in [Appendix 1](#)) between June 2020 and December 2022 (Figure 2.25) highlights several changes post Covid-19 in Southampton. Firstly, the total number of people moving into off-the-street accommodation had a decreasing trend throughout 2021, falling from 84 in the first quarter to 13 in the last. At the beginning of 2022, numbers increased, reaching 34 and remained stable. Secondly, people new to off-the-street accommodation have become a larger proportion of all people offered off-the-street accommodation. For example, in the last quarter of 2022, 26 out of the 38 people in off-the-street accommodation were new. Finally, there is still a small number of people leaving off-the-street accommodation with no move-on arrangements. However, their number has remained in the single digits during 2022 in Southampton.

Figure 2.25: People rough sleeping or at risk of rough sleeping moving into and out off-the-street accommodation in Southampton: June 2020-December 2022



Source: DLUHC 2023 – Support for people sleeping rough in England June 2020 – December 2022

### 2.1.6 Key Findings

- For 2021/22, Southampton had a rate of 5.3 (per 1k) households assessed as threatened by homelessness in the next 56 days and a rate of 10.4 households assessed as homeless per 1k households.
- Trend data shows that the rate of people being threatened by homelessness has been increasing since the 3<sup>rd</sup> quarter of 2021, while the rate of homelessness has been decreasing since the 1<sup>st</sup> quarter of 2022.
- The demographic profile of those who are statutory homeless or threatened by homelessness was generally in keeping with the national profile, with the majority of applicants in Southampton being white (81.5%) and skewed towards younger age groups; 35.8% of those assessed as homeless or threatened by homelessness in Southampton were unemployed and 23.6% were not working due to a long-term illness or disability, which is significantly higher than the national average (14.1%);
- Single applicants made up the largest portion of applicants that are threatened by homelessness (46.9%) and homeless (80.7%) in Southampton during 2021/22, which is in line with the national average.

- Southampton had one of the highest percentages of households with additional support needs (1229, 76.6%) (out of those households for which a duty of prevention or relief of homelessness was accepted) among comparators in 2021/22, highlighting the complexity of Southampton's homeless cohort.
- The top five support needs of those assessed as homeless in Southampton during 2021/22 were: history of mental health (21.4%), history of repeat homelessness (12.5%) and drug dependency needs (11.8%), offending history (11.1%) and physical ill health and disability (9.5%). Southampton had a significantly higher proportion of repeat homelessness, drug dependency and history of offending support needs compared to national averages.
- Family or friends no longer being willing or able to accommodate people, was the most frequent reason for being threatened by homelessness (37.8%) or homeless (35.9%) in Southampton during 2021/22. The rates are significantly higher than the national level (25.5% and 30.5%, respectively).
- Just over half of the households threatened by homelessness in Southampton (182, 51.7%) secured accommodation for six months or more, similar to the national average (56.3%);
- The second most common outcome at the end of prevention duty was households became homeless (102, 29%). A significantly higher proportion of households at the end of prevention duty in Southampton (102, 29%) became homeless compared to the national average (20.2%).

## 2.2 Wider Determinants of Homelessness

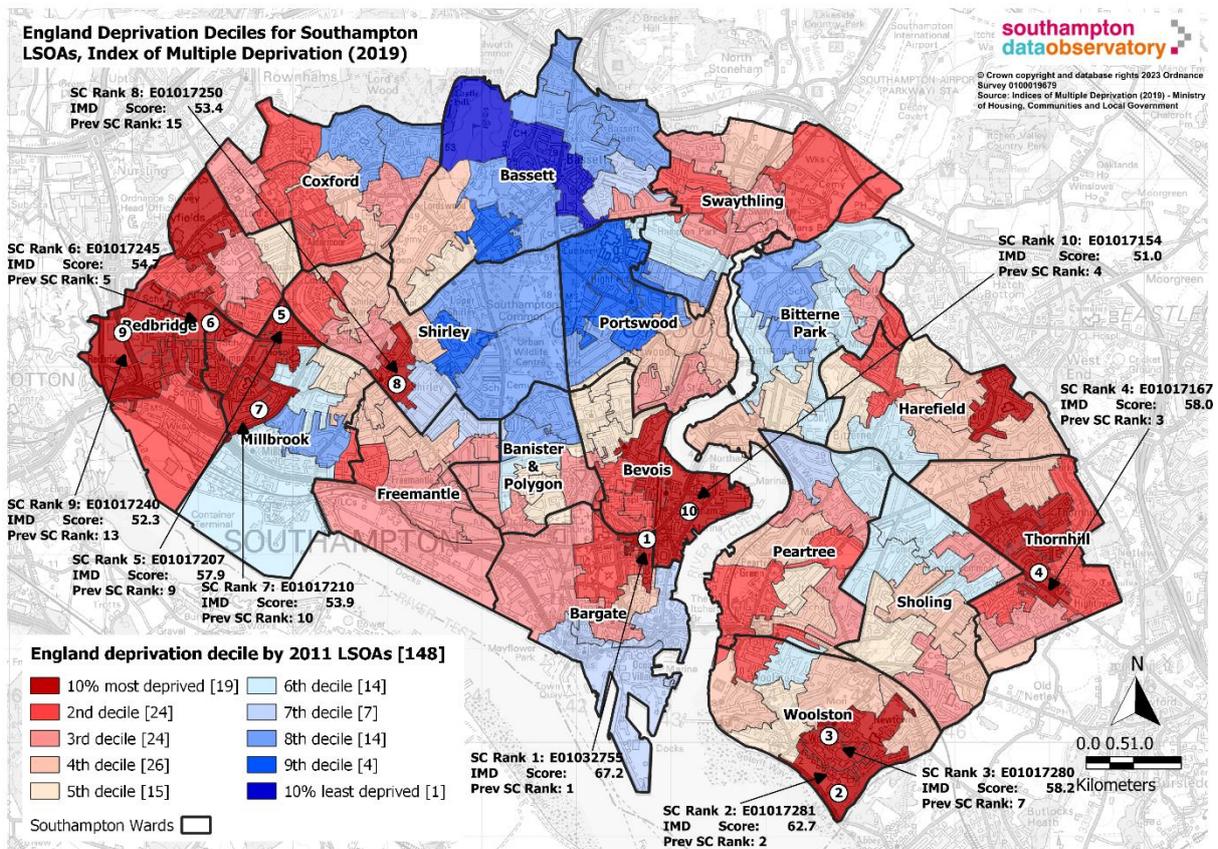
It is not only important to consider statutory homeless statistics, but also the factors that make individuals more or less likely to experience homelessness; known as wider determinants. Wider determinants such as poverty and deprivation are linked to a wide range of outcomes. Examining the wider determinants provides an opportunity to understand and address some of the underlying causes of homelessness to try and prevent individuals from becoming homeless in the first place.

More information on wider determinants can be found on the [Southampton Data Observatory](#).

### 2.2.1 Deprivation and Poverty

The Index of Multiple Deprivation (IMD 2019) illustrates how Southampton continues to be a relatively deprived city. Based on average deprivation rank of its neighbourhoods (LSOAs), Southampton is ranked 55<sup>th</sup> (where 1<sup>st</sup> is the most deprived) out of 317 local authorities: more deprived than the comparator cities of Bristol (82<sup>nd</sup>), Leeds (92<sup>nd</sup>) and Sheffield (93<sup>rd</sup>). Southampton has 19 Lower Super Output Areas within the 10% most deprived in England and one in the 10% least deprived.

Figure 2.26: Map showing overall England deprivation deciles in Southampton (IMD 2019)



Source: Indices of Multiple Deprivation (2019) -Ministry of Housing, Communities and Local Government. Crown copyright and database rights 2019 Ordnance Survey 100019679

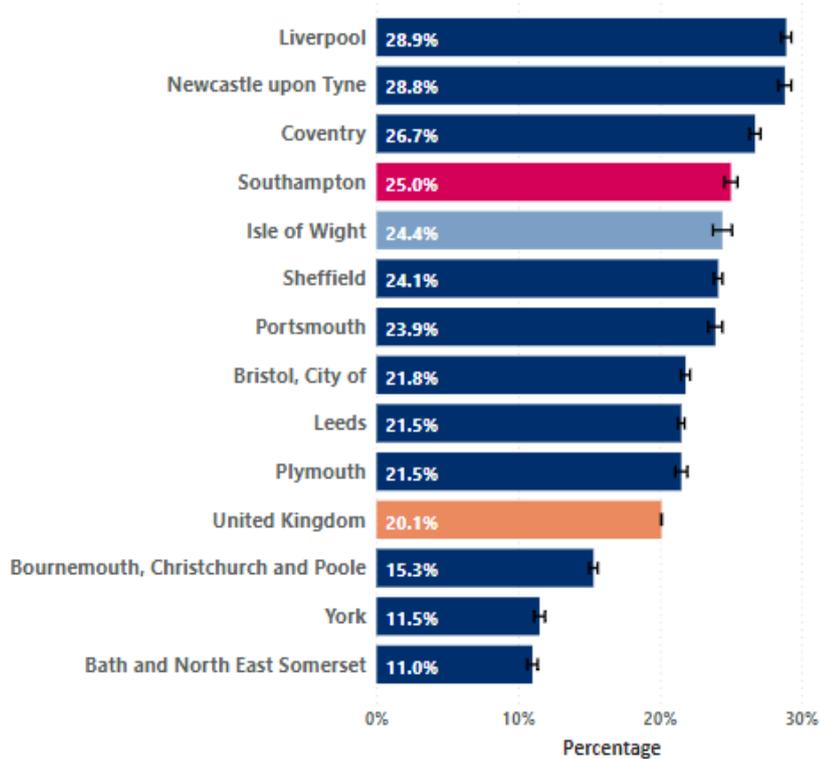
Southampton is ranked 3<sup>rd</sup> worst in the country for crime deprivation and is in the worst 20% of local authorities for 5 other deprivation domains. Additionally, around 12% of Southampton’s population live in neighbourhoods within the 10% most deprived nationally; this rises to 18% for the under 18 population, suggesting deprivation disproportionately impacts upon young people in the city.

25% of children aged under 16 were living in relative low-income families in Southampton during 2021/22 (Figure 2.27), which is significantly higher than several ONS comparators and the UK average (20.1%).

Southampton has experienced an overall increase in the proportion of children living in relative low-income families since 2014/15 (16.4%) (Figure 2.28). This trend is also seen nationally, although rates nationally have remained significantly lower compared to Southampton.

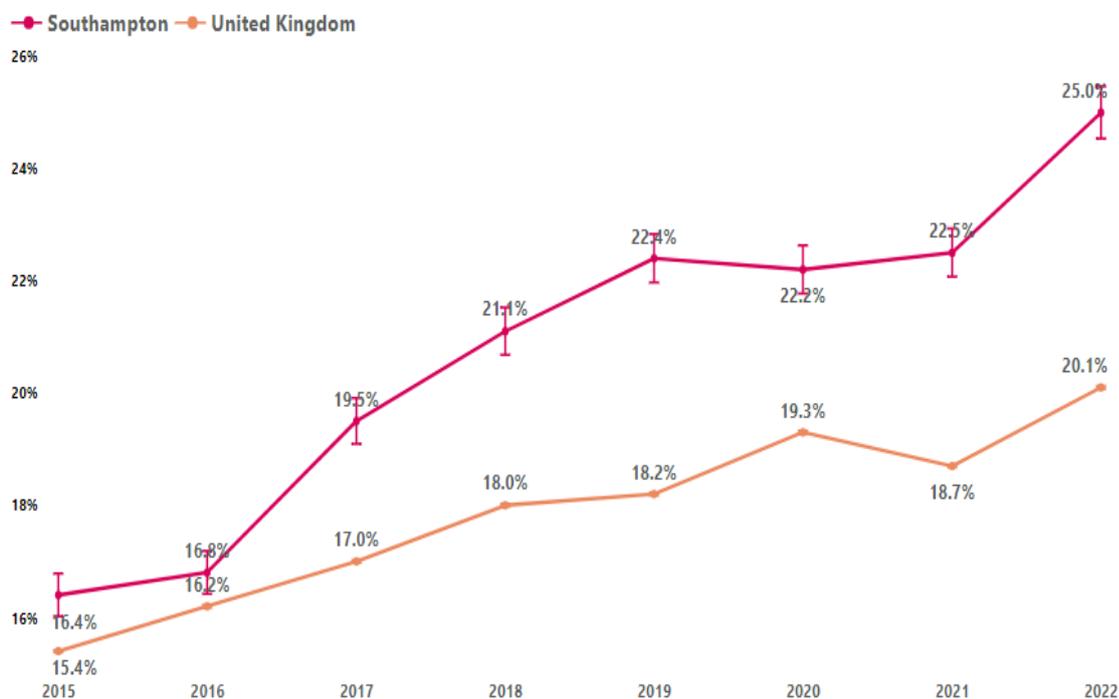
More information on Deprivation and Poverty can be found on the [Southampton Data Observatory](#).

Figure 2.27: Percentage of children (aged under 16) living in relative low-income families: Southampton and ONS comparators in the 2021/22 financial year.



Source: DWP 2023 – Children in low-income families: local area statistics 2014 to 2022

Figure 2.28: Percentage of children (aged under 16) living in relative low-income families in Southampton and the UK: 2014/15-2021/22



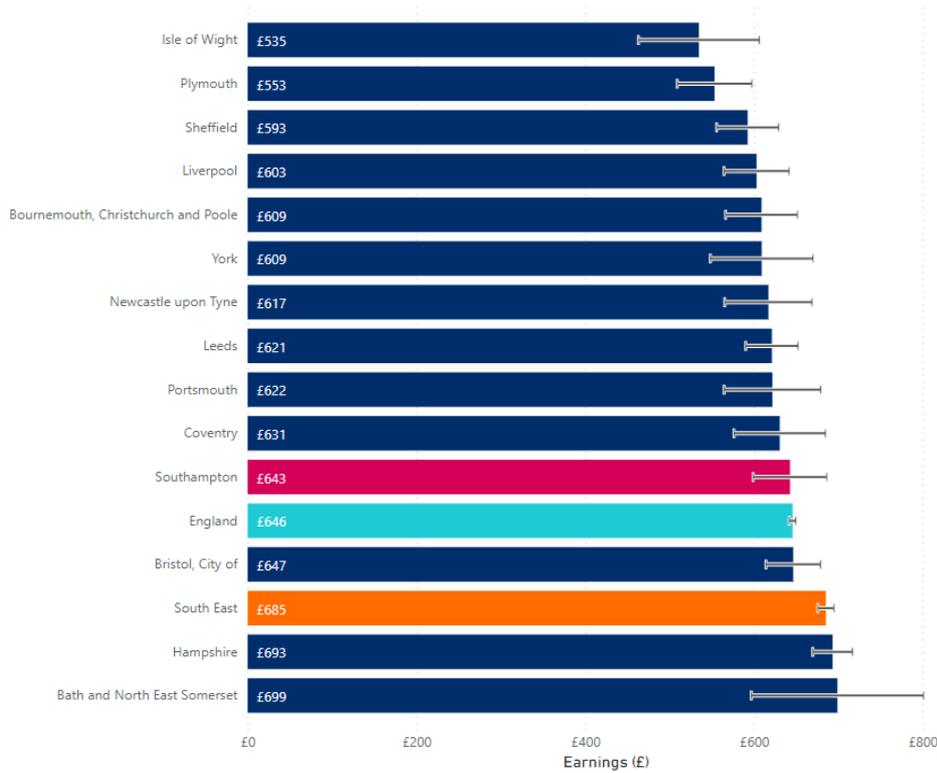
Source: DWP 2023 – Children in low income families: local area statistics 2014 to 2022  
\*Please note x-axis displays the financial year end: e.g. 2015 for the 2014/2015 financial year

### 2.2.2 Earnings and Benefits

Earnings data can be broken down into two main categories: earnings for ‘residents’ who *live* in the city and earnings for ‘workers’ who *work* in the city, but live outside it. During 2022, the median gross weekly pay for full-time workers *resident* in Southampton was £643 per week (Figure 2.29), which is similar to the national level (£646) but remains lower compared to those who *work* in the city but live outside it (£680 per week).

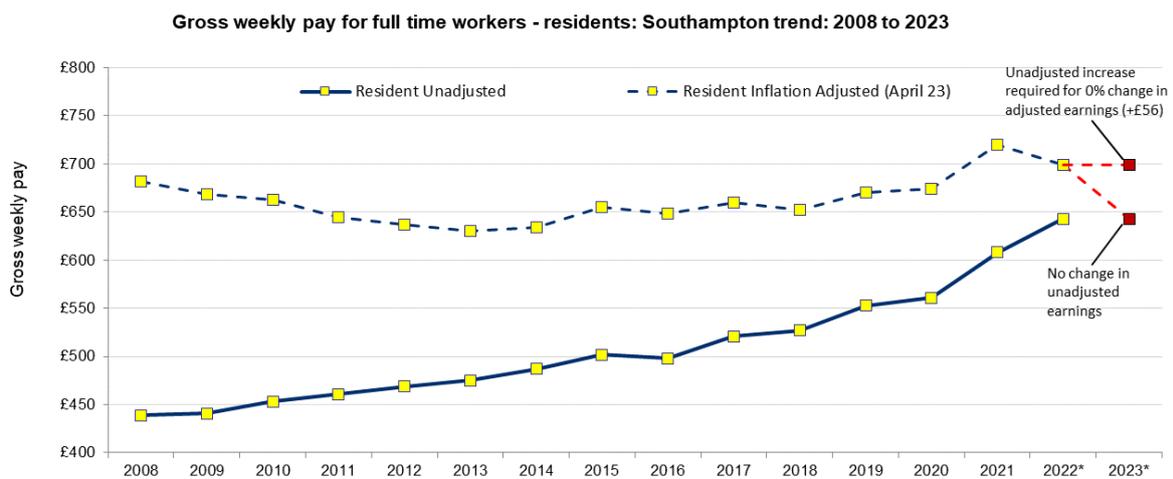
After adjusting for inflation, pay declined in ‘real’ terms between 2008 and 2013. Yet since 2013, weekly pay has generally increased in ‘real’ terms for both residents and workers in Southampton. Adjusted for inflation, weekly earnings declined between 2021 and 2022 for residents who live in the city (-£21, -3.0%) and for people who work in the city (-£24, -3.1%). This decline is a result of unprecedented inflation experienced since late 2021. Unadjusted weekly earnings would need to increase by a further £56 for residents and £59 for workers who live outside the city to negate the impact of inflation as of April 2023 (130.4 CPI all items) (Figure 2.30).

Figure 2.29. Gross weekly pay for full time workers residents of Southampton and ONS comparators: 2022



Source: ONS – Annual Survey of Hours and Earnings (ASHE) 2022

Figure 2.30. Gross weekly pay (inflation adjusted and unadjusted) for full time workers (residents) in Southampton: 2008 to 2023

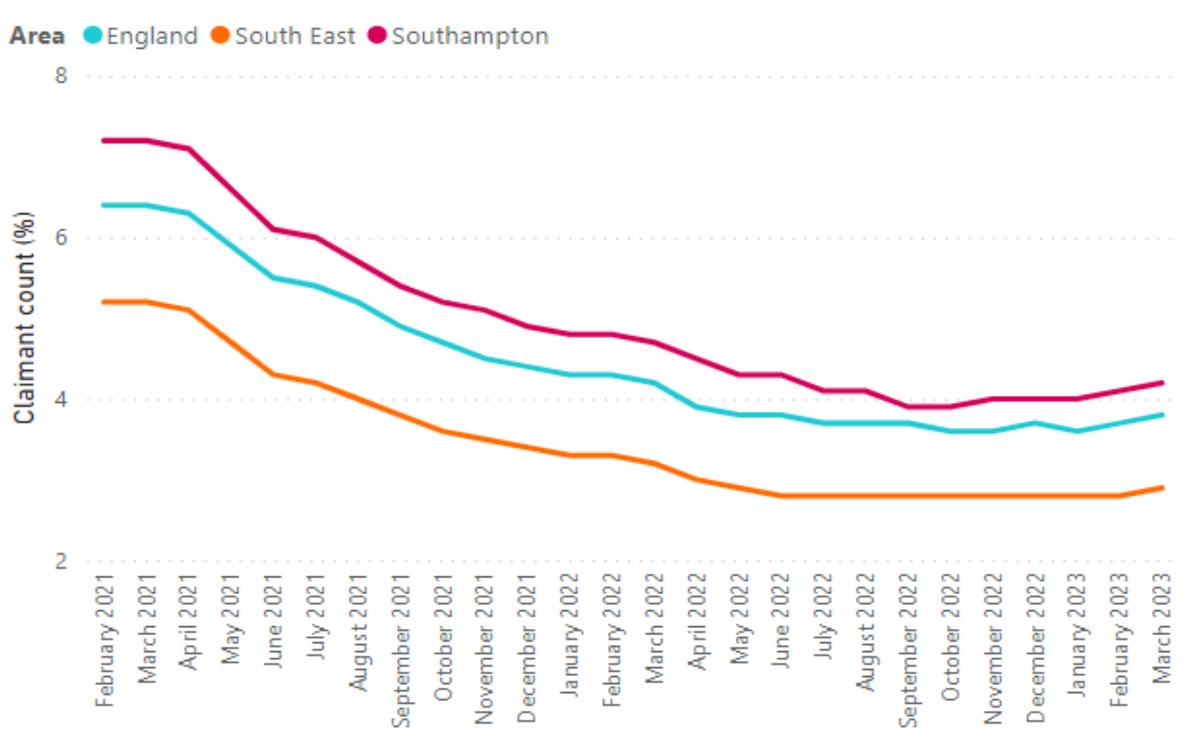


Source: ONS - Annual Survey of Hours and Earnings & Consumer Price Inflation. \*Data for the latest year is provisional.

Source: ONS – Annual Survey of Hours and Earnings (ASHE) 2008-2023 (2023 is an estimate based on April 2023 CPI)

Claimant count data is published monthly and allows for the proportion of adults claiming out of work benefit to be monitored in detail. Locally and nationally the number of adults claiming out of work benefits has significantly decreased over the last year. As of March 2023, 4.2% (7,060) of the working age population were claiming out of work benefits in Southampton; a decline of -4,940 (-41%) since April 2021 (7.1%) (Figure 2.31). This highlights the progress that has been made in recovering from the COVID-19 pandemic. However, Southampton is yet to return to the pre-pandemic baseline (less than 3.5% in January to March 2020). The claimant count also appears to have slowly increased in recent months, which is possibly linked to recent financial pressures and growing economic uncertainty .

Figure 2.31: Claimant count – claimants as a proportion of residents aged 16-64 in Southampton, England and South East: February 2021 – March 2023



Source: DWP 2023

In addition to examining data on unemployment, it is also important to examine those in receipt of housing related benefits: Housing Benefit (HB) and Universal Credit (UC).

Housing Benefit (HB) provides people with help in paying their rents if they are unemployed, on a low income or in receipt of another qualifying income related benefit. HB is being replaced by Universal Credit (UC) for Working Age claimants. Therefore, this makes it difficult to examine trends over time and it is not appropriate to compare HB and UC with housing

entitlement. As of February 2023, there were 10,379 housing benefit claimants in Southampton. As of February 2023, there were 23,950 households on universal credit in Southampton, of these 16,344 (68%) included housing entitlement.<sup>3</sup> It should also be recognised that as of April 2023 there has been 10% uplift in several benefits in line with inflation.

More information on the economy can be found on the [Southampton Data Observatory](https://data.southampton.gov.uk).

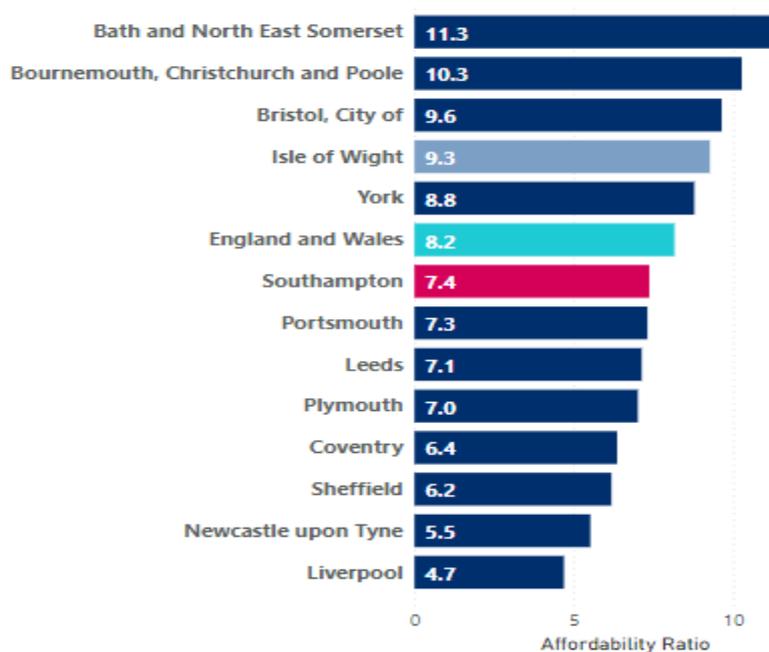
### 2.2.3 Affordability and Availability of Housing

Another key wider determinant is the affordability and availability of housing in Southampton. Affordability is measured by the ONS through a ratio between the median house prices and median workplace earnings for the 12-month period ending in September of each year. In 2022, the ratio for Southampton was 7.4, suggesting that full-time employees in Southampton who wished to buy a home would have had to spend around 7.4 times their annual earnings to buy one (Figure 2.32).

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<sup>3</sup> Please note most recent data is provisional and subject to revisions – source: Department of Work and Pensions 2023

Figure 2.32: Housing Affordability Ratio in Southampton and ONS Comparators: 2022

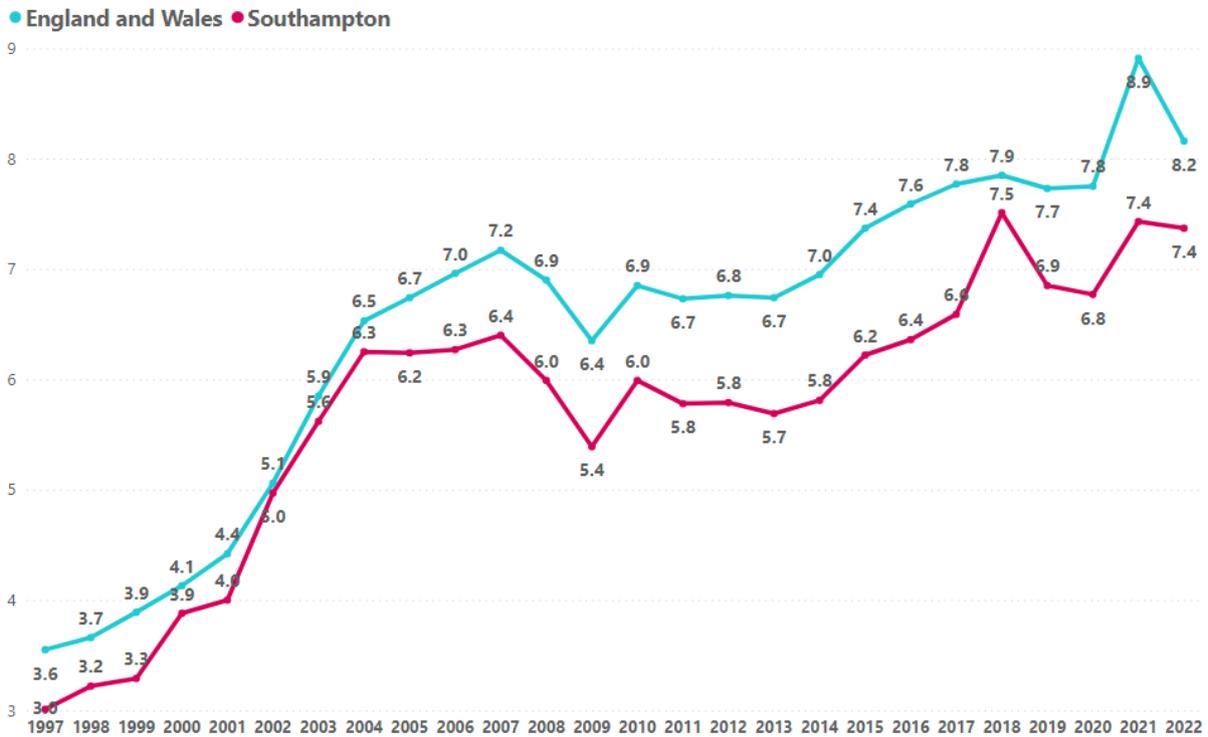


Source: Office of National Statistics 2023

Over time, the ratio has increased both in Southampton (from 3 in 1997 to 7.4 in 2022) and nationally (from 3.6 in 1997 to 8.2 in 2022), meaning houses have become considerably less affordable, both locally and nationally (Figure 2.33). The recent cost of living crisis and increased interest rates also make housing affordability more challenging.<sup>4</sup>

<sup>4</sup> Office for National Statistics (2022) – Housing affordability bulletin, online available at: <https://www.ons.gov.uk/peoplepopulationandcommunity/housing/bulletins/housingaffordabilityinenglandandwales/2022#affordability-and-the-cost-of-living>

Figure 2.33: Housing Affordability Ratio in Southampton and England and Wales: 1997-2022

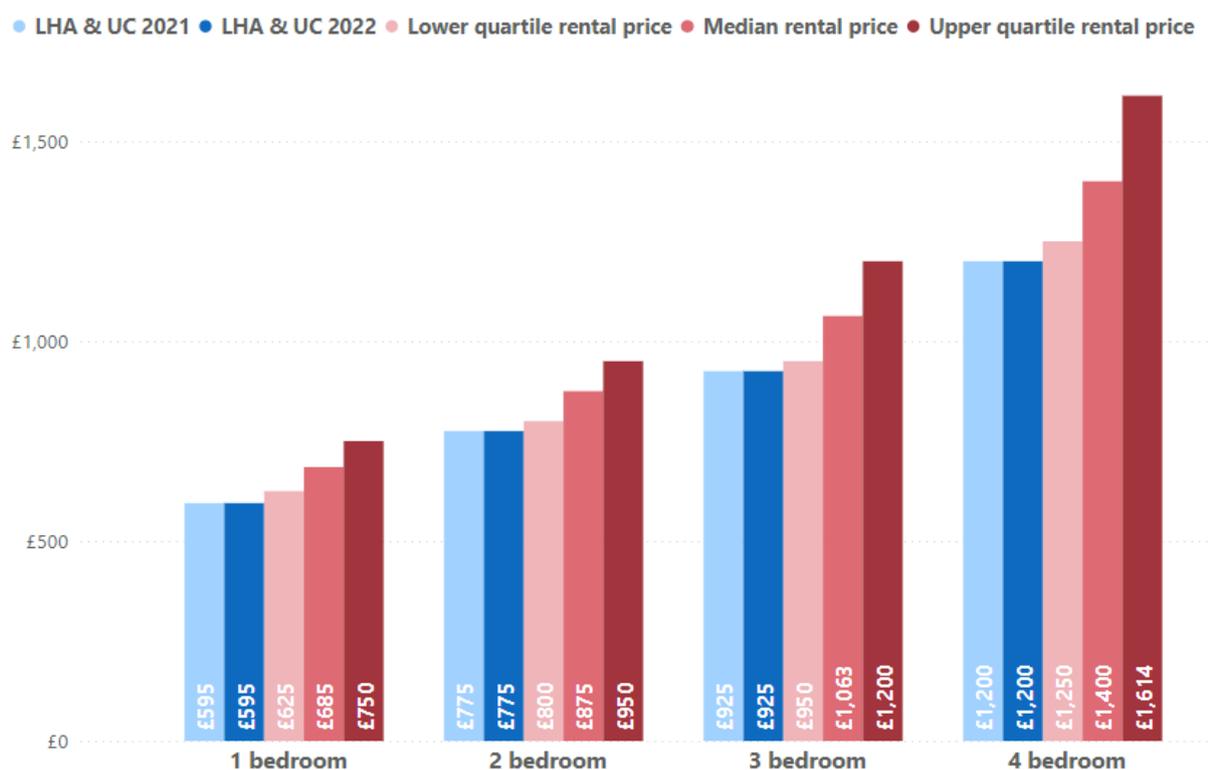


Source: Office of National Statistics 2023

Data from the Valuation Office Agency between October 2021 and September 2022 shows that a one-bedroom property rented on average for £685 a month, while Universal Credit (UC) and Local Housing Allowance (LHA) only covered £595. A two-bedroom property rented for £875 a month, of which up to £775 were covered by UC and LHA. A three-bedroom rented for £1,063 a month, of which up to £925 could be covered and finally, a four plus bedroom rented for £1,400 of which up to £1,200 could be covered. Thus, on average, there is a £100 deficit between UC and LHA combined, and monthly private rent for a one to three-bedroom property, and a £200 deficit for a four plus bedroom property (Figure 2.34).

However, it is important to stress that with increased interest rates, the cost of privately renting a property has also increased alongside mortgages for homeowners.<sup>5</sup> Across England private rental prices paid by tenants in the UK rose by 4.8% in the 12 months to April 2023.<sup>6</sup>

Figure 2.34: Universal Credit and Local Housing Allowance in April 2021 and April 2022, compared to private rental prices in Southampton for October 2021- September 2022



Source: DWP 2022 & 2023 & Valuation Office Agency 2023

Data from the yearly return of Local Authority Housing Statistics, can inform on the quantity of social housing in Southampton (Figure 2.35). Of the 108,518 dwellings in Southampton on March 31<sup>st</sup> 2022, 84,236 (77.6%) belonged to the private sector. 16,381 (15.1%) dwellings

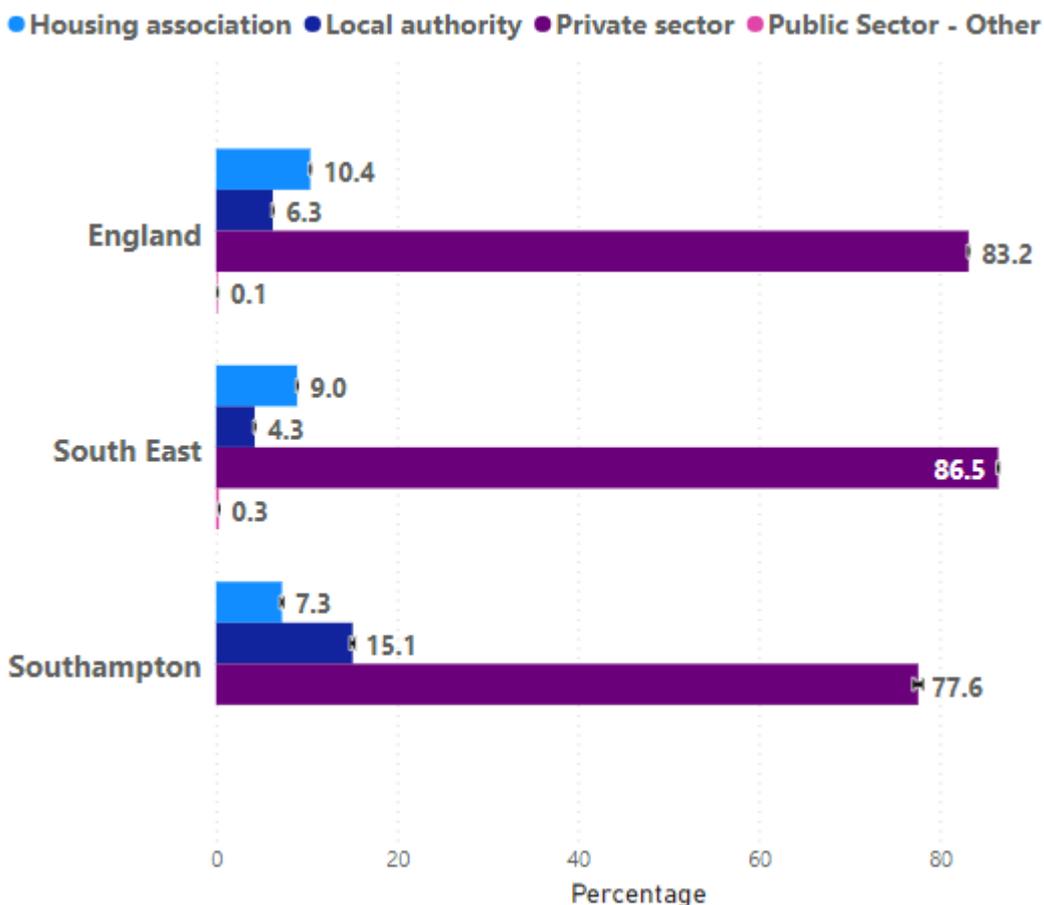
<sup>5</sup> Office for National Statistics (2023) – impact of increasing housing costs on households. Online available at: <https://www.ons.gov.uk/peoplepopulationandcommunity/housing/articles/howincreasesinhousingcostsimpacthouseholds/2023-01-09>

<sup>6</sup> Office for National Statistics (April 2023) – index of private housing rental prices. Online available at: <https://www.ons.gov.uk/economy/inflationandpriceindices/bulletins/indexofprivatehousingrentalprices/april2023>

were owned by the Local Authority. A further 7,901 (7.3%) dwellings were owned by housing associations in Southampton.

1024 social lettings were made in Southampton during 2021/22 (Table 2.1). Of these, 543 (53%) were let to new social tenants, 358 (35%) to existing social tenants and 123 (12%) were mutual exchanges. Of the 1024 total lettings, most were made within general housing needs (649, 63.4%), while the rest (375, 36.6%) were in supported housing.

Figure 2.35: Housing Stock in Southampton, South East and England: March 31<sup>st</sup> 2022



Source: DLUHC 2023: Local Authority Housing Statistics 2021/22

There were 7,379 people on the waiting list for social housing in Southampton on March 31<sup>st</sup>, 2022 (Table 2.1) but only 1024 social houses let in the same year. The limited number of lettings is due to various reasons, such as a lack of vacancies in social housing and the incompatibility between what applicants require for a suitable household and what housing is available. In essence, the demand for social housing in the city far exceeds supply. Most people on the waiting list were waiting for a one-bedroom property (4,150, 56.2%), followed

by households waiting for three-bedroom (1,493, 20.2%) and two-bedroom properties (1,416, 19.2%). A much smaller number (320, 4.3%) were waiting for properties with four bedrooms or more.

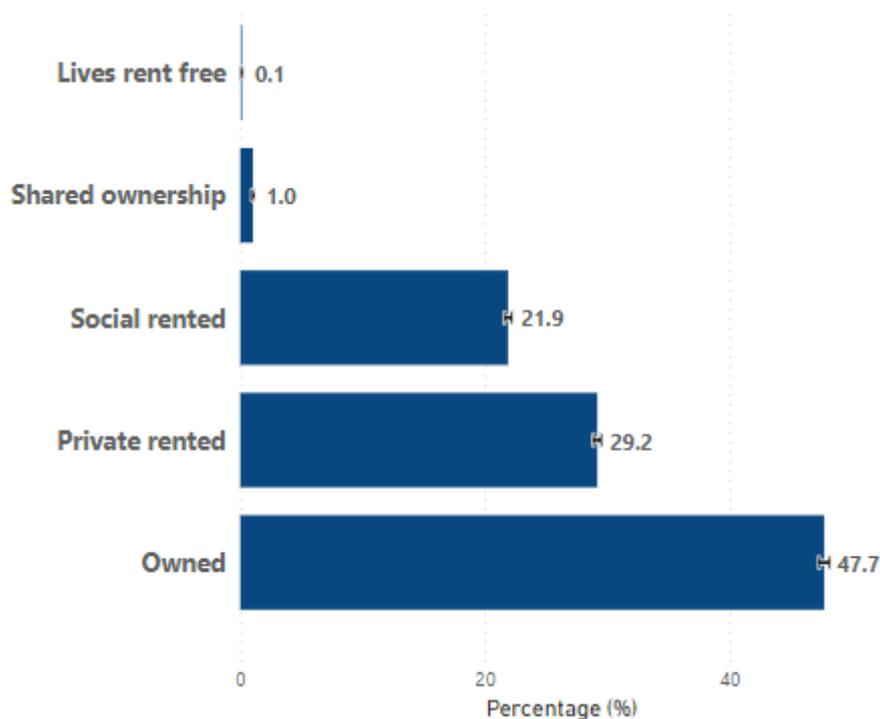
Table 2.1: Southampton Social Housing Lettings and Waiting List: 2021/22

Social Housing Waiting List on March 31 <sup>st</sup> 2022			Social Housing Lettings 2021/22		
Number of bedrooms	Number of households	Percentage of households	Type of Letting	Number of dwellings	Percentage of dwellings
One-bedroom	4,150	56.2%	Let to existing social tenants	358	35%
Two-bedroom	1,416	19.2%	Let to new social tenants	543	53%
Three-bedroom	1,493	20.2%	Let through mutual exchanges	123	12%
Four-bedroom and more	320	4.3%	Total lettings	1,024	100%
Total	7,379	100%	Of total: Lettings within General needs housing	649	63.4%
			Of total: Lettings within Supported housing	375	36.6%

Source: DLUHC 2023: Local Authority Housing Statistics 2021/22

In 2021, 48,838 (47.7%) of households owned their home in Southampton (23,049 owned outright and 25,789 with a mortgage or loan), whereas 29,860 (29.2%) rented their home privately. 22,397 (21.9%) lived in social rented homes, 1,061 (1%) lived in shared ownership homes 134 (0.1%) lived rent free (Figure 2.36). This illustrates that the majority of households in Southampton are vulnerable to changes in mortgage interest rates or changes in rent prices.

Figure 2.36. Household tenure in Southampton: Census 2021

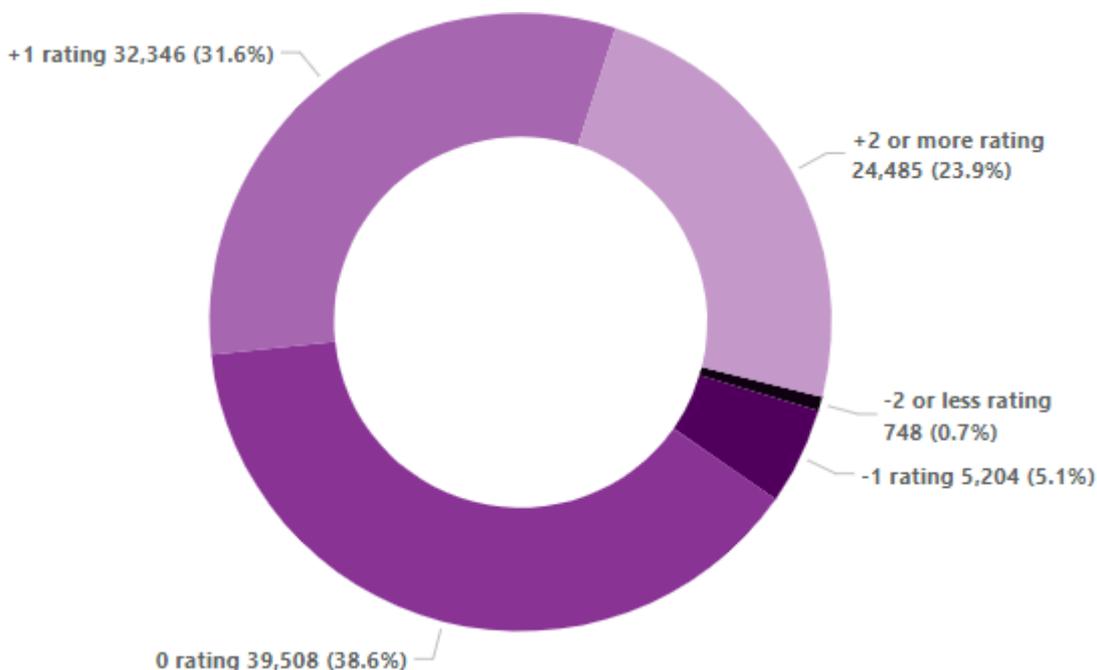


Source: Office of National Statistics

Occupancy ratings use the difference between the number of bedrooms in a household and the legally required number of bedrooms based on the size of the household to determine overcrowding. Overcrowding is indicated by having a negative occupancy rating (of “-1” or “-2 or less”). 2021 Census data shows that bedroom overcrowding is a concern for 5,952 (5.8%) households in Southampton. Of those that are overcrowded, most households require one more room (5,204, 5.1%) and 748 (0.7%) households require two or more rooms (Figure 2.37).

It is important to consider occupancy ratings as the top reason for people being threatened by homelessness (**Error! Reference source not found.**) and of being homeless (**Error! Reference source not found.**) is family unwilling or unable to accommodate.

Figure 2.37. Bedroom occupancy ratings in Southampton: Census 2021



Source: Office of National Statistics

#### 2.2.4 Key Findings

- Southampton often ranks poorly against the national average and against comparators for a wide range of wider determinants, particularly those relating to poverty and deprivation.
- Southampton is ranked 55<sup>th</sup> (where 1 is the most deprived) out of 317 local authorities on the Index of Multiple Deprivation (IMD 2019).
- Approximately 12% of Southampton’s population live in neighbourhoods within the 10% most deprived nationally; this rises to 18% for the under 18 population, suggesting deprivation disproportionately impacts upon young people in the city.
- 25% of children under the age of 16 lived in relative low-income families in Southampton during 2021/2022.
- Adjusted for inflation, weekly resident (-£21, -3.0%) and workplace (-£24, -3.1%) earnings for full time workers both declined between 2021 and 2022.
- Unadjusted weekly earnings would need to increase by a further £56 for residents and £59 for workers to negate the impact of inflation as of April 2023 (130.4 CPI all items).

- As of March 2023, 4.2% (7,060) of the working age population were claiming out of work benefits in Southampton.
- Full-time employees in Southampton who wish to buy a home would have to spend around 7.4 times their annual earnings to buy a home (2022). The affordability ratio in Southampton has increased from 3 in 1997 to 7.4 in 2022, meaning houses have become considerably less affordable, both locally and nationally.
- High levels of inflation and increases in interest rates have affected the affordability of rents and mortgages, with private rental prices increasing by 4.8% across the UK (12 months to April 2023).
- There is a gap between Universal Credit (UC) and Local Housing Allowance (LHA) combined and rental prices, with rental prices recently increasing due to rises in interest rates.
- Demand for social housing in the city exceeds supply, with 7,379 households on the social housing waiting list in Southampton at the end of March 2022.

### 3 Homelessness Prevention and Support

#### 3.1 Homelessness Preventions

We recognise that there is high demand for all types of accommodation in Southampton and if households are homeless or at risk of being homeless, it is extremely important that they seek advice immediately. The sooner households make contact with the team the more likely we will be able to help them.

We will always try to prevent homelessness first and we do this in the following ways:

- direct prevention, intervention, and mediation work to prevent households from becoming homeless;
- intervening and mediating between tenants and landlords to reduce the number of people being made homeless due to the ending of Assured Shorthold Tenancies;
- helping households to access the private rented sector through providing deposits, rent in advance;
- providing guidance and information around budgeting to help maintain tenancies.

#### 3.2 Homelessness Support

We have a number of teams within the Homelessness unit that provide support to those that are 'at risk' or Homeless.

**Homelessness Outreach Mediation Officers** – These officers are based in the community. They focus on prevention work to families and those that are considered 'priority need'. Their main aim is to keep people where they are, or preparing planned move on accommodation, removing the need for emergency appointments.

**Family Engagement Workers** – These posts are seconded from Children's services and focus on families that are affected by welfare reform, specifically the benefit cap. This team is prevention focused.

**Statutory Homeless Team** – When prevention has been unsuccessful and the relief duty is owed to families and those considered 'priority need', this team conduct investigations into the cause of homelessness and plan to relieve it. They also source emergency accommodation when necessary and continue to support those that are owed the main housing duty.

**Street Homeless Prevention Team** – This team focuses on single homelessness, working under both our prevention and relief duties and includes those that are rough sleeping. The team also includes dedicated Rough Sleeper Initiative Outreach officer who solely supports those that are rough sleeping.

**Homeseekers Letting service** – This team manages all our temporary accommodation in the city and focuses on moving families into longer term housing options such as social housing or privately rented accommodation.

### 3.3 The Navigator Service

The Navigator service is provided by Two Saints Limited. This team provide tailored and intensive support to rough sleepers. This support aims to reduce the incidence of homelessness, support people to access and maintain accommodation, improve health and wellbeing, intervene effectively, coordinate multi agency involvement, facilitate access and engagement to support and encourage and support individuals to access primary care.

The Navigators Service will:

- work flexibly, have a variety of skills to work with clients who may struggle to engage with services, over an extended period;
- provide intensive support and engagement, including regular outreach sessions;
- enable the individual to make changes through a personalised approach, working in an inclusive and empowering way and acting as a single point of contact;
- develop a relationship with the individual, offering personalised, creative, innovative and effective support;
- manage risk;
- establish partnership agreements with other providers and services;
- provide a psychologically informed service;
- work in close partnership with the Rough Sleeper Initiative outreach workers within the Street Homeless Prevention Team (SHPT);
- help people who sleep rough to access appropriate local services, get off the streets and into settled accommodation.

Core Outcomes for all interventions:

- provide personalised solutions to reduce and prevent rough sleeping;
- reduce the impact of homelessness on individuals;
- reduce the incidence of homelessness;
- reduce begging behaviours in this cohort;
- facilitate engagement in primary care;
- improve health and wellbeing;
- agreeing and managing personalised support plans and flexible personalisation resources;

- coordinating training for specialist and non-specialist staff working with people experiencing homelessness;
- coordinating teams and interventions.

Eligible individuals will be identified and referred to the Service by Southampton City Council's Street Homeless Prevention Team (SHPT) and via the Outreach Coordination meeting. Navigators will ensure that any individuals noted rough sleeping are raised with the SHPT/RSI outreach teams and provide details where possible. The multi skilled workforce will participate in city outreach. All team members will deliver accessible, person centred, confidential, non-judgmental engagement, care planning and support.

### 3.4 Severe Weather Emergency Provision

Severe Weather Emergency Protocol (SWEP) describes Southampton's arrangements for responding to people who are sleeping rough, and the additional arrangements that will be put in place to protect people when there are severe weather conditions. Severe weather includes weather warnings, freezing temperatures, rain, snow, wind chill, gales or heat.

SWEP includes arrangements for a single offer of a safe place to stay for people sleeping rough, including those without recourse to public funds. The SWEP is an extension of Southampton's offer of Somewhere Safe to Stay (delivered by The Salvation Army) and Low Threshold Beds (delivered by Society of St James).

SWEP will be accessible to every person sleeping rough, including those who may otherwise be excluded from services, for example people with no recourse to public funds, and those with no local connection. Services will be offered based on need. We are currently refreshing our SWEP offer to ensure it is robust to meet the needs of the city both during cold and hot weather.

During cold weather in partnership with City Life Church, Southampton City Council may choose to implement a Winter Beds provision for a sleeping space within a local church hall for those rough sleeping. The service will be supported by volunteers and collaboration with local churches.

During hot weather, Homelessness services (including but not limited to the Street Homeless Prevention Team, Navigators Team and Southampton Day Centre) will offer rough sleepers' water, suncream, hats, sunglasses and loose-fitting clothing.

## 4 Conclusions

### 4.1 Overview

Section 2.1 provided an overview of homelessness in Southampton, using nationally recorded data to benchmark against the national average as well as examining trends over time. Southampton, alongside a number of other comparators face substantial challenges when it comes to homelessness and rough sleeping, with key findings highlighted in [section 2.1.6](#).

It is also important to consider the wider determinants of homelessness. If these worsen, we may see subsequent increases in homelessness. Southampton often ranks poorly against the national average for several wider determinants, particularly those relating to poverty and deprivation. Recent economic uncertainty should also be acknowledged, with increased mortgage rates and rents likely to put households and families under further pressure and potentially at risk of homelessness.

The above highlights that it is important for Southampton City Council and partners to continue to focus on ways to prevent homelessness and support people who are threatened by, or experiencing homeless, to secure accommodation.

### 4.2 Homelessness Duties

The Council has a responsibility to take reasonable steps to help someone threatened with homelessness from becoming homeless under the prevention duty. However, a significantly higher number of households at the end of prevention duty (29%) were **not** provided with accommodation and became homeless in 2021/2022, compared to the national average (20.2%). With an increase in the number of people threatened by homelessness since the end of 2021, there needs to be a focus on preventing the onset of need, ensuring fewer people are at risk of being threatened by homelessness.

The Council also has a responsibility to support a household experiencing homelessness to secure accommodation for 6 months, under the relief duty. The duty lasts 56 days and can only be extended if the household is not owed a main duty. In comparison to the national average, Southampton was relatively successful with the outcomes of the relief duty in 2021/2022. The most frequent outcome (occurring in 44.7% or 410 of the cases) in 2021/2022 was that households secured accommodation for six months or more. This is significantly higher than the national average (39.1%). Of the households that were not provided with accommodation at the end of relief stage, the majority (96.93.2% in 2021/2022), were provided with a main duty. This means that they were deemed unintentionally homeless and had a priority need.

Under the main duty, the Council has the responsibility to provide the eligible household with temporary or permanent accommodation. In Southampton, the overall rate of households owed a main duty (0.9 per 1k) was relatively low in comparison to a number of ONS comparators in 2021/2022.

### 4.3 Who is Accessing Services?

The Strategic Assessment provides a better understanding of who is accessing homelessness services, and homeless and/or threatened by homelessness in Southampton.

Most people threatened by homelessness or homelessness in 2021/2022 were relatively young with 19.8% aged 18-24 years old and 31.2% who were 25-34 years old. There is also a large proportion of households who were categorised as “not working due to long-term illness and disability” and homeless or threatened by homelessness (23.6%). This was significantly higher than the national average (14.1%). The proportion of people who were “employed” was also significantly lower (19%) than the national level of 24.5%. This highlights that there is a need to support people into employment in Southampton, including people with a disability and long-term illness. For people who are unable to work, there is a need to ensure that their support is adequate to prevent them from being threatened by, or experiencing homelessness.

The Strategic Assessment also highlighted that there are a significant number of **complex cases**, where people require additional support than housing support, such as mental health support. 76.6% of households threatened by homelessness or presented as homeless for which a prevention or relief duty was accepted had additional needs. These cases require a time-intensive and person-centred approach with multi-agency solutions. To ensure that these households receive a range of support required to be successful and maintain a tenancy, there is a need for effective partnership working and referral pathways.

### 4.4 Causes of Homelessness

One of the most frequent reasons for being threatened by homelessness (37.8%) or homeless (35.9%) in Southampton during 2021/22 was due to family or friends no longer being willing or able to accommodate people. The rates are significantly higher than the national level (25.5% and 30.5%, respectively). This may reflect the impact of the cost of living on families and friends who have less disposable income and resources to provide for extra individuals. This also may reflect the lack of affordable housing for these individuals to move into.

There are also several wider determinants that impact the likelihood of households experiencing homelessness. Southampton has a high rate of households in **deprivation and**

**poverty** and is ranked 55<sup>th</sup> most deprived of the 317 Local Authorities in England. With a lack of income and resources to pay for housing bills and related costs, many households can become homeless or at risk of homelessness. Moreover, around 12% of Southampton’s population live in neighbourhoods within the 10% most deprived nationally; this rises to 18% for the under-18 population. 25% of children aged under 16 were living in relative low-income families in Southampton during 2021/22 (Figure 2.27). This data highlights that children and **young people** are disproportionately impacted by deprivation and poverty. So, there is a growing generation at risk of homelessness. This is reinforced by the data above outlining that most households threatened by homelessness or homeless in 2021/2022 were relatively young.

The Strategic Assessment highlights that the cost-of-living crisis, with an unprecedented increase in inflation since 2021, has eroded the value of **earnings**. Adjusted for inflation, weekly earnings for full-time workers who are resident in the city, declined by £21 or 3.0%. Although the number of people claiming out of work benefits has significantly decreased over the last year, Southampton is yet to return to pre-pandemic baseline. This has resulted in many households facing limited resources and income.

There is also a lack of **affordable housing options** for people. The social housing in the city far exceeds the supply. The increase in inflation and interest rates have affected the affordability of private rentals and mortgages. Moreover, there is a gap between Universal Credit and Local Housing Allowance benefits (which aim to support paying household costs) and the increasing rental prices due to high interest rates. With fewer affordable housing options, there is a challenge to provide people in temporary accommodation with adequate move-on solutions.

The Strategic Assessment highlights that there is a rising demand for homelessness and housing services, with increasingly limited options to provide support and relief. The reasons for homelessness are complex, and therefore, there will be a variety of actions needed to help tackle homelessness. The information in this Strategic Assessment has been used to inform the development of the new Homelessness and Rough Sleeping Strategy 2024-2029 to address the housing and homelessness needs in Southampton.

## 5 Appendices

### 5.1 Appendix 1: Definitions

#### 5.1.1 Homelessness and threatened by homelessness

##### Homelessness ([Section 175 of the 1996 Housing Act](#)).

Someone is homeless if:

- they have no accommodation they are legally entitled to occupy, either in the UK or overseas;
- they have accommodation but cannot secure entry to it;
- they have accommodation designed or adapted to be lived in that consists of a 'moveable structure' (such as a caravan, mobile home, or canal boat) but they have nowhere to put it;
- they have accommodation but it is not reasonable or suitable to continue living there.

##### Threatened with homelessness ([Section 175 of the 1996 Housing Act](#)).

Somebody is threatened with homelessness if:

- they are likely to become homeless within 28 days;
- they have been given a valid notice (known as a 'Section 21 notice') to leave a property, and that notice will expire within 56 days.

#### 5.1.2 Homelessness Duties

- **Prevention duty:** where a local authority must take reasonable steps to help someone threatened with homelessness within 56 days to secure accommodation.
- **Relief duty:** where a local authority must help an applicant who is already homeless secure accommodation for at least 6 months. The duty lasts 56 days and can only be extended if the household is not owed a main duty.
- **Main duty:** is provided where the relief duty has ended and the applicant has not been provided with accommodation for at least 6 months. A local authorities must provide an applicant with temporary or permanent accommodation. The applicant must be unintentionally homeless, eligible for assistance and have a priority need.

### 5.1.3 Autumn Counts

Autumn counts offer a yearly snapshot of people rough sleeping on a single night in autumn across England. The autumn counts are based on evidence-based estimations or actual count-based estimations of visible rough-sleeping carried out by each local authority on a date between the beginning of October and end of November.

### 5.1.4 Off-the Street Accommodation

Off-the-street accommodation includes any placement for rough sleepers for six months or less, such as: hostels, temporary accommodation placements, severe weather emergency protocol placements, specific winter provision, short term options, hotels for respite and assessment, other assessment bed settings, no second night out beds and night beds. Prior to April 1<sup>st</sup>, 2022, only people in emergency and short-term accommodation were counted, excluding people in hostels or in supported housing services, unless awarded on exceptional basis to those ineligible for homeless support (DLUHC 2023).

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<b>DECISION-MAKER:</b>	<b>CABINET</b>
<b>SUBJECT:</b>	<b>COURT LEET PRESENTMENTS 2023</b>
<b>DATE OF DECISION:</b>	<b>19 DECEMBER 2023</b>
<b>REPORT OF:</b>	<b>DIRECTOR – GOVERNANCE, LEGAL AND HUMAN RESOURCES</b>

<u><b>CONTACT DETAILS</b></u>			
<b>AUTHOR:</b>	<b>Title</b>	<b>DEMOCRATIC SUPPORT OFFICER</b>	
	<b>Name:</b>	Melanie Morley	Tel: (023) 8083 2198
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<b>Director</b>	<b>Title</b>	<b>DIRECTOR GOVERNANCE, LEGAL AND HUMAN RESOURCES</b>	
	<b>Name:</b>	Richard Ivory	Tel: 023 8083 2794
	<b>E-mail:</b>	Richard.Ivory@southampton.gov.uk	

<b>STATEMENT OF CONFIDENTIALITY</b>	
None	
<b>BRIEF SUMMARY</b>	
The purpose of this report is to bring to the Executive’s attention the Presentments accepted by Court Leet, the action taken to date and to identify Lead Officers and Members for future actions.	
<b>RECOMMENDATIONS:</b>	
	(i) that the initial officer responses to the Presentments approved by the Court Leet Jury, as set out in Appendix 1, be noted; and
	(ii) that individual Cabinet Members ensure responses are made to Presenters regarding presentments within their portfolios as appropriate and as soon as practically possible.
<b>REASONS FOR REPORT RECOMMENDATIONS</b>	
1.	The Executive has agreed that Court Leet Presentments will be reported to the Executive for consideration and ultimately determination.
<b>ALTERNATIVE OPTIONS CONSIDERED AND REJECTED</b>	
2.	The decision was previously made by the Executive to proceed in this manner; therefore this is the only approach considered appropriate.
<b>DETAIL (Including consultation carried out)</b>	
3.	Appendix 1 lays out in brief the Presentments received by Court Leet on 3 <sup>rd</sup> October 2023 with details of Lead Officers and Cabinet Members responsible, together with an initial response to each of the Presentments.
4.	The Presentments, once received, have been shared with Lead Officers and Lead Members; responses (and any action required) will be subject to the

	Council's normal decision-making processes and therefore, consultation at this time.
<b>RESOURCE IMPLICATIONS</b>	
<b><u>Capital/Revenue</u></b>	
5	None.
<b><u>Property/Other</u></b>	
6	None.
<b>LEGAL IMPLICATIONS</b>	
<b><u>Statutory power to undertake proposals in the report:</u></b>	
7	Court Leet is maintained as a valid Court Leet, but only for purpose of taking Presentments on matters of local concern under the Administration of Justice Act 1977. Any proposals to implement any Presentments will be considered in due course by the appropriate decision-maker, and at that point legal issues will be taken into account.
<b><u>Other Legal Implications:</u></b>	
8	None.
<b>RISK MANAGEMENT IMPLICATIONS</b>	
9	None
<b>POLICY FRAMEWORK IMPLICATIONS</b>	
10	None

<b>KEY DECISION?</b>	<b>No</b>
<b>WARDS/COMMUNITIES AFFECTED:</b>	None.
<b><u>SUPPORTING DOCUMENTATION</u></b>	
<b>Appendices</b>	
1.	Summary of Presentments and details of Lead Officers and Members Responsibility and Initial Response of Presentments

**Documents In Members' Rooms**

1.	None
<b>Equality Impact Assessment</b>	
<b>Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.</b>	<b>No</b>
<b>Data Protection Impact Assessment</b>	
<b>Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out.</b>	<b>No</b>
<b>Other Background Documents</b>	
<b>Other Background documents available for inspection at:</b>	

<b>Title of Background Paper(s)</b>	<b>Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)</b>
<b>1.</b>	<b>None</b>

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<p><b>1</b></p>	<p><b>Mr Perry McMillan,</b></p> <p>“As a born and bred Sotonian and Southampton Hackney Carriage Taxi Driver, of over 25 years. I, Perry McMillan Wish that the blue lights on Itchen Bridge, be replaced by red and white lights. The reason for this, is that blue is the colour of our nearest neighbours and rivals Portsmouth! Hundreds of Southampton supporters travel across the bridge on foot or vehicles and have had a decade of mockery from Portsmouth supporters! With the 50th anniversary of Saints winning the FA Cup , coming in 2026. It would be a perfect way to celebrate this famous victory and show support for Southampton FC . With, St Mary’s Football Stadium in the background of this marvellous bridge, what a great way to showcase, our City, that we are all proud of.”</p>	
	<p><b>Cabinet Member Responsible</b> <b>Officer Lead</b></p>	<p>Councillor Keogh Peter Boustred/Adam Wilkinson</p>
<p><b>RESPONSE</b></p>		
<p>Officers are investigating the possibility of altering the colour of lighting on the Itchen Bridge. It should be noted that the current blue lighting forms part of the safety measures in place on the bridge and a change in colour needs to be considered by other impacted parties (for example, Network Rail, Port of Southampton (ABP) and the Civil Aviation Authority). If a change in colour was to be supported from a safety perspective, a relevant funding source would need to be found</p>		

2

**Mr Nick Illingsworth**

“As a born and bred Sotonian and someone who was educated in Southampton and has worked in the City for over 45 years.

I, Nick Illingsworth Wish that Itchen Bridge, be changed in name, to either The Lawrie McMenemy Bridge or The Lawrie McMenemy Itchen Bridge

The reason for this are:

- Lawrie McMenemy arrived in Southampton in 1973 to manage Southampton Football Club, since then he has not only put the football club on the map in World Soccer by winning the FA Cup in 1976, but also as a consequence of that, the City of Southampton itself.
- Both as manager of Southampton FC and also other roles within the club, but also with his work on television and the media, he was the face of Southampton and never missed an opportunity to champion not only the football club itself.
- In 2007 he was made a Freeman of The City, a great honour, but as he celebrates 50 years in Southampton, it is surely a sad thing that there is nothing in the City itself commemorating a man who has done so much for the area.
- Renaming The Itchen Bridge in his honour would make an apt tribute to his legacy, in that it not only overlooks Saints current home at St Mary’s, but it overlooks St Mary’s Church, the birthplace of the club in 1885.
- Hundreds of Southampton supporters travel across the bridge on foot or vehicles when attending matches at St Mary’s and indeed for work & leisure.

With the 50th anniversary of Saints winning the FA Cup , coming in 2026. It would also be a perfect way to celebrate this famous victory and show that Southampton FC is an important part of the community in the city and indeed brings in much valued trade and income into the City on a matchday..

This City in my opinion has long failed to champion itself and it’s achievements and has fallen behind other comparative Cities in the country who have been quick to honour their sons, daughters and indeed adopted sons & daughters in the sport and entertainment industries, who have helped put them on the map.

Honouring Lawrie McMenemy in this way would be a popular decision, not only with supporters of Southampton FC, but also those with little interest in the sport, but who are proud of their City and all of those who have helped make it the great place it is to live & work.

Please support this presentation and take a step forward in reminding us of the pride that we should have in our city and it’s achievements in all walks of life.”

	<b>Cabinet Member Responsible Officer Lead</b>	Councillor Keogh Peter Boustred/Adam Wilkinson
<b>RESPONSE</b>		
<p>The Council has no plans to rename the Itchen Bridge. The Council is respectful of the achievements of Mr McMenemy both as a sportsman and for his wider contributions to the city, which as noted in the presentment, led to Mr McMenemy being made a Freeman of the City. Consideration needs to be given to the legal implications of renaming the bridge (it being referred to in the Hampshire Act for Toll purposes for example) and was named as such through an Act of Parliament and would require a subsequent Act of Parliament to change it. It is also common practice not to name streets and highway structures such as bridges after living people.</p>		
<b>3.</b>	<b>Mr Paul Kenny</b>	<p>“I have noted that in the last twelve months, Hate Crime has been reported as having risen by approx. 21% in Southampton. I am disappointed to see this increase.</p> <p>Can I ask Southampton City Council to look into this situation and reassure us that this figure will reduce in the forthcoming future. “</p>
	<b>Cabinet Member Responsible Officer Lead</b>	Councillor Renyard Claire Edgar/Chris Brown
<b>RESPONSE</b>		
<p>The Stronger Communities team at SCC is currently researching and preparing a Hate Crime strategy for Southampton, under the auspices of the Safe City Partnership. This research includes a number of focus groups within key communities across the City, as well as using available data from Police and the ‘Love don’t hate’ app. The target will be completion and then formation of a response plan to the issues/problems raised to be in place for 24/25. In the meantime, a Hate Crime partnership involving key communities is led by Spectrum as part of the City response to Hate Crime. Stronger Communities have engagement staff that are regularly working with communities to promote community cohesion.</p>		

<p><b>4</b></p>	<p><b>Ms Christine Clearkin</b></p> <p>"That the residents of Bitterne Park regret the loss of their lending library - Cobbett Road Library - for the past three-and-a-half years and petition the Court Leet to support our request to the Council that our library be reopened without further delay</p> <p>The building itself, which celebrated its 84th birthday in May, is on the local list of historically important buildings. Up until its closure two years ago the library was an asset to the local community providing not only a good choice of library books for loan or reference but also a safe space, a warm space in winter, and a locus for meetings of many community groups including tai chi classes, an art group, reading groups, a toddlers' group, as well as somewhere where school age pupils could obtain supplementary teaching in both English and maths.</p> <p>Despite the library's closure since 2020, the Friends of Cobbett Road Library (formed in 2007 when the library was previously threatened with closure) continue to meet and organise events such as the recent Macmillan Coffee Morning, and the occasional evening talk. Their fundraising has - among other things - supported the professional cleaning of the statue 'Art Within Reach'; the purchase and provision of GCSE study guides; the tidying up of the library courtyard and turning it into a garden space; and the provision of additional furniture and facilities within the Cobbett Road Library itself. In other words the Friends have contributed to preserving and enhancing both the local environment and community art, and they have also enhanced and supplemented library resources to the benefit of library users and school children across the city. We want our library back!</p> <p>The statue 'Art Within Reach' of local library user, the late Dot Winteridge, is a well known and appreciated feature in the built landscape. The statue is listed on the national ArtUK website."</p>	
	<p><b>Cabinet Member Responsible</b> <b>Officer Lead</b></p>	<p>Councillor Kaur Carolyn Abel/Adam Wilkinson</p>
<p><b>RESPONSE</b></p>		
<p>Following the 2016 Library Transformation Programme, the Council agreed that six of the most heavily used district centre libraries would form its statutory offer under the requirements of the Public Library and Museums Act 1964. Five smaller libraries would be retained where possible and operated in partnership with lead community organisations. The Department of Culture Media and Sport supported this approach in its decision in 2020.</p>		

Cobbett Road Hub and Library is one of these community libraries and from 2017 until 2020, it was operated successfully in partnership with SCIA. Like all other public facilities it was forced to close during successive Covid lockdowns.

SCIA attempted a partial reopening when Covid restrictions were eased but were unable to sustain this offer, so the building was returned to the Council to seek a new partner. The Council has maintained the building as a community asset safely and securely and repaired the roof during this time in anticipation of a new partner. It has supported the retention of the Educational tutoring offer and a community Tai Chi group uses the building weekly. The Friends of CRL recently reinstated its programme of occasional events to raise awareness of the facility in the community and meet on a monthly basis in Cobbett Road. The Friends Group has always understandably maintained that they do not have capacity to run the library but will always support organisations wishing to improve library and community facilities in the area and regularly contribute to activities in the library.

The Council formally tendered the opportunity for organisations to take on the building for community and library activities, following a series of informal conversations with prospective and interested parties. Following review of submissions the Council has offered a lease to Awaaz FM a long standing local community radio station.

Awaaz FM have committed to working with local residents and surrounding businesses to offer a facility which offers varied opportunities for local residents and new communities. Awaaz FM is well known for its community information broadcasting, volunteering and training programme and support work for, and with, local voluntary groups. They, with their sister station Fiesta FM will develop Cobbett Road Hub with community spaces for hire for a variety of uses, a counselling service, community podcasting suite, and opportunities for volunteering both in community radio and supporting a library offer and will gradually develop their facilities to accommodate community radio studios. The library, which will be volunteer led, is due to open in January 2024.

5	<p><b>Mr Linacre Southampton Commons and Parks Protection Society (SCAPPS)</b></p> <p>“GREEN SPACE, KEEPING PACE WITH POPULATION GROWTH</p> <p>We all know access to green space contributes to physical and mental well-being. Southampton's population is growing. It does not seem to SCAPPS sufficient is being done to find new public green space or to securing more-equal access to parks and green space across the City. It's difficult to find new green space to match increase in homes, but we'd like the City Council to try harder.</p> <p>First, policies. There's a current consultation on a Green Infrastructure strategy; we hope soon to see a draft Local Plan. SCAPPS presentment asks the City Council to adopt standards, or at least guidelines, aimed at giving all parts of the City equality of access to outdoor amenity space and parks – along the lines of all homes having their own outdoor amenity space (a garden) or a public amenity space within a one minute walk, a local park within 5 minutes walk and a bigger district park within 10 minutes walk. Parts of the City fall short of that standard.</p> <p>Existing planning policies require major housing developments to include a commensurate area of new public amenity space. This presentment asks for firmer resolution in applying that policy. Planning permissions have been granted resulting in very substantial numbers of new homes in the city centre with little new outdoor amenity space on the argument the Central Parks are nearby. We know in determining planning applications there sometimes has to be a balancing between policy objectives. This presentment asks for greater weight to be given than in those recent decisions to securing new public amenity space to match policy standards, or payment made toward projects which will increase resilience of the Central Parks to pressure of use.</p> <p>There's then the issue of type of green space. What's needed is access to a mix of types of green space. Some parts of the City have open grass areas suitable for formal and informal ball-games. In others, landform means semi-natural green spaces, some in steep-sided valleys, unsuited to giving opportunities for casual kick-about play. SCAPPS is disappointed that in considering the current planning application to build on the St Mary's College former playing fields consideration has not so far been given to acquiring all or part of the site to improve local access to green space suitable for ball games. The Bitterne area has green space, but much is semi-natural, some on steep slopes, and so unsuitable for that sort of use. My presentment asks the City Council to consider acquiring the site to make good a deficiency in this part of the City in access to level, grass open space.”</p>
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	<b>Cabinet Member Responsible Officer Lead</b>	Councillor Keogh Peter Boustred/Adam Wilkinson
<b>RESPONSE</b>		
<p>The Council agrees that the challenges faced in ensuring good access to green spaces, particularly in light of a growing population, is of great importance for the city and its current and future residents. The Council is keenly aware of the many benefits that our green spaces provide, particularly for health and wellbeing, supporting biodiversity, and mitigating and adapting to climate change. The city's green spaces are therefore a vital asset, however it is recognised that there is increasing pressure placed upon them as the Council seeks to meet the city's development needs, particularly that for new housing. The Council has recently consulted on a Green Infrastructure Strategy, as well as a Biodiversity Strategy, and is currently analysing the feedback on each. As an urban authority, we face an acute challenge in delivering new open space given the city's built-up nature, extending all the way to the local authority boundary. Given the lack of land that is coming forward/available for new open space, a key concept in the new Green Infrastructure Strategy is converting grey infrastructure to green infrastructure. New green infrastructure is to be prioritised along key road corridors and along roads leading to parks which will help create a more connected green grid across the city. Further detail on this approach is currently being worked on to be presented in a final version of the Green Infrastructure Strategy as soon as possible. These two new strategies will help inform the approach taken to green infrastructure and biodiversity in the Southampton City Vision Local Plan.</p> <p>A draft version of the emerging Local Plan, which included various policy options, was subject to consultation at the end of 2022. The Council's Strategic Planning team have been analysing the responses to this consultation and developing the necessary evidence base in order to inform decisions on which options to pursue for a final version Plan. Once formed, this will be subject to another round of public consultation prior to submission for formal examination. However, it should be noted that since the 2022 consultation the Government has published, through Natural England, a Green Infrastructure Framework (more information can be found here: <a href="https://designatedsites.naturalengland.org.uk/GreenInfrastructure/Home.aspx">https://designatedsites.naturalengland.org.uk/GreenInfrastructure/Home.aspx</a> ).</p> <p>The Framework includes a variety of principles and standards for the provision of new green infrastructure, including new green spaces, and Council officers have been looking at how to best integrate these into the Southampton City Vision Local Plan and the Green Infrastructure Strategy. This includes ensuring residents have access to green space of sufficient size and proximity, and looks to prioritise the Government's aim that everyone should have access to green space within a 15 minute walk of their home.</p>		

The Council is therefore actively considering what targets it should adopt with regards to access to green space and will take the contents of the above enquiry into consideration during this process. In addition to the above, the Draft Local Plan includes policies that will help increase the provision of green spaces. Draft Policy HO2 (Housing Mix) establishes space standards for the provision of gardens or other private amenity space for new family dwellings. Draft Policy EN5 (New Open Space and Green Infrastructure Provision) identifies development sites in the city centre that will be required to deliver open space. It also sets out standards for how much new open space is to be provided on larger residential developments. As aforementioned, these policies will be further refined to take account of the comments received during the last consultation, including those that SCAPPS provided. Still, whilst the Southampton City Vision Local Plan remains an emerging document, the Council must use its current suite of adopted planning policy documents to determine planning applications. The nature of the English planning system means that the Local Planning Authority must make a decision on the application that is presented to it by the applicant/s and officers have the ability to, and do actively, negotiate with applicants to address areas of concern to ensure that only high-quality, sustainable development is being supported. Of course, where proposals are not adhering to adopted policies the Council can and will refuse planning permission. However, there is often a balance that needs to be struck particularly where an application is mostly, but not completely, policy compliant.

The weight given to different pros and cons of a development will be specific to that application as the Council and its officers considers each application on its merits. Officers do of course consult all relevant internal experts, for example the Ecology and Parks and Open Spaces teams, on relevant planning applications and will take their views into account when making a recommendation or final decision. As part of the regeneration of Townhill Park, for example, we have delivered a new community green space featuring a new children's play area, outdoor gym, community shelters, planted eco-wall and other amenities. Even when new developments do not provide new green space on site the Council may seek specific contributions for new off-site open space or to improve existing green spaces such as the Central Parks. The Council can also use Community Infrastructure Levy receipts to fund new or improved green spaces. The Council agrees that a range of green spaces are needed across the city to deliver different functions ranging from recreation to habitat restoration.

Working out what types of green space should be delivered, and where, is an ongoing consideration in the implementation of the Green Infrastructure Strategy. With regards to the specific query about the potential of acquiring land at St Mary's College, the Council must carefully weigh its spending decisions with regard to acquiring new land and assets particularly given its current financial pressures. It is also the case that the owner has the ability to sell their land to whoever they believe will help them achieve the best possible return and it would appear the owner has determined this would best be achieved by selling the site for redevelopment with a third party. The Council is therefore unable to intervene as you suggest to acquire the site for playing ball games. However, the Council is conscious that the playing fields are an important resource and expect any loss of them to be

<p>addressed by the applicant. As part of the mitigation package for the planning application at St Mary’s College, the applicant has offered a financial contribution for upgrading the playing pitches at Riverside Park. The Council, along with Sport England, is currently considering whether this is acceptable in overcoming the loss of the sports pitches at St Mary’s College.</p>	
<p><b>6.</b></p>	<p><b>Mr Linacre (Southampton Commons and Parks Protection Society (SCAPPS))</b></p> <p>“EVENTS IN PARKS</p> <p>We’ve all enjoyed being at events in parks – one role for parks is as venue and focus for community events. Big, ticketed commercial events are different. They mean the park, or part of it, being closed to normal public use, sometimes for as long as a month while the event is set-up and dismantled. Grass is covered or subject to exceptional footfall, heavy installations are brought in and lifted in and out causing ground compaction. This presentment asks for change in charges to promoters of commercial events, and in where the revenue the Council receives goes.</p> <p>Parks officers should have a greater say over where and when events may take place. Hoglands and the other Central Parks are unsuitable, and should not be used for big commercial events. SCAPPS appreciates Parks officers efforts in negotiating funding from event-promoters on The Common and in Mayflower Park to pay for work to combat ground compaction. This should not be necessary. Charges to promoters should include, as routine, payment into the Parks budget to pay for such work, and as compensation for closure to normal, open recreation use.”</p>
<p><b>Cabinet Member Responsible</b></p>	<p>Councillor Keogh</p>
<p><b>Officer Lead</b></p>	<p>Ian Collins/Carolyn Abel/Adam Wilkinson</p>
<p><b>RESPONSE</b></p>	
<p>The Council is committed to valuing and celebrating our parks and to promoting events in the city. These events serve to unite communities, support health and wellbeing, enrich cultural experiences, facilitate social interaction, and provide enjoyment for residents. Furthermore, commercial events contribute to the local economy by attracting visitors and increasing tourism, hospitality and retail expenditure. These events enhance the city’s reputation as a dynamic and vibrant city.</p> <p>The City is fortunate to have a wealth of parks and green spaces that are integral to the well-being of its residents. They serve as a perfect location for recreation and leisure activities, with only a small portion of them being utilised for commercial events. The Council understands the importance of preserving these spaces and ensuring they remain accessible to the public, supported by</p>	

active teams of volunteers who care for and celebrate these facilities. This is highlighted in two parks winning green flag awards in 2023 to join the six green flags which were awarded in 2022.

The parks team plays an active role in planning for events, alongside other colleagues. Their expertise and advice is instrumental in striking a balance between hosting commercial events and preserving the integrity of our green spaces. In relation to the usage of the central parks, these are not frequently used for large-scale commercial events. The Council recognises and understands the importance of its parks and will continue to explore options with event organisers to mitigate any adverse impact on its parks arising from events.

The revenue generated from events is channelled into the Council's general funds. This allocation has been consistent, and there are no immediate plans to amend this arrangement.

**7. Mr Colin McQueen (Secretary, Freemantle Triangle Residents Association)**

“Location; Sir Georges Rd, SO15 3AT, a short, narrow road between Shirley Rd and Park Rd.

Catalyst; Sir Georges Road was completely blocked during the summer at the Shirley road end when a significant gas leak was found. This resulted in the closure of the road to through traffic for a period of ten weeks while mains gas pipes were replaced.

Intention; to reduce through traffic in this road, cut down on its use as a short cut/rat run when drivers feel the need to avoid traffic lights at Foyes Corner and the Shirley Road/Waterloo Road junction. Options 1 and 4 would also provide an area, albeit small, to introduce some greenery into the neighbourhood, recognised as having amongst the lowest levels of trees and shrubbery within Southampton. Freemantle Triangle Resident’s Association set up, developed and ran a community garden in Sir George’s Road for 6 years and are eager to plant up and maintain such an area.

Costs; a significant property development of 13 flats and a 3 house terrace is under construction on Sir Georges/Shirley Road. A % of the Infrastructure Levy from this project could be allocated to this scheme and would be welcomed given the high levels of earth moving equipment and materials delivered, all of which are using Sir Georges Road as access to the building site.

Survey of opinions amongst householders ; Initially 3 options

1. Block off the road as had been done during gas pipe renewal works
2. Create a one way system
3. Leave as is, maintain the status quo

	<p>Following on from a discussion with one particular household a 4<sup>th</sup> option was added</p> <p>4. To allow through traffic from Park Road to exit onto Shirley Road but only left, in the direction of Foyes Corner or straight ahead into Alexandra Road. The junction would be reconfigured to prevent a right turn onto Shirley Road in the direction of the city centre. A No Entry would be set up to prevent all Shirley Road traffic from entering Sir Georges. An example of this layout has been previously carried out at nearby Bourne Road, alongside the Osborne pub.</p> <p>Option 4 has the advantage of allowing residents and through traffic to exit onto Shirley Road but would over time reduce traffic from those who specifically wanted to head into town. The no entry from Shirley Road would also have a significant effect on vehicles rat running. The build out necessary to create a left/straight only, would create a pleasant respite from this inner city landscape. A nearby area of land repurposed is situated on the Southern edge of Four Post Hill where a well frequented seating area now provides residents and passers by the chance to sit a while and ponder</p> <p>Results of survey;          Of the 44 properties in the road 7 are short term lets, 4 were not available, 1 is empty and 32 voted. Initially choices were evenly split between all 3 options. Option 4 was then introduced and all previous respondents made aware of the extra possibility.          26 voted for option 4, 4 voted for option 3, 1 voted for option 2, 1 voted for option 1          Of householder owned properties option 4 had 81%”</p>	
	<p><b>Cabinet Member Responsible</b> <b>Officer Lead</b></p>	<p>Councillor Keogh Peter Boustred/Adam Wilkinson</p>
<p><b>RESPONSE</b></p>		
<p>The Council welcomes suggestions made by residents to improve their local streets and it is appreciated the work that has gone in to gain resident feedback on a proposal. Schemes that are carried out via community co-design with resident input is a key element for our Active Travel Zone projects which have been delivered in St Denys and Woolston. The suggestion for this location can be considered for our Active Travel Zone programme for future years. The delivery of Active Travel Zones will require additional community consultation and the appropriate Traffic Regulation Order consultation. In addition, funding sources for the delivery of Active Travel Zones are reliant on a combination of Council allocated funding for projects such as Road Safety, and from external grants such as Active Travel England. Progressing this project will be subject to it being prioritised amongst other schemes identified in our Local Transport Plan as part of our Local Transport Implementation Plan which will be reviewed in 2024.</p>		

<p><b>8.</b></p>	<p><b>Mr Ricky Yardley</b></p> <p>“Public Quay</p> <p>Unlike Poole, Weymouth and Hamble, the City of Southampton has not one metre of public quay that is owned by the city. In the past we have missed opportunities at Ocean Village and at Centenary Quay.</p> <p>The Town Quay development is a golden opportunity not to be missed. The current proposal is to have a board walk around the development, which is good news and I am sure will be well used. We must ensure that public access is both part of the development and guaranteed.</p> <p>We need public access to water within the Town Quay development. I trust that there will be one or two public landing stages, that are not behind a pin numbered locked gate as part of the marina.</p> <p>Such a public facility owned by the city, could be a pick up and drop off for boarding boats, trips round the port, for ferries to Hamble, to the new housing at Fawley to Marchwood and Gosport and so on. This would contribute to relieving congestion on our roads.”</p>	
	<p><b>Cabinet Member Responsible</b></p> <p><b>Officer Lead</b></p>	<p>Councillor Keogh</p> <p>Peter Boustred/Adam Wilkinson</p>
<p><b>RESPONSE</b></p>		
<p>Southampton City Council is committed to improving access to the water for Southampton residents and visitors. The Town Quay development is an exciting opportunity to regenerate this area and improve public access to the water. The Council awaits a full planning application from the developer and to date have had productive pre-application discussions. Part of those discussions have involved emphasising the requirements of policy AP16 of the City Centre Action Plan which requires the provision of publicly accessible areas adjacent to the water. The Council would then use legal mechanisms to ensure these areas are accessible by the public in perpetuity. The Council looks forward to further dialogue with the developer and key stakeholders such as ABP and Red Funnel on the opportunities for enhanced public access.</p>		

<b>9.</b>	<b>Ms Sarah Chorley (City of Southampton Society)</b>	
	<p>“ Southampton is a big, important city which to our shame lacks some constantly needed essentials. Visitors and residents seek in vain for public lavatories, older people and families with children being especially disadvantaged. These should be provided and well sign posted. Their absence deters many from visiting the city centre, and will discourage visitors from elsewhere from returning. Action is needed as soon as possible.”</p>	
	<b>Cabinet Member Responsible</b> <b>Officer Lead</b>	Councillor Keogh Peter Boustred/Adam Wilkinson
<b>RESPONSE</b>		
<p>Section 87 of the Public Health Act 1936 gives local authorities a power to provide public toilets, but it imposes no duty for us to do so. The Council has recently established an Accessibility Forum and, following this presentment, the Council will ask the forum to review and discuss the provision of public toilet facilities (including signage) which can then consider future improvements, subject to funding being available. A map of public toilets is available here <a href="https://www.toiletmap.org.uk">https://www.toiletmap.org.uk</a></p>		
<b>10.</b>	<b>Mr David Hutchings (Secretary, Friends of Riverside Park)</b>	
	<p>“Our concern is the UNADOPTED ROADWAY situated between 78 Manor Farm Road and Bitterne Park Social Club. The road is unadopted not wide and is about three or four bus lengths long.</p>	
	<p>We have no wish to interfere with the rights of any other party and are only asking for consideration to be given to this topic at this stage.</p>	
	<p>FoRP and the Southampton Society of Model Engineers - operator of the miniature railway in Riverside Park - wish to see a marked improvement in this road. It needs to be regularised to enable parking and speed restrictions to be imposed. In this way the SCC owned Car Park at the end of the road can be re-configured and controlled properly which is not possible or not feasible under the current situation. In addition the surface should then be maintained to the normal standard of public highway existing elsewhere in Southampton.</p>	

	<p>There are private frontagers but it must be noted that SCC itself is a major private frontager due to its ownership of the car park serving Riverside Park.</p> <p>All the public have the right to pass and re-pass along the full length of the private road and proper adoption will enable all including wheelchair users to have a smoother passage.</p> <p>Emergency Access to Riverside Park is essential. We have attempted to interest the Emergency Services in this access point but when it is mentioned that the road is privately owned these attempts are immediately resisted. Over recent years including last weekend there have been incidents when emergency access is required and there must be an emergency access plan to the park in existence in advance of this possibility.</p> <p>Finally I have spoken to Heritage Lottery Fund staff at a public funding meeting and they intimated that it would not be impossible for grant funding to be made available for the physical upgrading work on a private unadopted road leading to a public park provided that it was subsequently made into public highway.”</p>	
	<p><b>Cabinet Member Responsible</b> <b>Officer Lead</b></p>	<p>Councillor Keogh Peter Boustred/Adam Wilkinson</p>
<p><b>RESPONSE</b></p>		
<p>The Council is in the process of reviewing ownership of the land which currently means the access road is not an adopted highway maintainable at the public’s expense nor is it fully within the ownership and responsibility of the Council. Ad hoc repairs in the meantime have been undertaken by the Councils Parks &amp; Open Spaces team. The Council is considering options to improve the car park in terms of accessibility and the surfacing and will be happy to liaise with FoRP and the Southampton Society of Model Engineers on proposals. Any improvements made will be subject to budget availability and concluding the land ownership issues.</p>		

<b>DECISION-MAKER:</b>	CABINET
<b>SUBJECT:</b>	MEMORIALS POLICY
<b>DATE OF DECISION:</b>	19 DECEMBER 2023
<b>REPORT OF:</b>	<b>COUNCILLOR KAUR LEADER OF THE COUNCIL</b>

<b><u>CONTACT DETAILS</u></b>			
<b>Executive Director</b>	<b>Title</b>	Executive Director, Place	
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<b>STATEMENT OF CONFIDENTIALITY</b>	
N/A	
<b>BRIEF SUMMARY</b>	
<p>Cabinet is invited to adopt a proposed new Memorials Policy following public consultation undertaken between 8 August and 25 September 2023. The policy focuses on the creation, installation, management and maintenance of memorials on land owned by Southampton City Council and aims to provide a fair, transparent and systematic approach to making informed decisions.</p>	
<b>RECOMMENDATIONS:</b>	
(i)	That Cabinet adopts the Memorials Policy (Appendix 1) amended following public consultation.
(ii)	That Cabinet notes a summary of the public consultation feedback identified below (and in Appendix 2) and the ESIA (Appendix 3).
(iii)	That the Head of Culture & Tourism has delegated authority to make minor amends to the policy, following consultation with the Cabinet Member for Culture and Executive Director, Place.
(iv)	The Head of Culture & Tourism has delegated authority, where appropriate, to consult on substantial changes which, following review after a 12 month period of implementation of the policy, may be deemed necessary and, after consideration of any representations made, to implement these changes, following consultation with the Cabinet Member for Culture and Executive Director, Place.
<b>REASONS FOR REPORT RECOMMENDATIONS</b>	

1.	The policy aims to provide a fair, transparent and systematic approach to making informed decisions about the creation, installation, management and maintenance of memorials on land owned by Southampton City Council.
2.	The policy aims to enable communities and stakeholders to be involved and engaged in the process of co-creating Southampton's public spaces to create a greater sense of pride, belonging, identity and shape the look, feel and experience of the city.
3.	The policy aims to provides a clear framework around the criteria, application process and governance for prospective proposals for memorials on land owned by Southampton City Council and their management and maintenance in the future.
<b>ALTERNATIVE OPTIONS CONSIDERED AND REJECTED</b>	
4.	Not adopting the proposed Memorials Policy – rejected on the basis that it will not address: <ul style="list-style-type: none"> <li>the need for a clear and transparent framework to inform decision-making</li> <li>address the Government's 2021 '<i>retain or explain</i>' legislation and 2023 guidance for historic monuments</li> <li>the Full Council Motion in March 2021 that committed to '<i>never arbitrarily extract or displace any monument, memorial or statue and to subject the decision to appropriate levels of resident consultation</i>'.</li> </ul>
5.	Adopting the Memorials Policy without the proposed criteria, application process and governance route – rejected on the basis that it will not address: <ul style="list-style-type: none"> <li>the need for clear criteria and processes to support prospective applicants and Council employees advising individuals and groups</li> <li>the opportunity to involve communities and stakeholders in the process of co-creating Southampton's public spaces</li> <li>the opportunity to garner a range of perspectives and draw on expertise to inform the final decision by Cabinet on proposals surrounding new or existing memorials.</li> </ul>
<b>DETAIL (Including consultation carried out)</b>	
6.	Cabinet is being invited to adopt the proposed Memorials Policy following public consultation undertaken between 8 August and 25 September 2023. This policy focuses on the creation, installation, management and maintenance of memorials on land owned by Southampton City Council. The aim of this policy, and the procedures that accompany it, is for Southampton to have a fair, transparent and systematic approach to making informed decisions: <ul style="list-style-type: none"> <li>about proposals for new memorials and their long-term management and maintenance</li> <li>for the proposed removal or replacement of existing memorials and potential additions to provide more contextual interpretation</li> <li>that will enable communities and stakeholders to be involved and engaged in the process of co-creating Southampton's public spaces to create a greater sense of pride, belonging, identity and shape the look, feel and experience of the city</li> </ul>
7.	This policy has been developed in response to:

	<ul style="list-style-type: none"> <li>• a recognition of the value and impact that Memorials, other forms of commemoration and public space interventions can have on a sense of place, identity, belonging and understanding</li> <li>• the rising number of requests to different parts of the Council for monuments, memorials, public art and other markers</li> <li>• the government’s 2021 legislative requirement and 2023 guidance that historic monuments should be <i>‘retained and explained’</i> through the planning system</li> <li>• the Full Council Motion in March 2021 that committed to <i>‘never arbitrarily extract or displace any monument, memorial or statue and to subject the decision to appropriate levels of resident consultation’</i></li> </ul>
8.	<p>Much of the guidance in the policy can be applied to proposals for public art in general, although it is intended to undertake further work in this arena, which may lead to further adaptations.</p> <p>The definitions for ‘monument’, ‘memorial’, ‘conservation area’, ‘listed building’, ‘heritage asset’, ‘public art’, ‘public realm’ and ‘commemorative heritage asset’ that have been used to help guide and inform this policy are provided in Appendix A of the policy document.</p>
9.	<p>The policy identifies that 260 memorials have been erected in Southampton over the past 200 years. However, there is an inherent geographical, historical, social and cultural imbalance which is not reflective and representative of the citizens of the city.</p>
10.	<p>The policy identified that a joined-up approach to thinking about all such interventions in public spaces is increasingly important – to help tell the story of the city that has meaning for our communities; support the creation of an attractive and engaging landscape; enable better geographical and cultural distribution of such proposals; and consider the financial implications of installing, maintaining and sustaining these assets on behalf of the public. It aligns to changes that are happening at a national level particularly in the context of shaping places.</p>
11.	<p>Given the rising number of approaches to the Council, recent legislative changes, the strategic context, the need for awareness of existing schemes or alternative approaches for memorials, these have been brought together in one document and the criteria, application process and the governance route outlined. This policy was developed by reviewing policies in other local authorities and places and consulting with a range of stakeholders to understand the implications of existing practices and new approaches.</p>
12.	<p>To support applicants and the evaluation of proposals, a summary of the criteria for memorials proposed on Council land are as follows:</p> <ul style="list-style-type: none"> <li>• <b>Connection to Southampton</b></li> </ul> <p>All proposals must have a clear and well defined historical and conceptual relationship with the proposed location and the city of Southampton. Proposals where there is no, or limited, relationship between the subject and location will not be acceptable.</p> <ul style="list-style-type: none"> <li>• <b>Equity, Inclusion and Diversity</b></li> </ul> <p>All proposals must give due consideration to equity, inclusion and diversity. This includes socio-cultural and socio-economic background, disability, ethnicity, age, sexuality, gender, gender reassignment, religion and belief.</p>

	<p>This may be through the memorial itself or wider interpretation and production of associated materials and supporting information.</p> <ul style="list-style-type: none"> <li>• <b>Physical Manifestation</b></li> </ul> <p>All applicants must describe what is being proposed and the rationale for the specific approach e.g. a statue, plaque or planting. Within this, evidence of the exploration of alternative options that have been considered and rejected e.g. a memorial garden over an event.</p> <ul style="list-style-type: none"> <li>• <b>Ten Year Principle</b></li> </ul> <p>No memorials should be erected before ten years have elapsed from the death of the individual, group or the event to be marked. In exceptional circumstances memorials will be considered within the ten-year period, where a timely response is required.</p> <ul style="list-style-type: none"> <li>• <b>Quality and Experience</b></li> </ul> <p>Southampton has high quality monuments, memorials and public art across the city. In keeping with this tradition, and the ambitions for the quality of public spaces for our communities, it is critical that proposed new works enhance this legacy including the consideration of materials, setting and maintenance.</p> <ul style="list-style-type: none"> <li>• <b>Formal Consents</b></li> </ul> <p>All applicants will need to consider whether planning or other permissions are required. No proposal will be supported without formal agreement of the landowner. Consideration of formal requirements such as Listed Building Consent, Scheduled Monument Consent, archaeological remains, Sites of Special Scientific Interest, Highways Act 1980, Registered parks, gardens, designated open space and common land will be required.</p> <ul style="list-style-type: none"> <li>• <b>Management, Maintenance and Legacy</b></li> </ul> <p>The Council will need to be assured the applicant can fund the whole life costs including the entire project costs and provision, along with associated landscaping, for the structure to be maintained in perpetuity to the specification of the Council. Alongside this the proposal should also recognise the risk of the memorial requiring decommissioning and associated costs (see paragraph 13). There should not be an expectation that the Council will take on these liabilities or to pass these to the Council's strategic partners.</p>
13.	<p>The application process for memorials proposed on Council land is summarised as:</p> <ul style="list-style-type: none"> <li>• <b>Enquiries</b></li> </ul> <p>Proposals on Council land must be discussed at an early stage before designs are finalised. This will enable a discussion around the published criteria such as the historical connection with the proposed location, design quality, materials, future maintenance, and ownership.</p> <ul style="list-style-type: none"> <li>• <b>Public Spaces Panel</b></li> </ul> <p>A new Public Spaces Panel will review applications against the criteria before recommending that proposals are circulated for wider public consultation and then recommendations made for a Cabinet decision.</p> <ul style="list-style-type: none"> <li>• <b>Permissions and Consents</b></li> </ul>

	<p>Applicants will need to apply for the necessary permissions and consents and fund or contribute to the cost of these where necessary. No project will be able to progress without these in place.</p> <ul style="list-style-type: none"> <li>• <b>Commissioning and Funding</b></li> </ul> <p>The Council expects high quality examples of new work in public spaces. It will need to approve all contractors prior to the commencement of works or contract award. Applicants will need to evidence that they can fund the entirety of the project and their proposals for ongoing maintenance. The Council reserves the right to seek a contribution to any necessary public consultation from prospective applicants, and other costs incurred as part of the application or implementation process.</p> <ul style="list-style-type: none"> <li>• <b>Decommissioning or Removal</b></li> </ul> <p>The Government’s 2021 legislation and 2023 guidance predicates against the removal of historic statues, plaques and other monuments and requires the use of the planning system. The Full Council motion (2021) commits to “<i>subject the decision to appropriate levels of resident consultation</i>”.</p> <p>In the rare circumstances that it is deemed appropriate, subject to a clear rationale and consultation, the Council reserves the right to remove a memorial after 10 years; to let it fall into natural disrepair and managed decline; remove or relocate memorials should this be required by any future development scheme. This will be subject to a Cabinet decision.</p>
14.	<p>The policy proposes that:</p> <ul style="list-style-type: none"> <li>• it is governed by the formation of a new Public Spaces Panel that meets twice annually, and more, if required by exception</li> <li>• a recruitment and selection process will lead to a Panel comprising councillors, relevant officers and specialists, community representatives and people of different ages</li> <li>• the process will involve consultation with relevant departments on a case-by-case basis and their expertise shared with the Panel, such as Culture, Heritage, Planning and Highways, Parks, Stronger Communities. This will include organisations and individuals with knowledge of the city’s history and heritage, public spaces, memorials and public art</li> <li>• the Panel’s objective is to receive and review proposals for memorials against agreed criteria before circulating for wider public engagement and consultation. Feedback from public engagement and consultation will then inform the Panel’s final recommendation for a Cabinet decision</li> </ul> <p>In due course, it is anticipated that Public Art proposals may also be considered via this route, to ensure a joined up and consistent approach so that the people of Southampton have a say in shaping the look, feel and experience of their city.</p>
15.	<p>Consultation on the draft policy was undertaken between 8 August and 25 September 2023 and distributed through a range of channels including:</p> <ul style="list-style-type: none"> <li>- Council owned alerts e.g. City News, Culture Vulture, Community Partners, Your City Your Say and Business News</li> <li>- Corporate social media pages and partner communication channels</li> </ul>
16.	<p>All questionnaire results were analysed and presented in graphs by the Data, Intelligence and Insight Team (see Appendix 2). Respondents were given opportunities in the questionnaire to provide free text feedback with the additional opportunity to send in information via letters and email.</p>

17.	<p>In total there were 74 respondents, 91% (60) of whom were Southampton residents, followed by 26% (17) who work or study in the city, 11% (7) from Heritage/cultural organisation and 8% (5) from the third sector.</p> <p>With the breakdown by:</p> <ul style="list-style-type: none"> <li>- Gender: 60% (Female), 40% (Male), 0% (Non-binary)</li> <li>- Age: 34% (55-64yrs), 31% (65-74yrs), 2% (25-34yrs)</li> <li>- Ethnicity: 85% (White British), 7% (White other), 3% (Asian or Asian British)</li> </ul>
18.	<p>In terms of response to the criteria, 84% strongly agree/agree whilst 6% disagree/strongly disagree with proposals. The top three comments involved 6 about the 10 year principle, 5 about management and maintenance and 2 about quality and experience.</p> <p>Free text comments included for example:</p> <p><i>“Important that long term considerations are taken into account e.g. funding of maintenance.”</i></p> <p><i>“Overall it seems a sensible, well balanced plan.”</i></p> <p><i>“I welcome the commitment to more diversity in line with the current demographic of the city’s population.”</i></p> <p><i>“Far too politically correct.”</i></p> <p><i>“I would like to see proposals for maintenance of existing memorials and engagement with community groups to facilitate this.”</i></p> <p><i>“I have concerns over the ‘future maintenance in perpetuity’ element. I don’t see how this is possible and I do feel that the city has a responsibility to maintain our heritage for future generations.”</i></p> <p><i>“How does the 10 year rule affect murals which can be both public art and memorials?”</i></p>
19.	<p>In terms of response to the application process, 79% strongly agree/agree, while 7% disagree/strongly disagree with proposals. The top three comments involved 10 about decommissioning/ removal, 3 around too much process and 3 about commissioning and funding.</p> <p>Free text comments included for example:</p> <p><i>“Proposals to remove any memorial must be consulted on and well communicated to the public. Otherwise some elements... will use this as an excuse to denigrate Southampton City Council unfairly.”</i></p> <p><i>“Memorials should be of historic value and should not be taken down after 10 years.”</i></p> <p><i>“Memorials and statues should not be removed due to pressure groups or violent activity. It would be much more appropriate and educational if full context were included as part of it.”</i></p> <p><i>“... please ensure the funding is secure and unlikely to be withdrawn due to financial or economic difficulties.”</i></p> <p><i>“I wonder what steps can be taken to ensure the process is dealt with in a timely manner and avoid lengthy bureaucratic delays.”</i></p> <p><i>“Nothing wrong with encouraging individuals to donate memorials to their loved ones (e.g. park benches etc).”</i></p>

	<i>“People who donate to commissioning of a memorial should not be expected to meet what could be expensive costs for a bureaucratic process...Time and cost to applicants.”</i>
20.	<p>In terms of response to the governance, 79% strongly agree/agree while 9% disagree/strong disagree. The top three comments involved 9 on who to consult, 5 around the panel and 4 with concerns around the governance approach.</p> <p>Free text comments included for example:</p> <p><i>“Also important that there are knowledgeable specialists on the panel e.g. from conservation and heritage.”</i></p> <p><i>“I think local community groups affected by a new memorial should be consulted and have the opportunity to input additional local knowledge for consideration.”</i></p> <p><i>“As long as the public, especially the younger contingent, are listened to then no concerns.”</i></p> <p><i>“People of different ages – not just ‘young people’ should be eligible for this governance.”</i></p> <p><i>“Makes sense now there is no Public Arts Officer and is important to bring in all relevant parts of the Council in any decision – maybe also link to the Design panel... welcome some governance around this and... consideration of future maintenance so can ensure memorials we have add to the experience of both residents and visitors. Effective approaches can help highlight the city’s rich history.”</i></p> <p><i>“If this is an additional panel that will cost money that SCC and the residents do not have. Now is not the time.”</i></p>
21.	Overall, 69% agree that the policy provides sufficient information and 9% disagree; 76% agree that it is easy to read compared to 14% who disagree.
22.	<p>In terms of achieving the aims of the policy, 76% agree whilst 9% disagree. The top 3 comments involved 9 with concerns around the overall policy; 5 felt that the policy was too long and 4 were positive about the policy.</p> <p>Free text comments included for example:</p> <p><i>“The average resident probably could not care less about any of the monuments except as something to deface.”</i></p> <p><i>“.. to include the words ‘and other forms of commemoration’ ... to read ‘Memorial and Other Forms of Commemoration Proposals.’”</i></p> <p><i>“A centralised, corporate vision of public art just leads to endless bland meaningless pieces that connect with no one. And please not more Spitfires!”</i></p> <p><i>“Nothing should be done that costs council taxpayers money. The Council has no money and residents cannot afford a tax hike... Too expensive... Waste of time and money.”</i></p> <p><i>“I worry that this will lead to the removal of historic memorials and statues. I’d rather you added context and background.”</i></p> <p><i>“Seems a really practical way forward to manage Council resources, whilst not inhibiting truly worthy projects.”</i></p> <p><i>“It is a good thing that you are doing this, and the effort involved will certainly enable a diverse community to move forward provided everyone on the decision-making body is fair-minded and attentive to the wider health of the</i></p>

	<i>community – it is always a hard thing to do and the course of history means that some things will be got wrong – but the intention and the effort are signs of health in themselves.”</i>
23.	<p>As a result of the consultation and feedback, the Memorials Policy has been amended. The policy length has been reduced, clarifications made around the Ten Year principle, wording around panel representation and other areas adjusted in response to feedback including clarification around contribution towards costs.</p> <p>It is recognised that whilst this policy is new for Southampton, other places such as Westminster, have prior experience which can be drawn upon. The intention remains to provide a supportive framework that enables collaborative approaches to celebrating and marking Southampton’s history, experiences and diversity to add to a sense of place, identity and belonging.</p>
24.	<p>Following adoption of this policy, the next steps are to:</p> <ul style="list-style-type: none"> <li>• devise and implement the selection process for the new Panel</li> <li>• implement training for panellists and staff</li> <li>• review existing pipeline proposals in the context of the new policy</li> <li>• consider the opportunities that can be fed into this policy around public art and other public space interventions</li> <li>• learn from each other and other places to enhance the opportunities for celebrating Southampton and its residents</li> <li>• monitor demand and review the impact on resources over the next 12 months</li> </ul>
<b>RESOURCE IMPLICATIONS</b>	
<b><u>Capital/Revenue</u></b>	
25.	<p>There are revenue resource implications associated with managing the process outlined in the Memorials Policy – that is from making initial contact to ensuring that the application and governance process is supported and managed throughout. Whilst it is expected to streamline the process for the Council overall and prospective applicants, this will have implications for the Culture &amp; Tourism team which has limited resources. Demand will be monitored over the next 12 months to assess the potential impact on resources; and if there any proposed substantial changes to accommodate these (e.g. charging or Public Art), options will be developed and consulted upon if deemed necessary (as indicated in para iv).</p>
26.	<p>It will also require other departments to feed into the process which is likely to be challenging given the need to focus on Growth agenda to support the city and capacity across the organisation. Council Service Teams that will be part of the application process will include Culture, Heritage, Planning and Highways, Parks, Stronger Communities, Communications. There will also be a need for the involvement of other teams as part of the implementation process depending on the location and circumstances of the memorial including Valuation and Estates and Legal.</p>
27.	<p>There is an expectation in this policy that costs of developing, implementation and sustaining new memorials cannot be borne by taxpayers and their strategic partners. The limitations of the capital and revenue liabilities for the Council have been outlined in the policy. In particular, the Council:</p> <ul style="list-style-type: none"> <li>• requires assurance the applicant can fund the entire project costs and long-term maintenance to the specification of the Council (item 4.7 &amp; 5.4)</li> </ul>

	<ul style="list-style-type: none"> <li>requires evidence that in the event of financial or governance failure of the delivery organisation, the funds are in place to complete the project. The Council or its strategic partners will not be liable for completing the project (item 4.7 &amp; 5.4)</li> <li>requires the establishment of an endowment fund, or a commuted sum gifted to the Council if it formally agrees to take on future liabilities (including repairs, maintenance, insurance, accidental damage/ vandalism), which must be signed prior to granting agreement to proceed with the project (item 4.7 &amp; 5.4)</li> <li>expects high quality work in public spaces to enhance the legacy of the existing monuments, memorials and public art. The Council will need to approve all contractors prior to the commencement of any work or award of any contract (item 5.4)</li> <li>reserves the right to seek a contribution to any necessary public consultation from prospective applicants (item 5.4).</li> <li>reserves the right to seek a contribution for costs incurred as part of the application or implementation process including pursuing relevant applications such as works on Common Land, or if circumstances result in a public enquiry (item 5.4).</li> </ul>
<b><u>Property/Other</u></b>	
28.	<p>This policy is specific to proposals for memorials on Council owned land which will have Property implications around use of land, management and ongoing maintenance. This policy anticipates these and as well as specific consents required before progressing:</p> <ul style="list-style-type: none"> <li>all proposals on Council land will need to be discussed with the relevant departments before progressing to ensure there is no conflict of opportunity or other plans for the assets e.g. Asset Management, Parks, Highways, Regeneration</li> <li>all proposals will need to consider whether planning permission is required and will not be supported without formal agreement of the landowner (item 4.6)</li> <li>proposals impacting on listed buildings or structures will require Listed Building Consent and those impacting on scheduled monuments will require Scheduled Monument Consent. The impact on buried archaeological remains, Sites of Special Scientific Interest (SSSI) and other designations must also be considered (item 4.6)</li> <li>some proposals may require consent under the Highways Act 1980, whilst others in Registered parks, gardens, open space and on common land must consider the impact of any proposed development on the landscapes' special character and may be subject to approval by the Secretary of State (item 4.6)</li> </ul>
29.	<p>The policy also outlines the approach to decommissioning or removal on Council owned land which will be subject to appropriate levels of consultation:</p> <ul style="list-style-type: none"> <li>the Government's 2021 legislation and 2023 guidance predicates against the removal of historic statues, plaques and other monuments and to use the planning system; whilst the Full Council motion (March 2021) commits to public consultation if required (item 5.5)</li> <li>the Council reserves the right to remove a memorial after ten years or at a point at which the asset requires replacement to maintain its amenity value; where a memorial is more than ten years old, the Council reserves</li> </ul>

	<p>the right to let it to fall into natural disrepair and managed decline (item 5.5)</p> <ul style="list-style-type: none"> <li>the Council reserves the right to remove or relocate memorials should this be required by any future development scheme (item 5.5)</li> </ul>
<b>LEGAL IMPLICATIONS</b>	
<b><u>Statutory power to undertake proposals in the report:</u></b>	
30.	Section 1, Localism Act 2011 provides a ‘general power of competence’, giving local authorities the legal capacity to do anything that an individual can do that is not specifically prohibited. There are no such prohibitions relating to this proposal.
<b><u>Other Legal Implications:</u></b>	
31.	<p>The legal framework for this policy is outlined is summarised as follows:</p> <ul style="list-style-type: none"> <li>National Planning Policy Framework</li> <li>Planning (Listed Buildings and Conservation Areas) Act 1990</li> <li>Ancient Monuments and Archaeological Areas Act 1979</li> <li>Highways Act 1980</li> <li>Registered Parks, Gardens and Common Land</li> <li>2021 Legislation Commemorative Historic Monuments Legislation</li> <li><a href="http://www.gov.uk">Public Royal names memorialisation guidance - GOV.UK (www.gov.uk)</a></li> <li>Wildlife and Countryside Act 1981</li> </ul>
32.	An ESIA has been carried out (Appendix 3) to ensure that the proposed policy accords with the Council’s duties under the Equality Act 2010. Equality considerations have been reflected in the proposed policy and seeks to provide a framework for transparency and fairness. It aims to enable communities and stakeholders to be involved and engaged in the process of co-creating Southampton’s public spaces to create a greater sense of pride, belonging, identity and shape the look, feel and experience of the city.
<b>RISK MANAGEMENT IMPLICATIONS</b>	
33.	The risk of not adopting the policy means that it will not address the need for a clear and transparent framework for prospective applicants and decision-makers, the Government’s 2021 ‘retain or explain’ legislation and 2023 guidance or the Full Council Motion (March 2021) around potential removal of monuments, memorials or statues.
34.	The risk of adopting the policy means that some individuals/groups may feel aggrieved by the criteria, application process and governance surrounding this new approach. The policy has drawn on the experiences and approaches undertaken by other local authorities.
35.	There are capacity and resource risks around servicing the policy and in the context of the Council’s current financial position. Overall, it is intended that the process will be streamlined and ensure that Council departments, strategic partners and prospective applicants have more clarity surrounding the process for new and existing memorials but that there are ongoing capacity and prioritisation risks across the whole organisation. Demand will be monitored over the next 12 months to assess the potential impact on resources; if there any proposed substantial changes to accommodate these (e.g. charging or Public Art), options will be developed and consulted upon if deemed necessary (as indicated in para iv).

36.	There is a risk that the Council and taxpayers may become liable for future costs (development, implementation, maintenance) as a result of external pressure and lobbying. The intention is that this policy provides a transparent framework with a Public Spaces Panel that helps to represent the interests of the city and to draw on the relevant internal and external expertise to make informed recommendations for Cabinet decision-making.
<b>POLICY FRAMEWORK IMPLICATIONS</b>	
37.	This policy is consistent with the Council's policy framework including: <ul style="list-style-type: none"> <li>• Local Plan, Master Plan &amp; City Vision</li> <li>• Strategic Asset Management Plan</li> <li>• Cultural Strategy</li> <li>• Destination Management Plan</li> <li>• Southampton City Council's Public Art Strategy (Art People Place)</li> <li>• Historic Environment Record</li> <li>• Heritage Asset Repair Programme</li> </ul>

<b>KEY DECISION?</b>	Yes
<b>WARDS/COMMUNITIES AFFECTED:</b>	All
<u>SUPPORTING DOCUMENTATION</u>	
<b>Appendices</b>	
1.	Memorials Policy
2.	Summary of the Consultation Feedback
3.	ESIA Memorials Policy

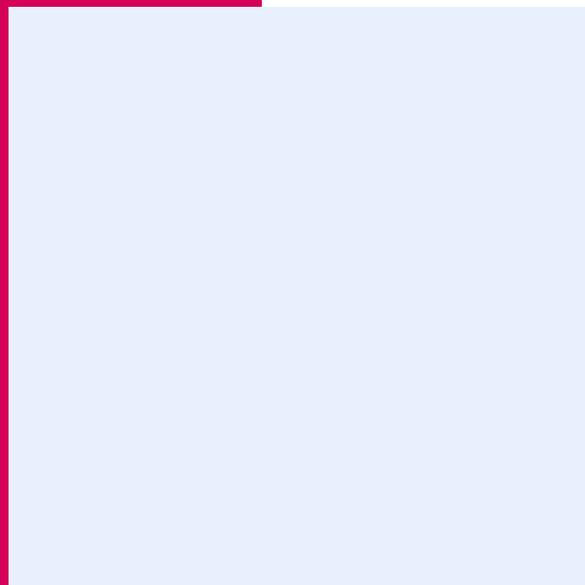
**Documents In Members' Rooms**

1.	None
<b>Equality Impact Assessment</b>	
<b>Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.</b>	Yes
<b>Data Protection Impact Assessment</b>	
<b>Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out.</b>	No
<b>Other Background Documents</b>	
<b>Other Background documents available for inspection at:</b>	
<b>Title of Background Paper(s)</b>	<b>Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)</b>
1.	
2.	

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# Southampton City Council

## Memorials Policy



# Southampton City Council

## Memorials Policy

December 2023

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Memorials Policy			
Version	1	Approved by	Insert body /committee with final approval
Date last amended	Click here to enter a date.	Approval date	Click here to enter a date.
Lead officer	Insert name and title of author	Review date	Click here to enter a date.
Contact	Insert email address for lead officer or team	Effective date	Click here to enter a date.

## 1.0 Introduction

This policy focuses on the creation, installation, management and maintenance of memorials on land owned by Southampton City Council.

The aim of this policy, and the procedures that accompany it, is for Southampton to have a fair, transparent and systematic approach to making informed decisions:

- (1) about proposals for new memorials and their long-term management and maintenance
- (2) for proposed removal or replacement of existing memorials and potential additions to provide contextual interpretation
- (3) that will enable communities and stakeholders to be involved and engaged in the process of co-creating Southampton's public spaces to create a greater sense of pride, belonging, identity and shape the look, feel and experience of the city

This policy has been developed in response to:

- (1) a recognition of the value and impact that Memorials, other forms of commemoration and public space interventions can have on a sense of place, identity, belonging and understanding
- (2) the rising number of requests to different parts of the Council for monuments, memorials, public art and other markers
- (3) the Government's 2021 legislative requirement and 2023 guidance that commemorative heritage assets should be *'retained and explained'* through the planning system
- (4) the Full Council Motion in March 2021 that committed to *'never arbitrarily extract or displace any monument, memorial or statue and to subject the decision to appropriate levels of resident consultation'*

Much of the guidance here is also applicable to proposals for public art in general, particularly 'permanent' installations, although it is intended to undertake further work in this arena, which may lead to further adaptations of this policy.

The definitions for 'monument', 'memorial', 'conservation area', 'listed building', 'heritage asset', 'public art', 'public realm' and 'commemorative heritage asset' that have been used to help guide and inform this policy are provided at the end of this document (see Appendix A).

## **2.0 Background**

This section outlines the rationale for this Policy and a summary of existing Memorials and supporting schemes.

### **2.1 Rationale for Policy**

The city is host to over 260 memorials erected over the last 200 years (see Appendix B for the distribution of memorials). They are dedicated to individuals, groups of people, organisations, events or themes that connect to parts of the city and some of its stories. The majority are concentrated in and around the city centre. Most have been funded through private philanthropy, public subscription, gifts and bequests.

The Council receives many approaches each year by those who wish to place a lasting memorial for a person, group of people or event somewhere in the city. This sits alongside requests for installation of public art sometimes generated as a result of regeneration projects. These range from life-size statues or sculptures to small plaques on benches, tree planting and murals.

The result is that there is a geographical, historical, social and cultural imbalance, whilst also reflecting the norms of the time. It is important to acknowledge therefore that in our public landscape today, many of Southampton's diverse stories are invisible to residents and visitors, and the complexity of those stories largely under-appreciated and understood. This is crucially important in a city that seeks to ensure that it is reflective and representative of its communities.

Given their age, many of the existing memorials are also heritage assets because of their evidential, historical, aesthetic, or communal value and where their significance plays a key part in our understanding of the historic environment. It is therefore important that any new proposals are given careful consideration before being installed into the city's public spaces.

Therefore, a joined-up approach to thinking about all such interventions in public spaces is increasingly important – to help tell the story of the city that has meaning for our communities; support the creation of an attractive and engaging landscape; enable better geographical and cultural distribution of such proposals; and consider the financial implications of installing, maintaining and sustaining these assets on behalf of the public.

### **2.2 Existing Memorials**

The vast majority of the 260 or so existing memorials in the public realm in Southampton are in the form of metal plaques mounted on plinths or attached to buildings or monuments, most of which have been installed since the Second World War. A significant number of these plaques mark trees or are attached to benches in the parks across the city.

Amongst the larger memorials, there are at least 23 war memorials, 15 drinking fountains/horse troughs and 8 statues. Most of the statues and drinking fountains were erected during the 19<sup>th</sup> century, whereas the large number of memorials dedicated to the victims of war, both home and abroad, all date from the start of the 20<sup>th</sup> century onwards. They continue to be created to mark significant anniversaries and acknowledge less well-known events that have strong connections with the city and the port. Amongst Southampton's stories, the sinking of the Titanic in 1912 and the departure of the Mayflower in 1620, are represented.

The greatest concentration of all types, however, is in the city centre, where about 65% of those dedicated to people or significant events, are concentrated in and around the Civic Centre, Watts Park, the northern half of Andrews Park, Holy Rood Church, and Town Quay. Of these memorials, about half are attached to buildings, a third are in city centre parks and a small number occupy space on the public highway. (See Appendix C for concentration of memorials).

The Council is responsible for the care of two thirds of the memorials, including the 23 that are Listed in their own right, and another 88 that are attached to Scheduled Monuments and Listed Buildings, or in a Conservation Area.

The remaining third of the memorials have been erected by a very wide range of other organisations with strong links to the city, such as the Ordnance Survey, Bevois Mount History Group, Southampton Football Club, Southampton Commons and Parks Protection Society, Far East Prisoners of War. Many of these have been erected more recently than those in the care of the Council.

Black History Month South set up a Black Plaques scheme in recognition of Southampton's rich Black History, which are installed in a variety of locations across the city and the wider region. Similarly, the Spitfire Makers Charitable Trust established a plaques scheme to commemorate sites of Spitfire production and the people who became Spitfire Makers in Southampton, Hampshire and other locations.

The project initiated by the Mayor of Southampton in 2018 to erect plaques on the 230 homes occupied by local people who died in the sinking of the Titanic, is not included in the data used here.

Some of the city's most striking memorials were designed by leading artists of their day and reflect a particular period in the history of art and design, such as the Cenotaph in Watts Park. This was the first cenotaph to be designed by Sir Edward Lutyens, who went on to design the Cenotaph in Whitehall, London and many other similar war memorials. Its national significance is recognised by Historic England through its designation as a Grade I Listed Building. The statue of Isaac Watts in Watts Park was designed by the British sculptor and photographer, Richard Cockle Lucas, who lived in Chilworth, on the northern edge of Southampton.

### **2.3 Southampton's Blue Plaque Scheme**

Run by the Council, Southampton's Blue Plaque Scheme was adopted in conjunction with Historic England in 1999. Since then, seven blue plaques have been erected across Southampton. See [Apply for a blue plaque \(southampton.gov.uk\)](https://www.southampton.gov.uk) for more information.

At the time of writing, the Government is proposing to expand the existing official blue plaques scheme in London into one that will operate England-wide. Any future changes will be considered in this context.

### **2.4 Southampton's Historic Plaque Scheme**

The Blue Plaque Scheme replaced the element of the Historic Plaques Scheme (adopted in 1992), designed to highlight buildings associated with famous people. The other elements of the Historic Plaque Scheme continue to be applied, particularly the use of black, rectangular, cast metal plaques with white lettering and a white rim to mark a community, event, site or building of significance to the history of Southampton. In situations where the building once associated with an individual or community in Southampton no longer exists, the black plaques are used to mark the site where it once stood.

### **2.5 Southampton's Commemorative Seat and Plaque Policy**

Southampton City Council does not usually place commemorative seats and plaques in Southampton's parks and open spaces. However, in some circumstances, requests will be considered subject to several conditions. See [Commemorative Bench](#) for more information.

## 2.6 Alternative Memorials

There are a number of alternatives to the installation of large-scale physical memorials that may be more fitting to celebrating, commemorating and remembering the contributions of individuals, groups and organisations today and in the future. They can include:

- Planting – trees or gardens can provide places for contemplation and reflection and support Southampton’s status as a green city
- Events – celebration or commemoration through regular or annual events can provide an opportunity to bring people together to mark occasions in a meaningful way that binds communities together
- Endowments – installing and maintaining physical memorials can be very costly so committing funds to a charity or educational institution means there will be a longer-term public benefit and lasting legacy
- Other types of plaques – two dimensional plaques or tablets can be a more affordable way of marking people, places and events, and have the potential to also form wayfinding markers or trails that help to tell a connected story

Some of these approaches offer opportunities to involve artists and engage local communities with the stories of individuals, groups and organisations and contributing to a better understanding of Southampton’s story and place in the world. The involvement of an artist can add to aesthetic value, interest and impact of memorials. Where public art proposals fulfil the definition of a memorial, this policy should be considered.

## 3.0 Strategic Context

This section outlines the national and local policy framework for Memorials on Council land.

### 3.1 National Policy

#### 3.1.1 National Planning Policy Framework

23 of the older memorials in Southampton are recognised as being of national importance. The Cenotaph is regarded as one of the most significant heritage assets in the country having been Listed Grade I. The other nationally designated historic memorials are Listed Grade II. Many of the other memorials are listed locally on the Heritage Environment Record as non-designated heritage assets because they contribute to the story of Southampton and add to the richness of the historic environment. See [Historic Environment Record \(southampton.gov.uk\)](https://www.southampton.gov.uk/historic-environment-record) for more information.

The National Planning Policy Framework, Section 16. *Conserving and enhancing the historic environment*, recognises that these assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.

#### 3.1.2 New Government legislation

On 17 January 2021, the Government announced new laws to protect England's cultural and historic heritage [see [press release and further Guidance 2023](#)]. This was in the context of the removal of the Colston statue in Bristol in 2020, alongside long-standing discussions around the impact of slavery and Empire and their legacy in the UK and across the world.

The new legal protection means that historic statues should be '*retained and explained*' for future generations. Individuals who want to remove any historic statue, whether listed or not, will now require Listed Building Consent or planning permission.

This also means the Council will need to be confident of the long-lasting legacy of any new memorials that are erected in the city as the process for removal will be complex.

#### 3.1.3. Public Royal Names Memorialisation Guidance

On 4 July 2023, the Cabinet Office issued new guidance for those wishing to mark the passing of Her Majesty Queen Elizabeth II. Formal approval is required for any large-scale, public-facing projects. See [Public Royal names memorialisation guidance - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/guidance/public-royal-names-memorialisation-guidance).

### 3.2 Local Policy

A number of Council policies and strategies relating to the Memorials Policy will need to be considered. These are summarised below with further details contained above or in Appendix D:

- Southampton's Blue Plaque Scheme, Historic Plaque Schemes and Commemorative Seat and Plaque Policy (see Sections 2.3 - 2.5 above)
- Southampton City Council Core Strategy Partial Review 2015
- City Centre Action Plan 2015
- Full Council Motion, 2021
- New Local Plan (City Vision)
- Cultural Strategy 2021-2031
- Destination Management Plan 2021-2031
- Festivals and Events Strategy 2022-2032
- Master planning and regeneration
- Economic and Green Growth Strategy 2021-2030
- Southampton Streets and Spaces Framework

## **4.0 Criteria for Memorials and Other Forms of Commemoration**

This section outlines the criteria against which new Memorials on Council land will be assessed:

### **4.1 Connection to Southampton**

All prospective proposals for a memorial must have a clear and well defined historical and conceptual relationship with the proposed location and the city of Southampton. Proposals where there is no, or limited, relationship between the subject and location will not be acceptable.

Evidence of the exploration of alternative or more appropriate sites will need to be shown. For example, a cemetery or churchyard, the National Memorial Arboretum or the location in which the event took place, or the individual lived or worked.

This policy should also encourage a more equitable distribution of new memorials throughout Southampton to ensure that the whole city feels it is part of the story and avoids the focus and saturation of the city centre.

### **4.2 Equity, Inclusion and Diversity**

There will be a requirement that all prospective proposals give due consideration to equity, inclusion and diversity. This includes socio-cultural and socio-economic background, disability, ethnicity, age, sexuality, gender, gender reassignment and religion or belief. This may be through the memorial itself or wider interpretation and production of associated materials and supporting information.

### **4.3 Physical Manifestation**

All prospective proposals must describe what is being proposed and the rationale for the specific approach e.g. a statue, plaque or planting. Within this, evidence of the exploration of alternative options that have been considered and rejected e.g. a memorial garden over an event.

There will be an expectation that there is a clear justification of how the proposed scheme adds value and does not detract from the suggested location or wider public setting and what benefits it brings e.g. education, identity, inclusion.

### **4.4 Ten Year Principle**

No memorials should be erected before ten years have elapsed from the death of the individual, group or the event to be marked. This does not apply to temporary installations such as murals and benches. In exceptional circumstances memorials will be considered within the ten-year period, where a timely response is required. This is to ensure a considered approach to discussion and debate, good planning, design and consultation.

### **4.5 Quality and Experience**

Southampton has high quality monuments, memorials and public art across the city – many produced by national and international figures. In keeping with this tradition, and the ambitions for the quality of public spaces for our communities, it is critical that proposed new works enhance this legacy. This will include the consideration of materials, setting and maintenance.

There is an expectation that a robust and transparent selection process will be undertaken to commission high calibre artists, architects and designers. Open, limited, or direct invitation may be appropriate if the method of commissioning is supported by a full justification.

The employment of suitably qualified and experienced architects and landscape architects is expected to ensure the best possible setting for a new memorial, if required.

## **4.6 Formal Consents**

All prospective proposals will need to consider whether planning permission is required. No proposal will be supported without formal agreement of the landowner.

Proposals impacting on listed buildings or structures will require Listed Building Consent and those impacting on scheduled monuments will require Scheduled Monument Consent. The impact on buried archaeological remains, Sites of Special Scientific Interest (SSSI) and other designations must also be considered.

Some proposals may require consent under the Highways Act 1980, whilst others in Registered parks, gardens and on common land must consider the impact of any proposed development on the landscapes' special character and may be subject to approval by the Secretary of State.

## **4.7 Management, Maintenance and Legacy**

For all prospective proposals, the Council will need to be assured the applicant can fund the entire project costs and provision is made for the structure, along with associated landscaping, to be maintained in perpetuity and to the specification of the Council.

The Council will need evidence that in the event of financial or governance failure of the delivery organisation, that the required funds are in place to complete the project. The Council will not be liable for taking the project to completion.

The Council will need to be satisfied with arrangements for future maintenance and will involve specialists to advise on long term care, where required. This may be through the establishment of an endowment fund, or a commuted sum gifted to the Council. There should not be an expectation that the Council will automatically take on these liabilities or to pass these to the Council's strategic partners.

In the circumstances where it is agreed that the memorial is to be gifted to the Council, a one-off commuted sum payment will be required to cover all future maintenance costs and a formal agreement signed prior to granting permission to proceed with the proposed project.

## 5.0 Application Process

The following outlines the application process for proposals for new Memorials on Council land.

### 5.1 Enquiries

Proposals for memorials on Southampton City Council land must be discussed with the Council at an early stage before designs are finalised. This will enable a discussion around the published criteria in section 4.0 above, such as the historical connection with the proposed location, design quality, materials, future maintenance and ownership.

This provides the opportunity to address any showstoppers and/or discuss any alternative approaches and financial considerations.

Contact: [memorials@southampton.gov.uk](mailto:memorials@southampton.gov.uk)

For enquiries about commemorative benches and plaques in the city's parks and open spaces go to: [Seats & Plaques](#). There is a separate list of conditions for these, which are different to the criteria for memorials set out in Section 4.0 of this policy.

### 5.2 Public Spaces Panel

The Public Spaces Panel will review proposals against the criteria before recommending that proposals are circulated for wider public consultation and engagement.

The Panel will then review the public feedback and make recommendations for any changes, and then sign off the final design before it is submitted for a final decision by Cabinet and then planning permission and consents if required. In the rare circumstances that this arises, the panel will also consider proposals to remove, relocate or add interpretation to memorials within the legislative and consultation framework.

### 5.3 Permissions and Consents

Applicants will need to apply for the necessary permissions and consents outlined in section 4.6 above, and fund or contribute to the cost of these where necessary. No project will be able to progress without these in place.

### 5.4 Commissioning and Funding

Southampton City Council expects high quality examples of new work in public spaces to enhance the legacy of the existing monuments, memorials and public art. Following the criteria identified above, the Council will need to approve all contractors prior to the commencement of any work or award of any contract. The Council has a minimum level of Health & Safety, insurance and operational standards for all external contractors to ensure the safety of the public and the sustainability of works.

Applicants will need to provide evidence that they can fund the entirety of the project and outline their proposals for future and ongoing maintenance.

The Council reserves the right to seek a contribution to any necessary public consultation from prospective applicants. The Council reserves the right to seek a contribution for costs incurred as part of the application or implementation process including pursuing relevant applications such as works on Common Land, or if circumstances result in a public enquiry.

Agreements will need to be in place for future responsibilities, rights, insurance, repairs and maintenance before any works can take place. The Council's insurance does not cover memorials. Where the memorial is gifted to the Council commuted sums for ongoing repair and maintenance must include sums for accidental damage or vandalism and will be ringfenced for this purpose.

## **5.5 Decommissioning or Removal**

The Government's 2021 legislation predicates against the removal of historic statues, plaques and other monuments, whilst the Council's Full Council motion commits to public consultation if the situation arises. The opportunity to provide additional contextual information to help support wider public understanding, especially in areas of contested heritage, will also be examined.

However, in the rare circumstances that it is deemed appropriate, subject to a clear rationale and consultation, the Council reserves the right to remove a memorial after ten years or at a point at which the asset requires replacement to maintain its amenity value. Furthermore, where a memorial is more than ten years old, the Council reserves the right for it to fall into natural disrepair and managed decline. The Council reserves the right to remove or relocate memorials should this be required by any future development scheme.

These actions will be done in consultation with stakeholders and local communities in line with the remit of the Public Spaces Panel and will be subject to a Cabinet decision.

## 6.0 Governance

This policy will be governed by the formation of a new Public Spaces Panel that will meet twice annually, and more if required by exception.

The panel will comprise councillors, relevant officers, specialists, community representatives and people of different ages. It will involve a recruitment and selection process to form the Panel which will retain equity, diversity and inclusion at the heart of decision-making.

The process will involve consultation with relevant departments on a case-by-case basis and their expertise shared with the panel, such as Culture, Heritage, Planning and Highways, Parks, Stronger Communities. It will also involve consultation with organisations and individuals with in-depth knowledge of the city's history and heritage and as well as those with specialist skills and knowledge, where appropriate.

The Panel's objective is to receive and review proposals for memorials against agreed criteria (outlined in section 4.0 above) before circulating for wider public engagement and consultation. Feedback from public engagement and consultation will then inform the Panel's final recommendations to Cabinet for decision-making. The process for prospective applicants is described in section 5.0 above.

In the rare circumstances that this arises, the Panel will also consider proposals to remove, relocate or add interpretation to memorials. It will draw upon the Government's 2021 *'retain and explain'* legislation and the Council's Full Council motion that committed to *'never arbitrarily extract or displace any monument, memorial or statue and to subject the decision to appropriate levels of resident consultation'*.

In due course, it is anticipated that Public Art proposals may also be considered via this route, to ensure a joined up and consistent approach so that the people of Southampton have a say in shaping the look, feel and experience of their city.

## Appendix A Definition of Terms

The following definitions have been used to help guide and inform this policy:

### 1. Memorial

Described as any physical object or space created, erected or installed to remind people of an individual, a group of people or an event.

Although a memorial might usually be thought of as a commemorative plaque or a statue, this definition allows a wider array of opportunities to be considered. For example, trees, benches and memorials to groups of people who are still alive, such as key workers during the pandemic.

Memorials that are attached to the outsides of buildings are included, but complete buildings such as chapels, hospitals and community halls along with objects such as windows, organs, rolls of honour, flags and seats have been excluded. This is because they are not generally considered to be part of the public realm.

Memorials within cemeteries, other than war memorials, have not been included in the data used for this policy due to the great number in existence and because responsibility for them lies elsewhere. Temporary roadside memorials, street and building naming, other signage, interpretative panels, display boards and banners have also been excluded because they are often relatively short-lived or they do not explicitly memorialise an individual or group of people.

### 2. Monument

Historic England provides two definitions for Monument:

1) (a) any building, structure or work, whether above or below the surface of the land, and any cave or excavation

(b) any site comprising the remains of any such building, structure or work or of any cave or excavation

(c) any site comprising, or comprising the remains of, any vehicle, vessel, aircraft or other movable structure or part thereof which neither constitutes nor forms part of any work which is a monument within paragraph (a) above; and any machinery attached to a monument shall be regarded as part of the monument if it cannot be detached without being dismantled

Source: Section 61(7) Ancient Monuments and Archaeological Areas Act 1979

2) The concept of a historic monument embraces not only the single architectural work but also the urban or rural setting in which is found the evidence of a particular civilisation, a significant development or a historic event. This applies not only to great works of art but also to more modest works of the past which have acquired cultural significance with the passing of time.

Source: International Charter for the Restoration and Conservation of Sites (the Venice Charter), ICOMOS, 1964

Scheduling is shorthand for the process through which nationally important sites and monuments are given legal protection under the 1979 Ancient Monuments and Archaeological Areas Act.

Source: [Scheduled Monuments | Historic England](#)

### 3. Listed Buildings

Listed buildings are a statutory designation under the Planning (Listed Buildings and Conservation Areas) Act 1990 designed to celebrate a building's special architectural and historic interest and to ensure that they are protected for future generations. The list is administered by Historic England.

Listed buildings are classified by the following grades to show their relative importance:

- Grade I these are buildings of exceptional interest
- Grade II\* these are buildings of more than special interest
- Grade II these are particularly important buildings of special interest, which warrant every effort being made to preserve them.

Some listed buildings are also scheduled monuments.

Sources: [What are Listed Buildings? How England's historic buildings are protected | Historic England](#); [Listed buildings \(southampton.gov.uk\)](#)

### 4. Conservation Areas

A conservation area is an area of special historical or architectural interest that the Council intends to preserve or enhance. There are 20 conservation areas in Southampton, designated under the powers of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Within a conservation area, the Council has extra controls over a number of factors including proposals to demolish and construct buildings, and the protection of trees. These controls also effect areas adjacent to conservation areas.

Sources: [Conservation areas \(southampton.gov.uk\)](#); [What Is a Conservation Area? | Historic England](#)

### 5. Heritage Assets

The Government's [National Planning Policy Framework](#) provides the following definition:

*A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).*

### 6. Public Art

Southampton City Council's Public Art Strategy ([Art People Places](#)) states:

*Public Art is contemporary art created for the public realm. It embraces a wide range of activities involving artists that are intended to be accessible to the public. From permanent site-specific sculpture and the shaping of our environment, to temporary installations or interventions that excite and challenge our perceptions of the world.<sup>1</sup>*

*Public Art is the term used to describe work produced by artists within the natural or built environment. Although it encompasses many artforms, a consistent and defining quality is the artist's intent, and the integrity of the idea or concept that informs the relationship between the artwork and its site.<sup>2</sup>*

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<sup>1</sup> See Art People Places, page 1. Access at: [https://www.southampton.gov.uk/media/bnlo02r0/public\\_art\\_strategy\\_-\\_spg-tcm63-367749.pdf](https://www.southampton.gov.uk/media/bnlo02r0/public_art_strategy_-_spg-tcm63-367749.pdf).

<sup>2</sup> See Art People Places, page 2. Access at: [https://www.southampton.gov.uk/media/bnlo02r0/public\\_art\\_strategy\\_-\\_spg-tcm63-367749.pdf](https://www.southampton.gov.uk/media/bnlo02r0/public_art_strategy_-_spg-tcm63-367749.pdf).

## **7. Public Realm and Spaces**

In general, the public realm is described as the space between buildings to which members of the public have either physical or visual access. This means that the façade of a building would be seen as part of the public realm, together with the front of gardens. Although both are usually legally private within a street, the public using the street has visual access to them. For the purposes of this policy public spaces will be used.

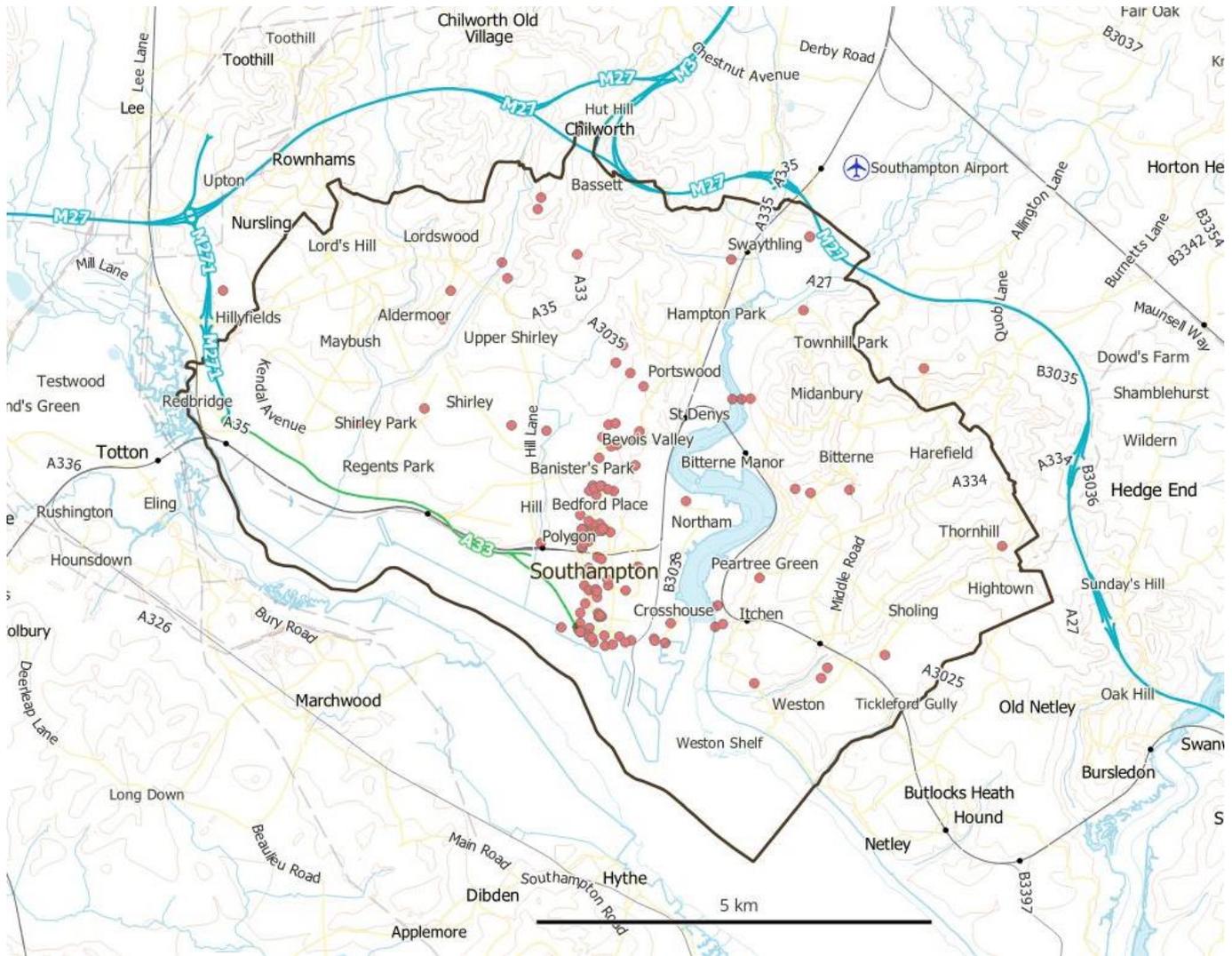
## **8. Commemorative Heritage Asset**

The Government's [Guidance for custodians on how to deal with commemorative heritage assets that have become contested](#) provides the following definition:

*Commemorative heritage asset is the summary term used to describe all commemorative structures to which the 'retain and explain' policy applies (including statues, monuments, memorials, etc.). The term 'heritage asset' is also used in this guidance and refers to 'commemorative heritage asset' as defined above.*

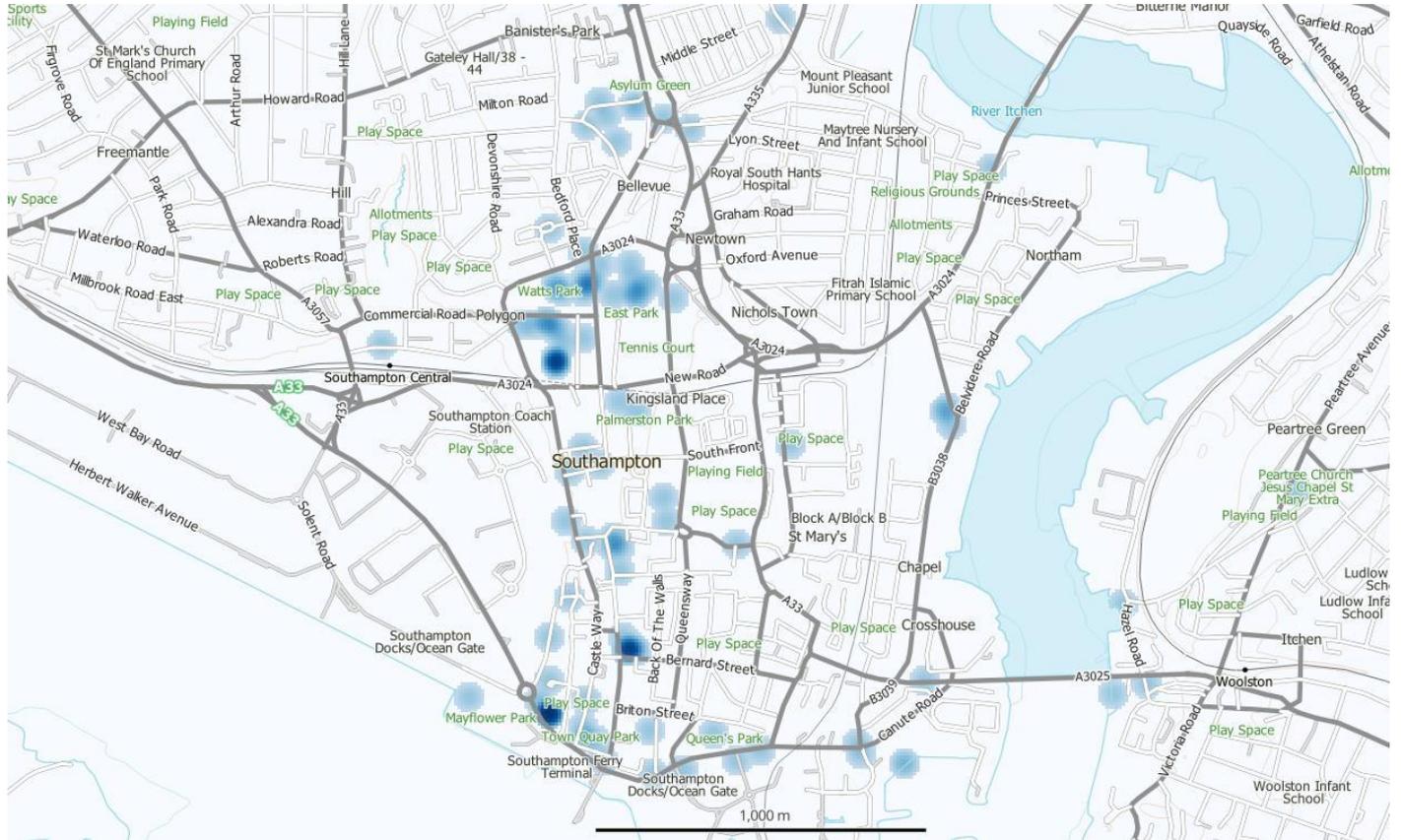
# Appendix B Distribution of Memorials

## Distribution of memorials to people and events across Southampton



# Appendix C Concentration of Memorials

## Concentration of memorials to people and events in the city centre



## Appendix D Supporting Policies and Strategies

A summary of the policies and strategies supporting this Memorial Policy are listed below:

### 1. Full Council Motion 2021

Southampton's Full Council adopted the following motion in March 2021 in response to the national debate and legislation around monuments and memorials:

*Southampton is a city with a rich maritime and community past, one that is marked by grand, striking events and smaller, incremental changes involving a range of historical figures and lesser known people. Around Southampton, monuments, memorials and statues tell some of the stories of our city that have become woven into the fabric of world history, and it is a story that continues to be written.*

*This Council recognises that it has a responsibility to be a custodian of the city's past as well as a duty to ensure that it is inclusive and representative of our diverse histories. In this way it provides the opportunity for all Southampton residents and visitors to discover the city's roots and the journey it has undertaken throughout history.*

*Therefore, this Council commits to never arbitrarily extract or displace any monument, memorial or statue and to subject the decision to appropriate levels of resident consultation. By involving residents in these decisions, this Council seeks to ensure Southampton's legacy continues to flourish and to become better understood.*

### 2. Cultural & Destination Strategies 2021-2032

Southampton's Cultural Strategy (2021-2031), Destination Management Plan (2021-2031) and Festival and Events Strategy (2022-2032), with plans for a city-wide Heritage Strategy, to underpin the significant value of culture to shaping Southampton's stories and engagement with communities, visitors, businesses, investors and the wider world.

There is an emphasis on embracing our history, multiple identities and common ground whilst striving for high quality work and regional, national and international cultural collaborations to change perceptions and put Southampton on the map.

This policy will draw upon the guiding principles of the Cultural Strategy: reflect and embolden; resonate and inspire; regenerate and embed; resilient and co-creative. These also dovetail with the UK City of Culture 2025 legacy and formation of Southampton Forward (Culture Trust) to capitalise on the momentum achieved and focus on culture, destination and festivals and events.

### 3. Southampton City Council Core Strategy Partial Review 2015

Planning policy for monuments and memorials is covered by 'historic environment' detailed in the Core Strategy in CS 14 paragraph 5.1.5, which is as follows:

*5.1.5 A fundamental consideration in the overall approach to development is how it respects Southampton's historic environment. The development of Southampton through centuries has resulted in a variety of buildings and townscapes, important to the city's environment, quality of life and 'sense of place'. The city possesses 20 conservation areas, over 450 listed buildings and three grade II listed parks<sup>3</sup>. The historic environment is an asset for the city and forms an important part of Southampton's identity and character. It is a finite and non-renewable resource requiring careful management and the first presumption is that this asset will be conserved and enhanced. Proper conservation of the*

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<sup>3</sup> The city has five Grade II Listed parks, collectively known under the single Historic England Grade II\* listing as Central Parks

*heritage is a vital tool in ensuring that development proposals are well designed and do not detract from existing local characteristics and built form.*

#### **4. City Centre Action Plan 2015**

Memorials make a major contribution to the vision for making Southampton City Centre Attractive and Distinctive:

*The city centre will be characterised by high quality parks, civic spaces and public realm and innovative modern architecture. The city centre's heritage including the Old Town and Victorian parks will be conserved and enhanced and its potential maximised.*

and particularly taken into consideration in the Action Plan for the Old Town Quarter (p129) where one of the development goals is:

*5.95 The Council aspires to bring back into use the historic vaults of the Old Town (primarily in the south and west of the quarter) and continue to improve the public realm. Town Quay Park is designated open space, and benefits from the character of surrounding heritage assets. Any proposals to enhance this open space must protect, conserve and where possible bring back into use the medieval vaults.*

The Action Plans for Fruit and Vegetable Market (AP27, p133) and Northern Above Bar (AP31, p141) explicitly says that development will be supported that incorporates public art into high quality public spaces. When this public art fulfils the definition of a memorial, this policy should be considered.

It is noted that there are currently no site policies for central parks (p167) in the City Centre Action Plan, however, the Central Parks have their own Management Plan 2020-2025. In this plan it is recognised that the historic memorials and landscape of Central Parks are indelibly linked and must be managed in a sensitive manner.

#### **5. New Local Plan (Southampton City Vision)**

Southampton City Vision is the new Local Plan that once adopted will replace the Core Strategy Partial Review and the City Centre Area Action Plan along with some other planning policy documents that form part of the city's Development Plan. A draft version of the City Vision, which contained a number of options for comment, was the subject of public consultation at the end of 2022. It will be subject to further consultation and an examination by a Government appointed Planning Inspector before it can be adopted. Whilst policy and paragraph numbers are mentioned below, please note that they are subject to change as the City Vision is progressed to a final version.

A large proportion of the city's memorials are either attached to buildings or are standalone structures set within an existing historic context. Policy EN6 (Built Heritage Assets) of the forthcoming Local Plan shall address all planning policy matters relating to these designated and non-designated heritage assets and their settings. When dealing with non-designated heritage assets, the Council's approach to monuments and memorials is set out in the supporting text of this policy (see para. 6.81 of the Local Plan) which states that:

*“Southampton contains a fascinating mix of buildings, parks and gardens, memorials, plaques, and other public buildings that do not benefit from any statutory protection, but which have been identified as positively contributing to the areas and the communities in which they sit. These assets help reinforce an area's sense of local distinctiveness and whose heritage interest is a material consideration in the planning process.”*

## **6. Master planning, Regeneration and Economic Strategies**

The Council is reviewing master plans and regeneration strategies across the city to develop a shared and sustainable vision for Southampton building upon the Economic and Green Growth Strategy 2021-2030 for the city.

Involving external stakeholders, it will define priority geographies and thematic approaches to realise the Council's ambitions to be a 'city of opportunity' in which there will be considerations around monuments, memorials and public art to build upon what's important to our communities, place-distinctiveness, destination-creation and story-telling.

## **7. Southampton Streets and Spaces Framework**

The Council's Streets and Spaces Framework outlines an approach that is based on the quality of place for people to improve the safety, attractiveness, distinctiveness and connectivity of streets and public places.

It recognises the significance of destination, health and wellbeing and the continuing economic competitiveness of city and district centres, alongside the impact of climate change, importance of biodiversity and creating green spaces that sustain a liveable city. There is also a wider recognition of the role and contribution of heritage and natural assets, cultural and creative interventions in shaping places which improve the lived experiences of residents, businesses and visitors.

[END]

# Draft Memorials Policy Consultation

## Full results summary

Data, Intelligence & Insight Team – October 2023



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[Consultation Principles](#)

[Methodology and Promotion](#)

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[Overall draft policy](#)



# Introduction and Methodology



Southampton City Council undertook public consultation on the Draft Memorials Policy.

- The consultation took place between **08/08/2023 – 25/09/2023**.
- The aim of this consultation was to:
  - Communicate clearly to residents and stakeholders the proposals for Draft Memorials Policy.
  - Ensure any resident, business or stakeholder who wished to comment on the proposals had the opportunity to do so, enabling them to raise any impacts the proposals may have.
  - Allow participants to propose alternative suggestions for consideration which they feel could achieve the objective in a different way.
- This report summarises the aims, principles, methodology and results of the public consultation. It provides a summary of the consultation responses both for the consideration of decision makers and any interested individuals and stakeholders.
- It is important to be mindful that a consultation is not a vote, it is an opportunity for stakeholders to express their views, concerns and alternatives to a proposal. This report outlines in detail the representations made during the consultation period so that decision makers can consider what has been said alongside other information.



Southampton City Council is committed to consultations of the highest standard, which are meaningful and comply with *The Gunning Principles (considered to be the legal standard for consultations)*:

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1. Proposals are still at a formative stage (a final decision has not yet been made)
2. There is sufficient information put forward in the proposals to allow 'intelligent consideration'
3. There is adequate time for consideration and response
4. Conscientious consideration must be given to the consultation responses before a decision is made



New Conversations 2.0  
LGA guide to engagement



## Rules: The Gunning Principles

They were coined by Stephen Sedley QC in a court case in 1985 relating to a school closure consultation (R v London Borough of Brent ex parte Gunning). Prior to this, very little consideration had been given to the laws of consultation. Sedley defined that a consultation is only legitimate when these four principles are met:

- 1. proposals are still at a formative stage**  
A final decision has not yet been made, or predetermined, by the decision makers
- 2. there is sufficient information to give 'intelligent consideration'**  
The information provided must relate to the consultation and must be available, accessible, and easily interpretable for consultees to provide an informed response
- 3. there is adequate time for consideration and response**  
There must be sufficient opportunity for consultees to participate in the consultation. There is no set timeframe for consultation,<sup>1</sup> despite the widely accepted twelve-week consultation period, as the length of time given for consultee to respond can vary depending on the subject and extent of impact of the consultation
- 4. 'conscientious consideration' must be given to the consultation responses before a decision is made**  
Decision-makers should be able to provide evidence that they took consultation responses into account

These principles were reinforced in 2001 in the 'Coughlan Case (R v North and East Devon Health Authority ex parte Coughlan<sup>2</sup>), which involved a health authority closure and confirmed that they applied to all consultations, and then in a Supreme Court case in 2014 (R ex parte Moseley v LB Haringey<sup>3</sup>), which endorsed the legal standing of the four principles. Since then, the Gunning Principles have formed a strong legal foundation from which the legitimacy of public consultations is assessed, and are frequently referred to as a legal basis for judicial review decisions.<sup>4</sup>

<sup>1</sup> In some local authorities, their local voluntary Compact agreement with the third sector may specify the length of time they are required to consult for. However, in many cases, the Compact is either inactive or has been cancelled so the consultation timeframe is open to debate

<sup>2</sup> BAILII, [England and Wales Court of Appeal \(Civil Decision\) Decisions](#), Accessed: 13 December 2016.

<sup>3</sup> BAILII, [United Kingdom Supreme Court](#), Accessed: 13 December 2016

<sup>4</sup> The information used to produce this document has been taken from the Law of Consultation training course provided by The Consultation Institute



- The agreed approach for this consultation was to use an online questionnaire as the main route for feedback. Questionnaires enable an appropriate amount of explanatory and supporting information to be included in a structured questionnaire, helping to ensure respondents are aware of the background and detail of the proposals.
- Respondents could also write letters or emails to provide feedback on the proposals. Emails or letters from stakeholders that contained consultation feedback were collated and analysed as a part of the overall consultation.
- The consultation was promoted in the following ways by:
  - Sending emails to stakeholder networks
  - Sending emails via the Communities Team network
  - Social media posts
  - Southampton City Council e-bulletins
  - Southampton City Council website
- All questionnaire results have been analysed and presented in graphs within this report. Respondents were given opportunities throughout the questionnaire to provide written feedback on the proposals. In addition anyone could provide feedback in letters and emails. All written responses and questionnaire comments have been read and then assigned to categories based upon similar sentiment or theme. We have also endeavoured to outline all the unique points and suggestions gathered as a part of the consultation and so there are tables of quotes or summaries of these for each theme of comment.

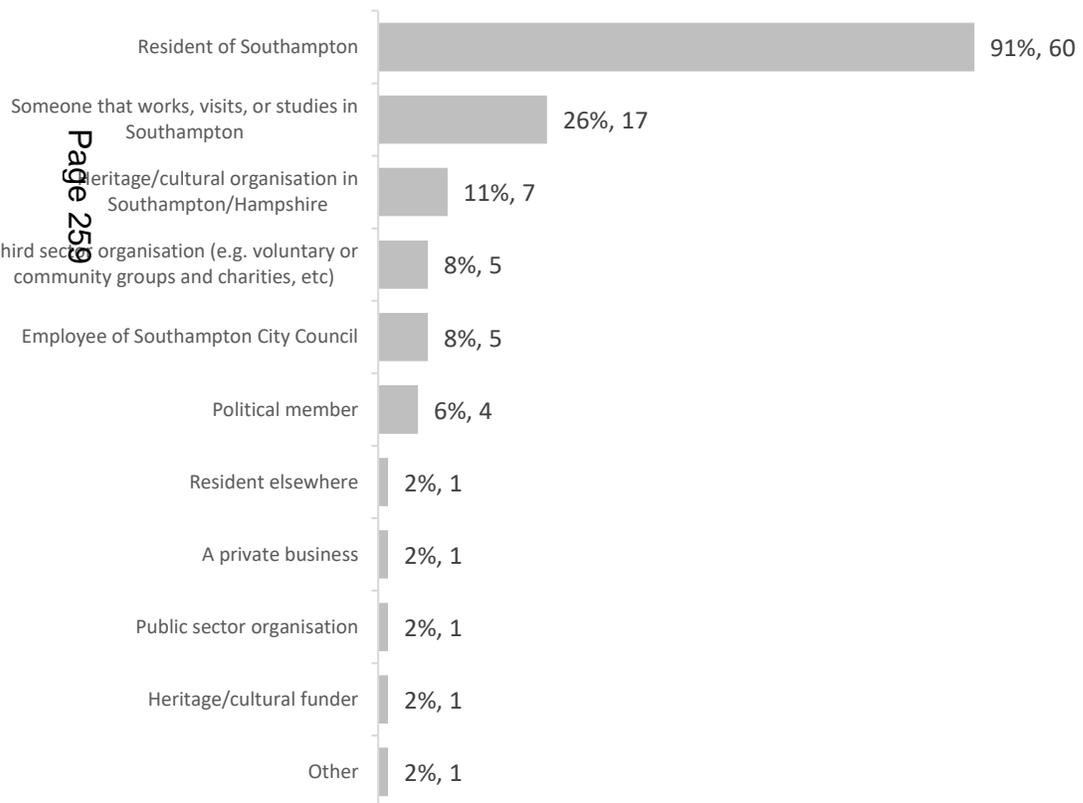


# Who were the respondents?

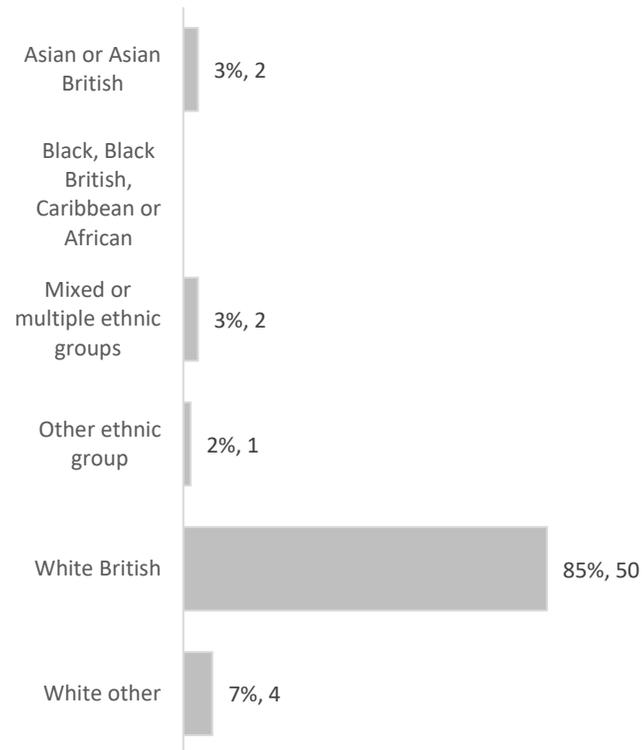
## Total respondents:

	Total number of responses
Questionnaire	68
Emails / letters	6
<b>Total</b>	<b>74</b>

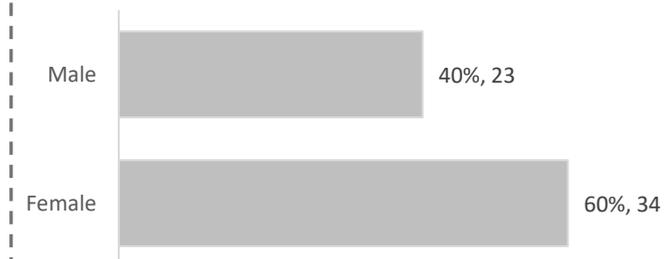
## Interest in the consultation:



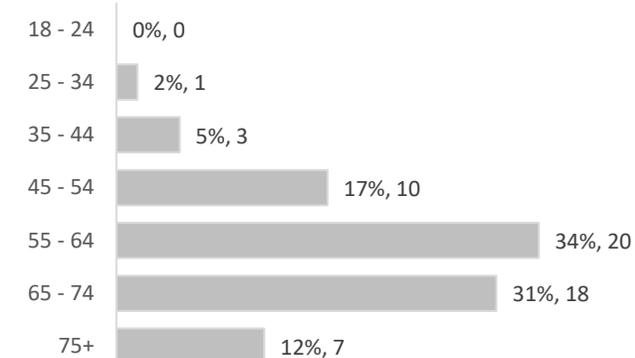
## Ethnicity:



## Sex:



## Age:





# Proposed changes



## The questionnaire outlined the following background information:

### Background:

This policy focuses on the creation, installation, management and maintenance of memorials on land owned by Southampton City Council.

The aim of this policy, and the procedures that accompany it, is for Southampton to have a fair, transparent and systematic approach to making informed decisions:

1. about proposals for new memorials and their long-term management and maintenance;
2. for the proposed removal or replacement of existing memorials and potential additions to provide more contextual interpretation, and;
3. that will enable communities and stakeholders to be involved and engaged in the process of co-creating Southampton's public spaces, to create a greater sense of pride, belonging, identity and shape the look, feel and experience of the city.

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This policy has been developed in response to:

1. the rising number of requests to different parts of the Council for monuments, memorials, public art and other markers;
2. the Government's 2021 legislative requirement that historic monuments should be 'retained and explained', and;
3. the Council's Full Council Motion in March 2021 that committed to *"never arbitrarily extract or displace any monument, memorial or statue and to subject the decision to appropriate levels of resident consultation"*.



## Criteria for memorials proposed on Council land



## The questionnaire outlined the following proposals for the criteria for memorials proposed on Council land:

Section Four of the draft policy outlines the seven criteria for memorials proposed on Council land.

### 1) Connection to Southampton

All prospective proposals for a memorial must have a clear and well defined historical and conceptual relationship with the proposed location and the city of Southampton. Proposals where there is no, or limited, relationship between the subject and location will not be acceptable and a strong case will need to be made for exceptions.

Evidence of the exploration of alternative or more appropriate sites will need to be shown. For example, a cemetery or churchyard, the National Memorial Arboretum or the location in which the event took place, or the individual lived or worked.

This policy should also encourage a more equitable distribution of new memorials throughout Southampton to ensure that the whole city feels it is part of the story and avoids the focus and saturation of the city centre.

### 2) Equity, inclusion and diversity

There will be a requirement that all prospective proposals give due consideration to equity, inclusion and diversity. This includes socio-economic background, disability, ethnicity, age, sexuality, gender and religion. This may be through the memorial itself or wider interpretation and production of associated materials and supporting information.

### 3) Physical manifestation

All prospective proposals must describe what is being proposed and the rationale for the specific approach e.g. a statue, plaque or planting. Within this, evidence of the exploration of alternative options that have been considered and rejected e.g. a memorial garden over an event.

There will be an expectation that there is a clear justification of how the proposed scheme adds value and does not detract from the suggested location or wider public setting.

### 4) Ten-year principle

No memorials should be erected before ten years have elapsed from the death of the individual, group or the event to be marked. Only in exceptional circumstances will memorials be considered within the ten-year period. It is proposed that Southampton's Blue Plaque Scheme is changed from 20 years to ten years to align to this principle.

This is to ensure a considered approach to discussion and debate, good planning, design and consultation.



## The questionnaire outlined the following proposals for the criteria for memorials proposed on Council land:

### 5) Quality and experience

Southampton has high quality monuments, memorials and public art across the city – many produced by national and international figures. In keeping with this tradition, and the ambitions for the quality of public spaces for our communities, it is critical that proposed new works enhance this legacy. This will include the consideration of materials, setting and maintenance.

There is an expectation that a robust and transparent selection process will be undertaken to commission high calibre artists, architects and designers. Open, limited, or direct invitation may be appropriate if the method of commissioning is supported by a full justification.

The employment of suitably qualified and experienced architects and landscape architects is expected to ensure the best possible setting for a new memorial, if required.

### 6) Formal consents

All prospective proposals will need to consider whether planning permission is required. No proposal will be supported without formal agreement of the landowner.

Proposals impacting on listed buildings or structures will require Listed Building Consent and those impacting on scheduled monuments will require Scheduled Monument Consent. The impact on buried archaeological remains and Sites of Special Scientific Interest (SSSI) must also be considered.

Some proposals may require consent under the Highways Act 1980, whilst others in Registered parks, gardens and on common land must consider the impact of any proposed development on the landscapes' special character and may be subject to approval by the Secretary of State.

### 7) Management, maintenance and legacy

For all prospective proposals, the Council will need to be assured the applicant can fund the entire project costs and provision is made for the structure, along with associated landscaping, to be maintained in perpetuity and to the specification of the Council.

The Council will need evidence that in the event of financial or governance failure of the delivery organisation, that the required funds are in place to complete the project. The Council will not be liable for taking the project to completion.

The Council will need to be satisfied with arrangements for future maintenance – this may be through the establishment of an endowment fund, or a commuted sum gifted to the Council. There should not be an expectation that the Council will automatically take on these liabilities or to pass these to the Council's strategic partners.

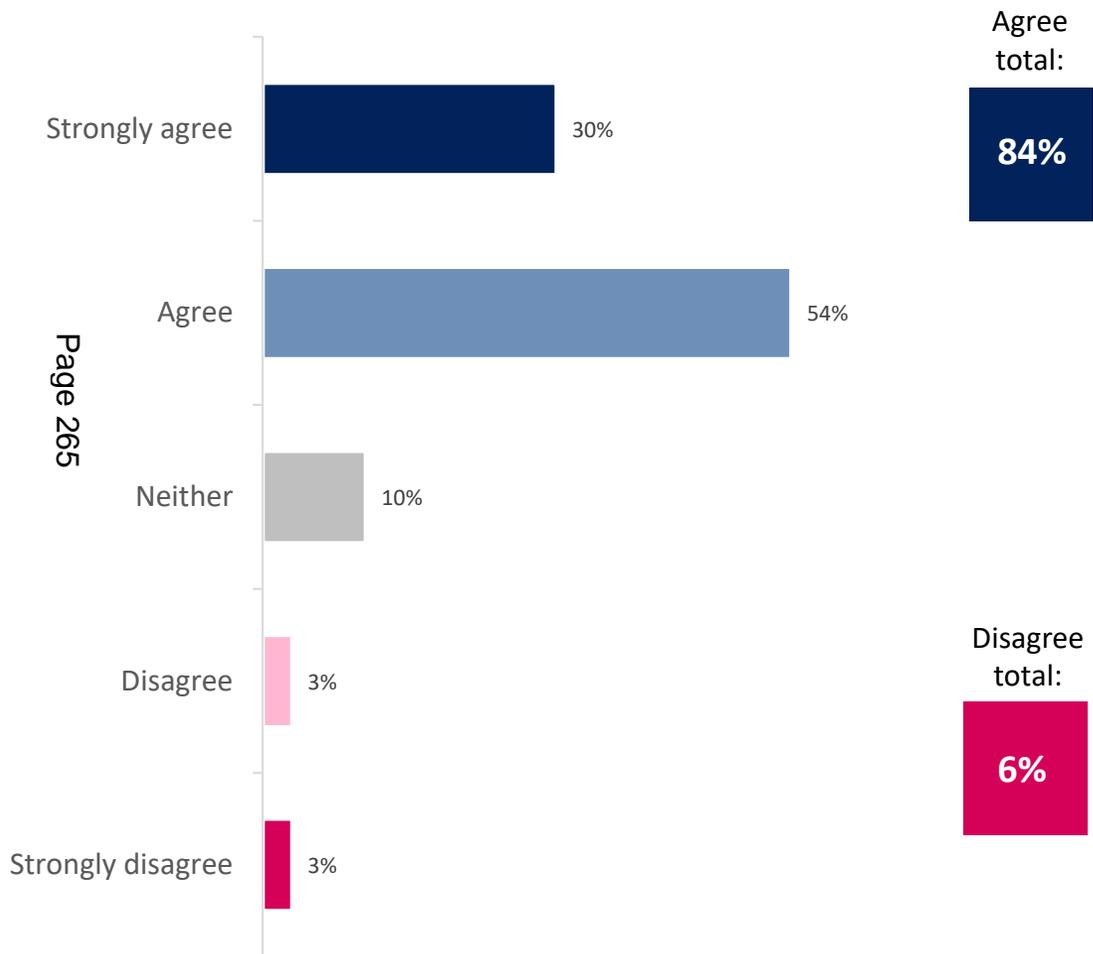
In the circumstances where it is agreed that the memorial is to be gifted to the Council, a one-off commuted sum payment will be required to cover all future maintenance costs and a formal agreement entered into prior to granting permission to proceed with the proposed project.



# Criteria for memorials proposed on Council land

**Question:** To what extent do you agree or disagree with the draft criteria for memorials proposed on Council land?

**Overall:**



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Base respondents: 67

**Respondents were given the opportunity to comment on any impacts suggestions or alternatives on this priority. Any emailed or letter responses have also been considered alongside questionnaire responses.**

**Comment themes graph:**



This graph is presented in respondent count rather than percentage.



The following tables outline all the unique points and suggestions given for this priority.

## Concerns / suggestions around 7) Management, maintenance and legacy

Important that long term considerations are taken into account, eg funding of maintenance. Also important that there are specialists available to advise on care and maintenance.

I would like to see proposals for maintenance of existing memorials and engagement with community groups to facilitate this.

I don't think the Council should be able to allow a monument to fall into a state of disrepair after 10 years if it has received an agreed sum to cover all future maintenance. [...] I'm not clear on why the proposed policy allows the Council to decide to allow a monument to fall into decline after 10 years when arrangements have been made to fund future maintenance as part of the proposal for the new monument.

Page 206

I have concerns over the "future maintenance in perpetuity" element. I don't see how this is possible and I do feel that the city has a responsibility to maintain our heritage for future generations. i.e., not to rely on the original builder/proposer to promote maintenance for ever. Also how would, for example, vandalism be covered? If an existing memorial is damaged due to, for example, a change in attitudes, should this be down to the original proposal to maintain the recovery? Clearly not in my opinion.

However, I do wish to say that some of our former stone drinking fountains and horse troughs are, with one exception on the Avenue, neglected and decaying. These irreplaceable historical street objects need to be preserved and should be cherished.

## Concerns / suggestions around 5) Quality and experience

Working closely with Public Art initiatives is important so that memorials and public art works complement each other.

Quality is a very subjective thing. Today's picked shark is tomorrow's object of ridicule. A Fine Art test should be applied.

## Concerns / suggestions around 1) Connection to Southampton

It's a bit limiting to insist that there must be some local connection to a statue or memorial. What if you live in a place where literally nothing exciting has ever happened?

## Other positive comments around criteria for memorials proposed on Council land

Overall it seems a sensible, well balanced plan.

I welcome the commitment to more diversity in line with the current demographic of the city's population

## Concerns / suggestions around 2) Equity, inclusion and diversity

Far too 'politically' correct. If someone/matter/item deserves a memorial then just get on with it. It should not matter what so ever about equality/gender/sexuality/race/colour.

### 4.2 Equity, Inclusion and Diversity:

Firstly, from the '... requirement that all prospective proposals give due consideration to equity, inclusion and diversity.' related subsequent list above ('socio-economic background, disability, ethnicity, age, sexuality, gender and religion') it is clear that a) SCC has been rightly and commendably original in instituting the first category ('socio-economic background'), and that b), the remainder of the list, that the categories are largely derived from the Equality Act 2010 'Nine Protected Characteristics' list – these protected characteristics are: • Age • Disability • Gender reassignment • Marriage and civil partnership • Pregnancy and maternity • Race • Religion or belief • Sex • Sexual orientation [...] Regarding the inclusion of 'socio-economic background' – which again we feel very good to be covered, we suggest given that Southampton has been from very early times a globally important, maritime, therefore outward looking city, and more directly because of its extensive multiethnic demographic composition, including a 'socio-cultural background' category would be of great value and complement the 'socio-economic background' one included. More directly, and most importantly, there should be explicit reference to 'Belief' in the list and this with Religion, hence 'Religion or Belief.' This is important to ensure that humanists and others are not excluded, as those not following any formal religious faith are substantial section of the UK's population, and the UK is a secular state. If you can help with giving a reason for the omission of the Gender Reassignment protected characteristic (unless covered under 'gender': in which case it will be important to refer to it there) it will be appreciated.



The following tables outline all the unique points and suggestions given for this priority.

## Concerns / suggestions around 4) Ten-year principle

How does the 10 year rule affect murals which can be both public art and memorials? I assume that memorial plaques on public benches are not included in the 10 year rule. [...] There is a crossover between art and memorial in murals for example that celebrates a community heritage but includes memorial's to recently deceased. Also in the recent past the City Council ran an adopt a bench programme where people were encouraged to fund a new bench on the common that had a relevant plaque, both would not have met the 10 year rule.

Ten years after an event is too short. Time is needed for reflection. Go back to twenty years.

No reason for a ten year wait.

Firstly an absolute "10 year" rule is probably not sustainable. The Titanic Engineers Memorial was erected within 2 years. If a similar convulsive event were to occur in the future the public clamour would make impossible to wait that long. The policy should allow for such a circumstance. However, if a monument is erected within the 10 year timescale it will be important that any inscriptions are relatively neutral in tone. History tells us that early judgements are not necessarily the correct ones.

I would like to see the 10 year principle removed. Memorials are important for social cohesion and events/people that warrant a memorial should be timely. Though, I agree they should not be rushed to ensure good design etc.

### 4.4 Ten Year Principle:

The exceptional circumstances allowance of within the Ten Years Principle is we feel a very valuable and helpful one, for of course there could be in principle examples of Southampton based/substantially connected with individuals who have contributed in various fields of national public life in that shorter time frame. At my own personal level and perspective, I would also like to ask you/SCC who were (posts/positions of those directly involved) those who formed the core SCC led group of internal [and assumed] external stakeholders and expert voices that SCC engaged to enable creation and subsequent development of this very important policy. Could you share detail about the eligibility criteria for membership of that SCC (officials and Councillors?) initiated and led group of internal [and assumed] external stakeholders and expert voices individuals that came to draft and finalise the policy document you have kindly provided to us/OCHD for our review and input. These questions if answered will greatly strengthen clarity on the policy development background providing valuable transparency of process confirmation.

## Concerns / suggestions around 3) Physical manifestation

### 4.3 Physical Manifestation:

1. the words '... must describe what is being proposed and the rationale for the specific approach .... 'this crucial requirement relates to the educational use in Southampton across the city, its residents, various communities, businesses and especially SCC itself and educational institutions (schools, colleges, universities, Adult Learning, etc.) will be made of this crucially important descriptive information.
2. description of the 'journey'/process that such projects proposers will have from an SCC engagement point of view will be of crucial practical value to potential new public statues/plaques/planting projects proposers.



## Proposed application process



## The questionnaire outlined the following proposed application process:

Section Five of the draft policy outlines the application process for memorials proposed on Council land.

### 1) Enquiries

Proposals for memorials on Southampton City Council land must be discussed with the Council at an early stage before designs are finalised. This will enable a discussion around the published criteria in section 4, such as the historical connection with the proposed location, design quality, materials, future maintenance and ownership.

This provides the opportunity to address any showstoppers and/or discuss any alternative approaches and considerations.

Contact [memorials@southampton.gov.uk](mailto:memorials@southampton.gov.uk).

For enquiries about commemorative benches and plaques in the city's parks and open spaces, please visit [southampton.gov.uk](http://southampton.gov.uk), or contact:

Seas & Plaques at Parks & Street Cleansing Services,  
Southampton City Council, Red Lodge Depot,  
Vermont Close, Southampton,  
SO16 7LT.

There is a separate list of conditions for commemorative benches and plaques, which are different to the criteria for memorials set out in Section Four of this policy.

### 2) Public Spaces Panel

The Public Spaces Panel will review proposals against the criteria in section 4.0 before recommending that proposals are circulated for wider public consultation and engagement.

The Panel will then review the public feedback and make recommendations for any changes, and then sign off the final design before it is submitted for a final decision by Cabinet and then planning permission and consents if required.

### 3) Permissions and consents

Applicants will need to apply for the necessary permissions and consents outlined in section 4.6. No project will be able to progress without these in place.



## The questionnaire outlined the following proposed application process:

### 4) Commissioning and funding

Southampton City Council expects high quality examples of new work in public spaces to enhance the legacy of the existing monuments, memorials and public art. Following the criteria identified above, the Council will need to approve all contractors prior to the commencement of any work or award of any contract. The Council has a minimum level of Health & Safety, insurance and operational standards for all external contractors to ensure the safety of the public and the sustainability of works.

Applicants will need to provide evidence that they can fund the entirety of the project and outline their proposals for future and ongoing maintenance.

The Council reserves the right to seek a contribution to any necessary public consultation from prospective applicants.

Agreements will need to be in place for future responsibilities, rights, insurance, repairs and maintenance before any works can take place. The Council's insurance does not cover memorials. Where the memorial is gifted to the Council commuted sums for ongoing repair and maintenance must include sums for accidental damage or vandalism.

### 5) Decommissioning or removal

The Government's 2021 legislation predicates against the removal of historic statues, plaques and other monuments, whilst the Council's Full Council motion commits to public consultation if the situation arises. The opportunity to provide additional contextual information to help support wider public understanding, especially in areas of contested heritage, will also be examined.

The Council reserves the right to remove a memorial after 10 years or at a point at which the asset requires replacement to maintain its amenity value. Furthermore, where a memorial is more than 10 years old, the Council reserves the right for it to fall into natural disrepair and managed decline.

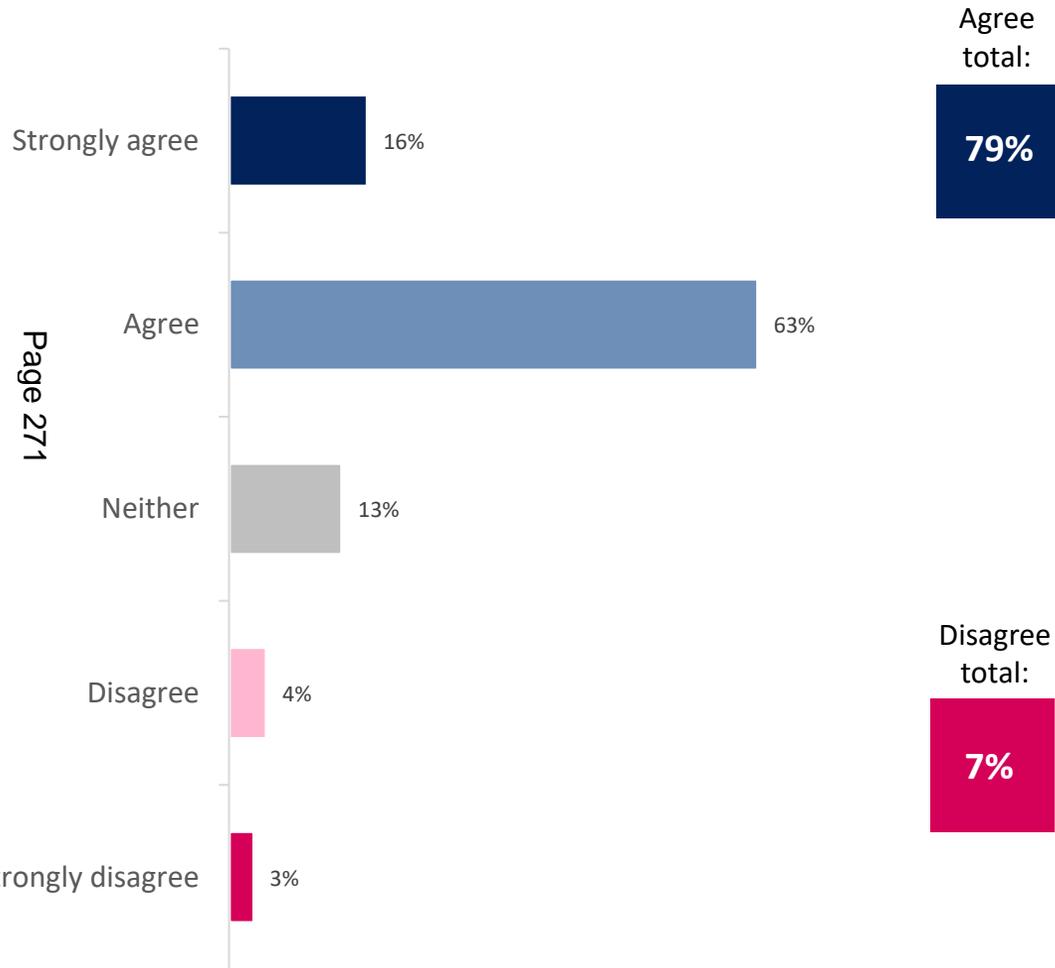
The Council reserves the right to remove or relocate memorials should this be required by any future development scheme.



# Proposed application process

**Question:** To what extent do you agree or disagree with the draft application process for proposals on Council land?

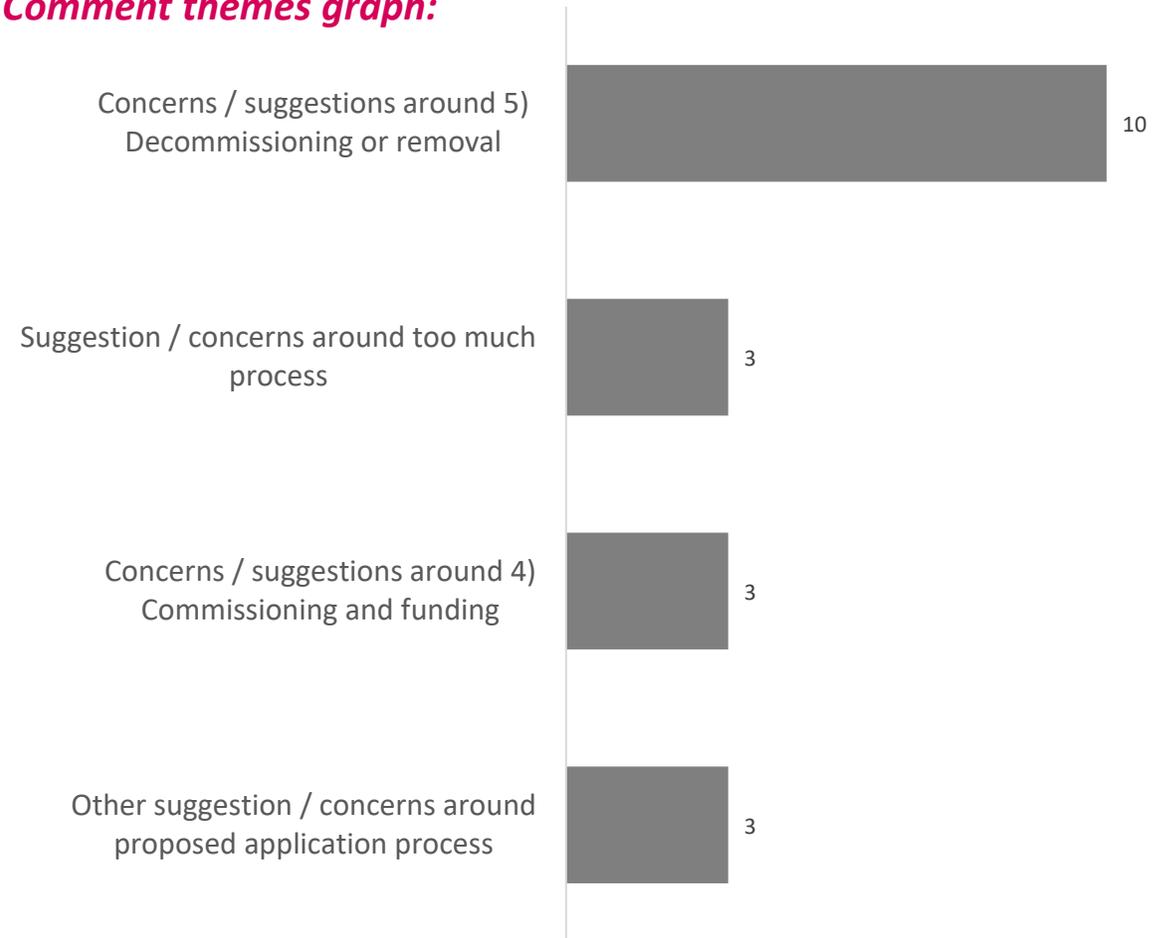
**Overall:**



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**Respondents were given the opportunity to comment on any impacts suggestions or alternatives on this priority. Any emailed or letter responses have also been considered alongside questionnaire responses.**

**Comment themes graph:**



*This graph is presented in respondent count rather than percentage.*

Base respondents: 67



# Proposed application process – free text responses.

The following tables outline all the unique points and suggestions given for this priority.

## Concerns / suggestions around 5) Decommissioning or removal

<i>Memorials should be of historic importance so should not be taken down after 10 years.</i>
<i>Thus may have been covered but memorials and statues and memorials should not be removed due to pressure groups or violent activity. It would be much more appropriate and educational if full context were included as part of it.</i>
<i>However do not agree with historic memorials being removed merely because modern thinking disagrees with what the person did in an era when thinking was different to today. For example: - just because a public figure was involved in the slave trade does not negate the fact that he may also have been a philanthropist who helped the poor.</i>
<i>Reserving the right to remove a memorial to retain amenity, etc, is too vague and might even sound like weasel words.</i>
<i>I do not agree with any existing historical memorials/statues etc being removed to fit in with the "modern" age. These MUST remain in place but have full explanations put alongside them as to why they are important to this city and it's residents. [...] As before, as an older person, I do not agree with any statues/memorials or other historical matter being removed. The younger generation need to understand and accept the history of this country as there is nothing we can do to change it - without that, none of us would be here!!</i>
<i>I strongly disagree with changing an historical monument [...] Unless you visit these areas you are proposing to destroy, you wouldn't know that Southampton is all the above. Taking down an historic Monument will take away the inclusive, belonging and feeling of pride, it has had for many years. Get a piano and pianist. Lovely. The only thing that's shameful is Southampton City Council does not care about the city only stakeholders and partners</i>
<i>Proposals to remove any memorials must be consulted on and well communicated to the public. Otherwise some elements, as can already be seen on social media, will use this as an excuse to denigrate Southampton City Council unfairly</i>
<i>The period (10 years) after which memorials may be removed or allowed to fall into disrepair seems rather short - if something is likely to become 'irrelevant' after only 10 years, why go to the trouble of creating a memorial in the first place?</i>
<i>We are concerned that although the first paragraph here states that the gov't's 2021 "legislation predicates against removal of historic statues, plaques etc", later paragraphs assert that the "Council reserves the right to remove a memorial after ten years .... or where a memorial is more than ten years old .... to allow it to fall into natural disrepair and managed decline". This seems to be somewhat contradictory. The statements require further explanation of the circumstances where this policy might be applied.</i>
<i>Removal of memorials, for example, due to a change in attitudes, should not be permitted at all in my opinion. A memorial is to remember an event or a piece of history. If political opinions change and it is seen fit to "rewrite history" and remove a memorial, to fit with the opinions of some of the day then this is not appropriate. History is history regardless of whether you agree with it or not. The memorial should continue to represent both sides of an event or a person and can equally be a rallying point for both sides. Rewriting history to pretend something did or did not happen does not recognise our heritage one way or the other. [...] I remain concerned about the potential for current attitudes to impact existing memorials. We need to be very careful not to introduce a sensorship style of society.</i>

## Suggestion / concerns around too much process

<i>Red tape should be kept to a minimum.</i>
<i>Too much process - in principle decisions could be achieved without need for expensive and long processes. Time limits should be included to indicate periods for consideration and consultation. Consideration should not be delayed.</i>
<i>I wonder what steps can be taken to ensure the process is dealt with in a timely manner and avoids lengthy bureaucratic delays.</i>

## Concerns / suggestions around 4) Commissioning and funding

<i>Regard should be given to the availability of funds to comply with application process. People who donate to commissioning of a memorial should not be expected to meet what could be expensive costs for a bureaucratic process. [...] Time and cost to applicants</i>
<i>Also, please ensure the funding is secure and unlikely to be withdrawn due to financial or economic difficulties.</i>
<i>It is not clear how the commuted sum will be calculated, nor whether the money for maintenance will be ring fenced.</i>

## Other suggestion / concerns around proposed application process

<i>Nothing wrong with encouraging individuals to donate memorials to their loved ones (e.g. park benches etc).</i>
<i>leave it as it is ulterior motives here by india council</i>
<i>As stated above, how the Council will resolve any conflict over removals is not clear. We note that the wider community of Southampton is mentioned in the Draft there is very little detail except a mention in paragraph 6 of the section on Governance.</i>



# Proposed approach to governance of the draft Memorials Policy



## The questionnaire outlined the following proposed approach to governance of the Draft Memorials Policy:

Section Six proposes the approach to governance for the draft Memorials Policy on Council land.

It is proposed that this policy will be governed by the formation of a new Public Spaces Panel that will meet twice annually.

The panel will comprise councillors, relevant officers and specialists, community representatives and young people. It will involve a recruitment and selection process to form the Panel which will retain equity, diversity and inclusion at the heart of decision-making.

The process will involve consultation with relevant departments on a case-by-case basis and their expertise shared with the panel, such as Culture, Heritage, Planning and Highways, Parks, Stronger Communities.

The panel's objective is to receive and review proposals for memorials against agreed criteria before circulating for wider public engagement and consultation. Feedback from public engagement and consultation will then inform the Panel's final recommendations to Cabinet for decision-making.

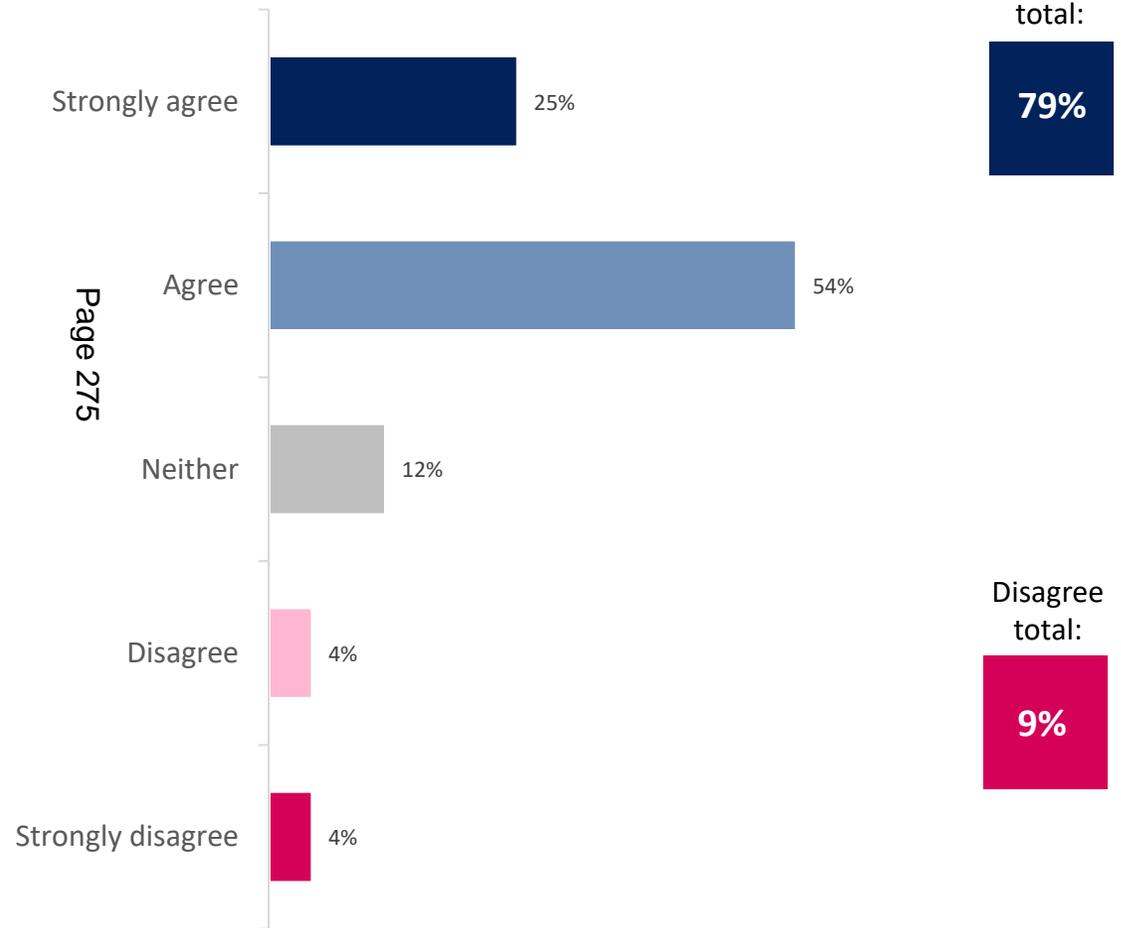
In the course, it is anticipated that Public Art proposals may also be considered via this route, to ensure a joined up and consistent approach so that the people of Southampton have a say in shaping the look, feel and experience of their city.



# Proposed approach to governance of the draft Memorials Policy

**Question:** To what extent do you agree or disagree with the proposed approach for governance for memorial proposals on Council land?

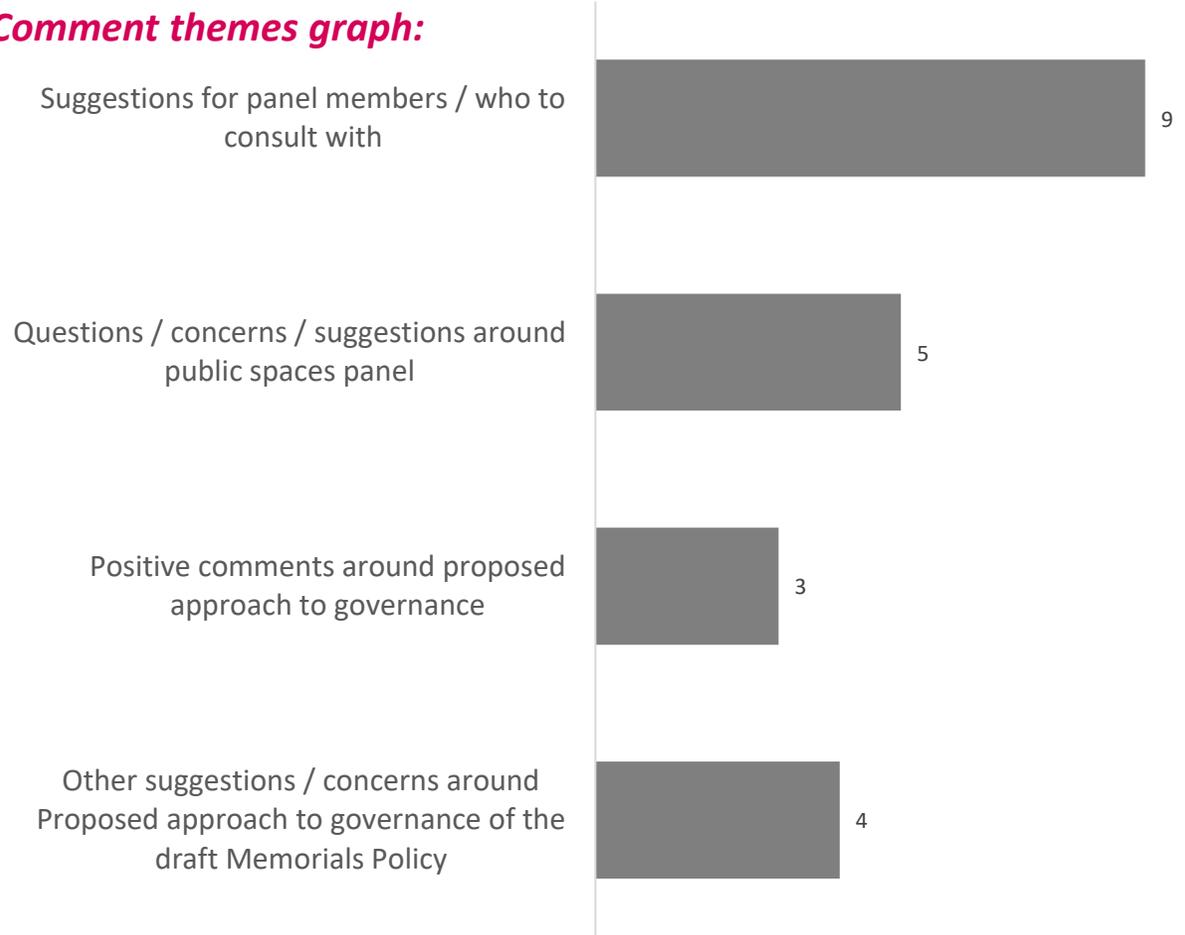
**Overall:**



Base respondents: 67

**Respondents were given the opportunity to comment on any impacts suggestions or alternatives on this priority. Any emailed or letter responses have also been considered alongside questionnaire responses.**

**Comment themes graph:**



This graph is presented in respondent count rather than percentage.



# Proposed approach to governance – free text responses.

The following tables outline all the unique points and suggestions given for this priority.

## Suggestions for panel members / who to consult with

Also important that there are knowledgeable specialists on the panel eg from conservation and heritage.

I think local community groups affected by a new 'memorial' should be consulted and have the opportunity to input additional local knowledge for consideration.

People of different ages - not just 'young people' should be eligible for this governance.

particularly to include the views of young people.

As long as the public, especially the younger contingent, are listened to then no concerns.

The panel must contain an age range of residents and not just be targeted at the younger generation.

No historians on your list, but children that have been manipulated to your choice

We absolutely agree that there should be "lay representatives" on the Public Spaces Panel. We agree that they should reflect a balance of Southampton's communities. However, it is imperative that they should include some of the many organisations who have an in depth knowledge of the city's heritage and history.

Why will the panel include just "young people" from the community". To be fair it needs to include both young and old in an equal number to maintain fairness and ensure the opinions of the whole community are considered. Stopping the older element of our society from having their fair say just promotes the comment I made in an earlier dialogue box around not allowing the political view of the day to cloud our history.

## Questions / concerns / suggestions around public spaces panel

How will the panel be recruited?

It was not clear who would make up the committee. If the committee is made up of halfwits and wokerati, then we might as well have no policy at all. It might be better to have a regular referendum so that residents can decide for themselves. If it were held concurrently with council elections etc, the cost would be negligible.

All reasons on 'selection' are quite ridiculous. Just get on with it!

The Policy places the responsibility for approval on the Public Spaces Panel. The Policy should make clear that the Panel should also decide on any future decommissioning of a memorial or a proposal to let it fall into disrepair. Additionally, the policy fails to make departmental accountabilities clear in bringing forward and actioning the decisions of the panel. There should be a designated lead department or officer.

if it only meets twice a year it could mean delays to getting things done. I have no idea how many applications per year there might be but some flexibility to keep the process smooth and timely would be helpful [...] still not clear about role/reach of Southampton Forward with regard to heritage and culture.

## Positive comments around proposed approach to governance

It is an excellent idea to have a panel to consider memorials in Southampton, [...] I'm pleased that there will be a panel of people to discuss and make suggestions about memorials in Southampton.

Strongly welcome more citizen engagement in "co-creating public spaces" – have long advocated this approach in much of the council's work. A diverse Public Spaces Panel is a good idea – particularly community and young people's representation [...] Welcome joined up approach for public art and memorials/monuments and to see some joined up thinking with other groups –

Makes sense now there is no Public Arts officer and is important to bring in all relevant parts of the Council in any decision - maybe also link to the Design panel [...] I welcome some governance around this and in particular consideration of future maintenance so can ensure memorials we have add to the experience of both residents and visitors. Effective approaches can help highlight the city's rich history.

## Other suggestions / concerns around Proposed approach to governance of the draft Memorials Policy

As usual, in danger of being far too bureaucratic. All this waffle alone is off-putting (notwithstanding that the matter must be properly controlled etc).

I don't understand why we need a consistent look for the whole of the city. Different areas have different history's and cultures so surely our public art should reflect the diversity of the city rather than being some corporate image imposed by the Council

If this is an additional panel this will cost money that SCC and the residents do not have. Now is not the time.

My own position is that it is always better to explain, nuance, 'historicize' existing memorials if possible -- this ensures community buy-in, education, removal of false or simplified versions of the past. There may come times when violence against memorials does take place; that action will often result from a prior failure by authorities and communities to reflect on the past adequately and use their imaginations to see how the statue looks from another person's point of view. It is that kind of imagination which must always lie behind any proposal to erect or maintain statues. I have spent a great deal of my professional career at Southampton University teaching about public spectacles, their meaning and their effects.



## Overall draft policy



Have you read the proposed draft policy?

**45%** Yes, all of it

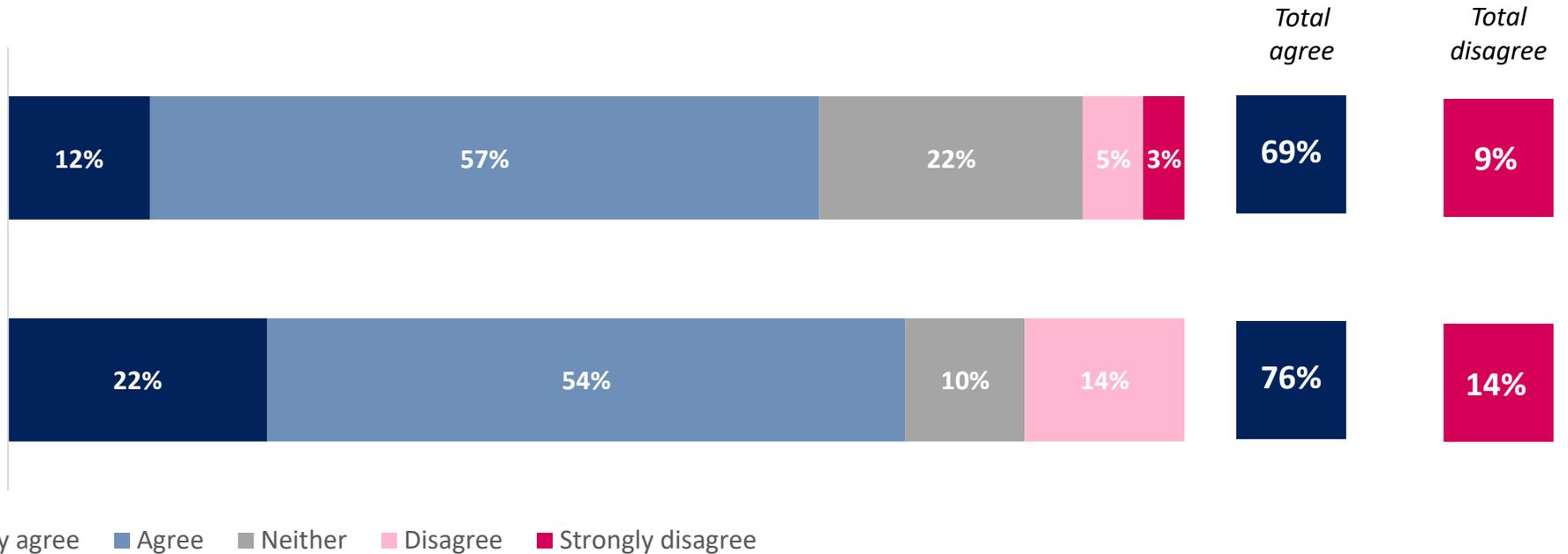
**43%** Yes, some of it

**12%** No

If you have read the proposed policy, to what extent do you agree or disagree with the following statements?

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The draft policy provides sufficient information



■ Strongly agree ■ Agree ■ Neither ■ Disagree ■ Strongly disagree



## Aims of the policy

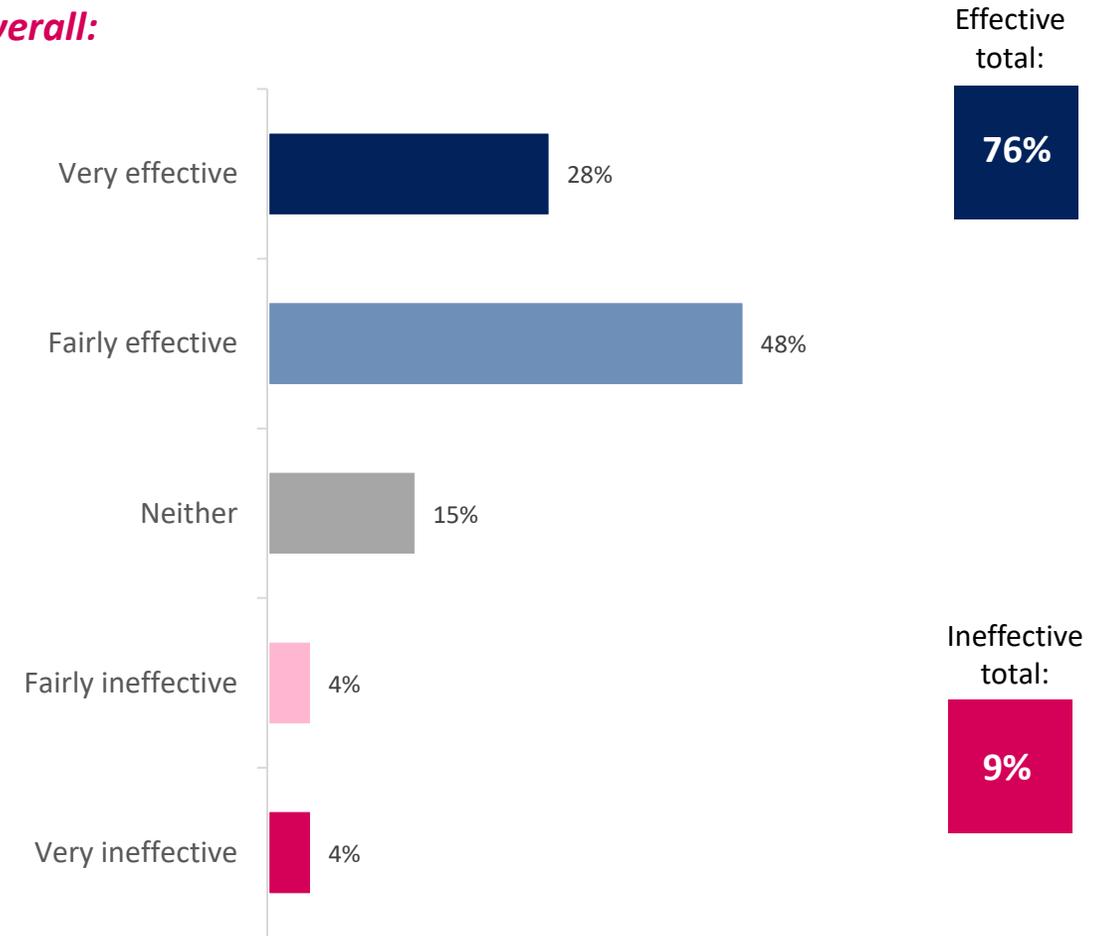
As a reminder, the aims of this policy, and the procedures that accompany it, are for Southampton to have a fair, transparent and systematic approach to making informed decisions:

1. about proposals for new memorials and their long-term management and maintenance;
2. for the proposed removal or replacement of existing memorials and potential additions to provide more contextual interpretation, and;
3. that will enable communities and stakeholders to be involved and engaged in the process of co-creating Southampton's public spaces, to create a greater sense of pride, belonging, identity and shape the look, feel and experience of the city.

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**Question:** Now that you've read and provided feedback on the different sections of the policy, how effective do you feel the draft policy would be in achieving these aims?

### Overall:

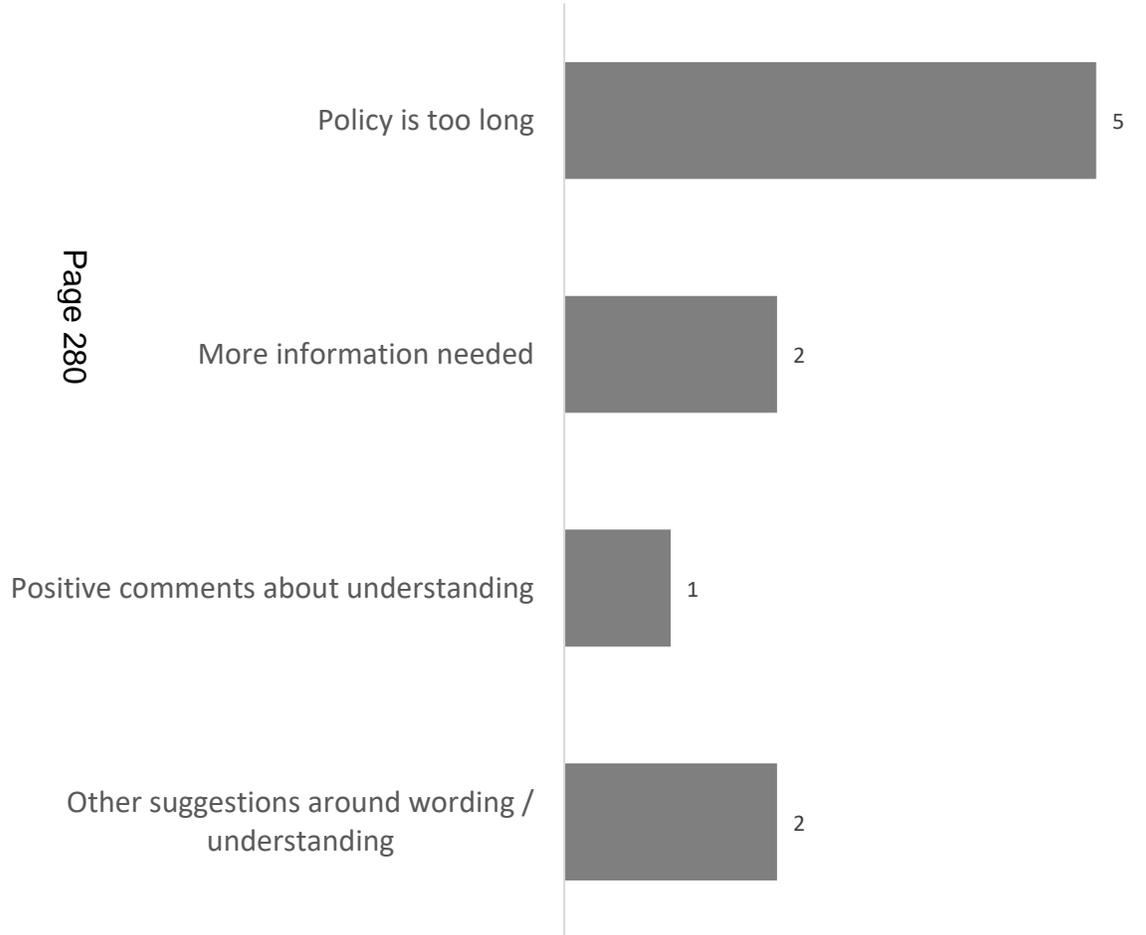


Base respondents: 67



**Question:** If there were parts of the draft policy that you did not understand or you feel need more information, please provide further details:

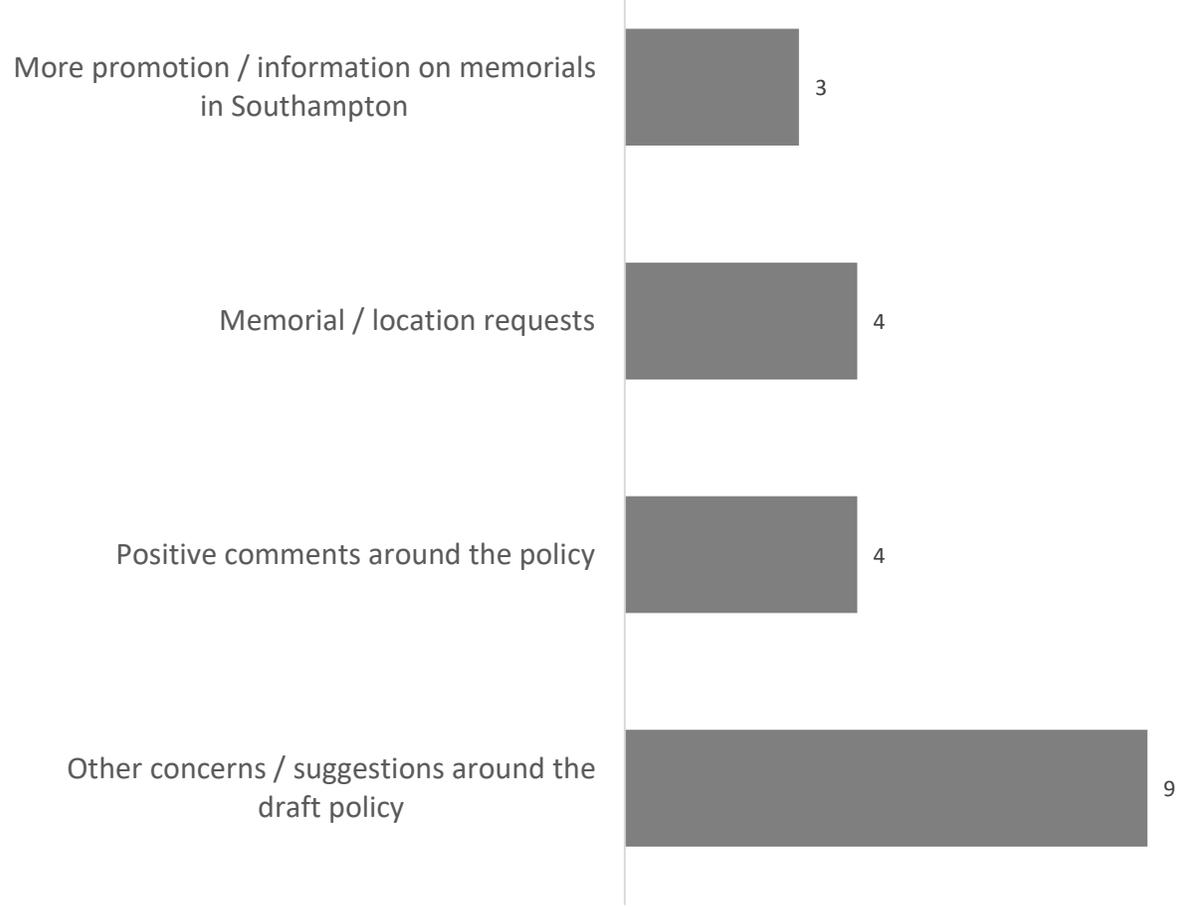
*Comment themes graph:*



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**Overall draft policy comments:**

*Comment themes graph:*



*These graphs are presented in respondent count rather than percentage.*



## The following tables outline all the unique points and suggestions given for this priority.

### Policy is too long

<i>Far too lengthy.</i>
<i>It was rather long</i>
<i>The draft policy id far too long-winded. It needs to be made much clearer, I am reasonably intelligent and educated but I became bored halfway through!</i>
<i>Too corporate and long</i>
<i>The policy can and should be far more simplistic! Currently a lot of 'whaffle' probably by persons being paid too much and the council once again wasting money.</i>

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### More information needed

<i>Might be useful to have some Appendices for the following: Designing in context and benefit for works being carried out in association with architects and landscape architects could be valuable; Some detail on costs for maintenance, ie how commuted sum is calculated length of time included in the Commuted sum and if costs estimates can be obtained from the Council to assist in decision making.</i>
<i>Before proceeding further, we just want to check back on if the practice SCC applied in our own in process project's case, of SCC itself helping identify the site for our OCHD with Council of Southampton Gurdwara's support, project, on if such helpful guidance from SCC officers and technical team members, will be available to new proposed projects [after the policy is approved and enacted]? If so, at what stage in the application process?</i>

### Positive comments about understanding

*In our view the Policy is pretty clear about "proposals and long term maintenance".*

### Other suggestions around wording / understanding

- On page 5 it is mentioned that other bodies have erected monuments including Friends of Town Quay Park. In fact the two memorials in TQP were erected by Far East Prisoners of Way (FEPOW) and the Basque children's group so this would need adjusting in the final version to be completely accurate. TQP was the happy recipient of these lovely memorials.*
- On page 18 there is reference to para 5.95 of the City Centre Action Plan and the need to protect the heritage assets. In its response to the City Vision last December Old Town Community Forum said 9.62 We welcome this specific reference to Town Quay Park; however, it would be better to have a stronger statement i.e. It is not a development site and cannot be built on. It may be some alternative wording is needed in the memorials policy to protect both our interests – ours to ensure the park remains a green space and is not built on and yours that the heritage assets are protected (but not built alongside?) Happy to discuss this latter point if that would be helpful.*

*Before these though we feel that it could be most important to make an adjustment to the subject described, and that for clarity to include the words 'and other forms of commemoration' between the words 'Memorial' and 'Proposals' in the section title – thus to read 'Memorial and other Forms of Commemoration Proposals.' 4.4 below re the Blue Plaque Scheme makes this inclusion in the section wording rightly and necessarily essential. [...] 1. 'All prospective proposals for a memorial must have a clear and well defined historical and conceptual relationship with the proposed location and the city of Southampton' – RESPONSE: it will be important to include example definitions of 'well defined,' 'historical,' and 'conceptual,' at this point in the policy.*

*2. 'Proposals where there is no, or limited, relationship between the subject and location will not be acceptable and a strong case will need to be made for exceptions' – RESPONSE: examples of a strong case made for exceptions is essential to provide to give potential 'strong case' project proposals clarity on what type of 'arguing for on the basis of examples' information and grounds they need to provide. 'Evidence of the exploration of alternative or more appropriate sites will need to be shown' – in our own in process for 2-3 years prior to creation of the policy case, SCC itself advised the location for our project's statue. This means that on the basis of the requirement/direction given in these words that SCC had considered its advised choice of location for our project's statue must have been made under and met the strong connection of the subject to location criteria: we understood that in our case other considerations led to SCC advising the location for the monument*

*Other: Re 'This policy should also encourage a more equitable distribution of new memorials throughout Southampton to ensure that the whole city feels it is part of the story and avoids the focus and saturation of the city centre.' – RESPONSE: again, the point made above regarding 'and other Forms of Commemoration Proposals' is particularly important. In this the core educational/information for local residents and visitors factor is particularly important.*



# Overall potential impacts – free text responses.

The following tables outline all the unique points and suggestions given for this priority.

## Other concerns / suggestions around draft policy

Are those of us who live in new developments not allowed public art? [...] Art cannot be created through centralised planning, art is spontaneous and random. Public art is often the result of a crazed obsession by one or two individuals to get something memorialised and that is part of its attraction. A centralised, corporate vision of public art just leads to endless bland meaningless pieces that connect with no one. And please no more Spitfires!

just an excuse to get rid of our white british history to satisfy LQbabc tats [...] will kill white history

Nothing should be done that costs council tax payers money. The Council has no money and residents cannot afford a tax hike. [...] Too expensive. SCC and residents do not have the money. Not the right time to be doing this just concentrate on providing the services that we all need eg street lights all night for safety and grass cutting. [...] Waste of time and money.

I worry that this will lead to the removal of historic memorials and statues. I'd rather you added context and background.

The average resident probably could not care less about any of the monuments except as something to deface.

You have covered yourselves to decide no matter what the public say. Spending money on monuments taken from single women with children and the disabled. A DISGRACE

continually requesting comments I suspect the powers that be are try to put off any comments/criticism

The proposals refer to memorials on land owned by SCC. I do not have any specific comments regarding our city's memorials, except to say they enhance our city.

We hope and request that the [...] feedback points on the final state approved, and soon to be voted on, draft policy will be of assistance for all new potential public monuments establishment proposed projects once the policy is formally approved by the Council. Some of these points are technical clarifications in nature ones, but we rightly commence with making a fundamental observation on study of the document you have kindly asked us to review – namely the following question. The policy document does not include at all -- or at least in our view on study of its details – not clearly answer the question ‘why is such a policy needed’? There is of course a very understandable practical day to day answer to this question. [...] simply that public monuments proposals have been made for a very long time, involve many different technical and legal complying dimensions, and as such instituting a policy to bring all of the latter together for new proposed statues/plaques, etc. will provide a valuable practical service to the projects proposers, SCC itself, and various relevant interested parties. This could be described as the core functional purpose of the policy proposed, and as such of central importance to different departments of SCC in the smooth running of the work area remits they oversee. I am sure you would agree that this is an accurate assessment of the direct SCC need for the creation of the policy. However, public monuments (statues/plaques, etc.) have a unique special significance and purpose that simple planning applications compliance considerations do not have. Namely, they relate to reminding of some story of major significance and importance at social, local community, and even visitors from outside the given location/city/village, etc. these have – namely they have [depending on the subject of the given project] a major awareness-raising, personal reflection on a given subject of value and importance, educational and information provision purpose of a significant, or perceived significant kind. [...] Roughly speaking the in process [...], with total support from the Council of Southampton Gurdwaras, project is a ‘20%’ statue, ‘80%’ educational resources creation and strategic dissemination to multiple key relevant audiences (from schools and colleges and universities, to SCC councillors and senior to frontline officers, to visitors to Southampton, and to members of the three Armed Forces) one. It could be that not a few new project proposals that are submitted after the new policy is instituted have a similar level of importance regarding educational resources creation and subsequent key audiences for these dissemination. We therefore strongly advise that the policy include reference to this key matter of public monuments/plaques educational purpose. We also suggest that SCC consider that these include potential online and ‘on the ground’ learning/educational trails as a feature of this crucially important education and learning purpose. [...] Therefore the new policy should include what relevant public monuments/statues/plaques already exist and how these can connect to new project ones so that the former too are ‘discovered’ and become better known – there is a clearly exciting an important given thematic based public monuments and plaques ‘history trail’ across the city potential in this.

## Positive comments around the policy

Seems a really practical way forward to manage Council resources, whilst not inhibiting truly worthy projects.

It is a good thing that you are doing this, and the effort involved will certainly enable a diverse community to move forward provided everyone on the decision-making body is fair-minded and attentive to the wider health of the community -- it is always a hard thing to do and the course of history means that some things will be got wrong -- but the intention and the effort are signs of health in themselves.

We are broadly supportive of the policy with one or two caveats.

I strongly approve all the proposals and suggestions in this document.



### Equality and Safety Impact Assessment

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 proposals and consider mitigating action.

<b>Name or Brief Description of Proposal</b>	Memorials Policy
<b>Brief Service Profile (including number of customers)</b>	
<p><u>Drivers for Memorials Policy</u></p> <p>This policy has been developed in response to:</p> <ul style="list-style-type: none"> <li>(1) a recognition of the value and impact that Memorials, other forms of commemoration and public space interventions can have on a sense of place, identity, belonging and understanding</li> <li>(2) the rising number of requests to different parts of the Council for monuments, memorials, public art and other markers</li> <li>(3) the government’s 2021 legislative requirement that historic monuments should be <i>‘retained and explained’</i></li> <li>(4) the Council’s Full Council Motion in March 2021 that committed to <i>‘never arbitrarily extract or displace any monument, memorial or statue and to subject the decision to appropriate levels of resident consultation’</i></li> </ul> <p><u>Context</u></p> <p>Southampton is culturally diverse with a long history of welcoming people to the city and linking Britain to the rest of the world.</p>	

The city is host to over 260 memorials erected over the last 200 years. They are dedicated to individuals, groups of people, organisations, events or themes that connect to parts of the city and some of its stories.

Many of the more prominent memorials relate to high profile figures, however many of those erected in the 20<sup>th</sup> century commemorate groups of people killed in various conflicts and the sinking of the Titanic. Most have been funded through private philanthropy, public subscription, gifts and bequests.

This means there is a geographical, historical, social and cultural imbalance. Many of Southampton's diverse stories are invisible to residents and visitors, and the complexity of those stories largely under-appreciated and understood. This is crucially important in a city that seeks to ensure that it is reflective and representative of its communities.

A joined-up approach to thinking about all such interventions in public spaces is increasingly important – to help tell the story of the city that has meaning for our communities; support the creation of an attractive and engaging landscape; enable better geographical and cultural distribution of such proposals; and consider the financial implications of installing, maintaining and sustaining these assets on behalf of the public.

#### Demographics

The 2021 Census showed that of a population of 249K which had grown by 5.1%:

- 68.1% of the population describe themselves as White British, while the number of people born outside the UK has grown by 44.3%
- Young people aged 5-14yrs has increased by 20.9%, and by 13.7% for people aged 65-84yrs
- 27.4% of households do not have access to a car or van
- 17.7% of residents are disabled under the Equality Act
- 86.8% of residents over 16yrs described themselves as heterosexual; 1.99% over 16yrs gay or lesbian and 0.58% identified as pansexual, asexual, queer or all other sexual orientations

Source: [census-2021-results-may-2023\\_tcm71-463055.pdf](#)

#### **Summary of Impact and Issues**

- Southampton is one of most diverse cities on the South coast. However, the people involved in making decisions about our cultural provision and activities and those who work in the cultural sector, are not necessarily representative of people from different age, ethnic, ability or socio-economic backgrounds.
- There is a concentration of cultural assets within the city centre but when overlaid with population distributions and indices of need, there are gaps in provision for some of our most deprived, and communities outside the city centre.
- Mobility is a challenge for some communities, meaning access to centralised activity can be less affordable, harder to travel to and opportunities can be missed.
- There are significant health and wellbeing issues experienced by residents in the city, and the benefits of taking part in positive cultural activities are not being accessed by many residents due to a number of obstacles.

- There has been underinvestment in and underappreciation of Southampton's tangible and intangible heritage, meaning that some of our assets are in a poor state, and Southampton's complex history is not widely understood.
- There are opportunities to capitalise on and grow our visitor economy, locally, regionally and internationally, and culture is a means by which to capitalise on this.

### Potential Positive Impacts

The aim of this policy, and the procedures that accompany it, is for Southampton to have a fair, transparent and systematic approach to making informed decisions:

- (1) about proposals for new memorials and their long-term management and maintenance
- (2) for the proposed removal or replacement of existing memorials and potential additions to provide more contextual interpretation
- (3) that will enable communities and stakeholders to be involved and engaged in the process of co-creating Southampton's public spaces to create a greater sense of pride, belonging, identity and shape the look, feel and experience of the city

This will be achieved by establishing:

#### 1. Clear Governance processes:

- Policy will be governed by the formation of a new Public Spaces Panel that will meet twice annually.
- Panel will comprise councillors, relevant officers and specialists, community representatives and young people following a recruitment and selection process -retaining equity, diversity and inclusion at the heart of decision-making.
- Panel will receive and review proposals for memorials against agreed criteria before circulating for wider public engagement and consultation.
- Feedback from public engagement and consultation will then inform the Panel's final recommendations to Cabinet for decision-making.

#### 2. Clear and transparent criteria:

- Defined **connection to Southampton** and better distribution of new memorials across the city
- Consideration of **equity, inclusion and diversity** in proposals including socio-economic background, disability, ethnicity, age, sexuality, gender and religion
- Clear **rationale for the physical manifestation** of the proposed approach e.g. statue, plaque or planting and its location/ setting
- Expectation that **no memorials will be installed before 10 years** unless in exceptional circumstances
- Focus on the **quality of materials, design, setting and commissioning** of works
- Securing **all relevant formal consents** e.g. planning, buildings, infrastructure, archaeological and environmental impacts
- Assurance on all **management, maintenance and legacy** issues to mitigate the impact on residents and taxpayers

#### 3. Clear and transparent application process:

<ul style="list-style-type: none"> <li>• Early opportunity to discuss proposals and direct enquires to a new email address</li> <li>• Outline the assessment and decision-making process</li> <li>• Summary of the permissions and consents required before any approvals/decisions can be made</li> <li>• Expectations around commissioning and funding, particularly with regard to H&amp;S, insurance, liabilities and funding</li> <li>• Expectations around decommissioning, removal or relocation of memorials</li> </ul>	
<b>Responsible Head of Service</b>	Carolyn Abel, Head of Culture & Tourism
<b>Date</b>	21.11.23
<b>Approved by Senior Manager</b>	Adam Wilkinson, Executive Director, Place
<b>Date</b>	21.11.23

### Potential Impact

<b>Impact Assessment</b>	<b>Details of Impact</b>	<b>Possible Solutions &amp; Mitigating Actions</b>
<b>Age</b>	<p><b>Children and Young People</b> Perspectives on existing and proposed memorials impacted because of implied or explicit obstacles experienced by children and young people</p> <p><b>Older people</b> Perspectives on existing and proposed memorials impacted because of implied or explicit obstacles experienced by older people</p>	<p><b>Children and Young People</b> EDI principle at heart of decision-making including representation; align to Child Friendly plans e.g. involvement in process for assessing and recommending proposals; invited to work with prospective applicants; interpretation of existing/ new memorials; encouraged to develop own proposals</p> <p><b>Older people</b> EDI principle at heart of decision-making including representation e.g. involvement in process for assessing and recommending proposals; invited to work with prospective applicants; interpretation of existing/new memorials; encouraged to develop own proposals</p>
<b>Disability</b>	Perspectives on existing and proposed memorials impacted because of implied or explicit	EDI principle at heart of decision-making including representation e.g.

<b>Impact Assessment</b>	<b>Details of Impact</b>	<b>Possible Solutions &amp; Mitigating Actions</b>
	obstacles experienced by people with disabilities	involvement in process for assessing and recommending proposals; invited to work with prospective applicants; interpretation of existing/new memorials; encouraged to develop own proposals
<b>Gender Reassignment</b>	Perspectives on existing and proposed memorials impacted because of implied or explicit obstacles experienced by people who have undergone, are undergoing gender reassignment	EDI principle at heart of decision-making including representation e.g. involvement in process for assessing and recommending proposals; invited to work with prospective applicants; interpretation of existing/new memorials; encouraged to develop own proposals
<b>Marriage and Civil Partnership</b>	Perspectives on existing and proposed memorials impacted because of implied or explicit obstacles experienced by people in marriage/ civil partnerships	EDI principle at heart of decision-making including representation e.g. involvement in process for assessing and recommending proposals; invited to work with prospective applicants; interpretation of existing/new memorials; encouraged to develop own proposals
<b>Pregnancy and Maternity</b>	Perspectives on existing and proposed memorials impacted because of implied or explicit obstacles experienced by people experiencing pregnancy or maternity	EDI principle at heart of decision-making including representation e.g. involvement in process for assessing and recommending proposals; invited to work with prospective applicants; interpretation of existing/new memorials; encouraged to develop own proposals
<b>Race</b>	Perspectives on existing and proposed memorials impacted because of implied or explicit obstacles experienced by people from a range of ethnicities and cultural backgrounds	EDI principle at heart of decision-making including representation e.g. involvement in process for assessing and recommending proposals; invited to work with prospective applicants; interpretation of existing/new memorials; encouraged to develop own proposals

<b>Impact Assessment</b>	<b>Details of Impact</b>	<b>Possible Solutions &amp; Mitigating Actions</b>
<b>Religion or Belief</b>	Perspectives on existing and proposed memorials impacted because of implied or explicit obstacles experienced by people with religious or other belief systems	EDI principle at heart of decision-making including representation e.g. involvement in process for assessing and recommending proposals; invited to work with prospective applicants; interpretation of existing/new memorials; encouraged to develop own proposals
<b>Sex</b>	Perspectives on existing and proposed memorials impacted because of implied or explicit obstacles experienced because of implied or explicit gender bias	EDI principle at heart of decision-making including representation e.g. involvement in process for assessing and recommending proposals; invited to work with prospective applicants; interpretation of existing/new memorials; encouraged to develop own proposals
<b>Sexual Orientation</b>	Perspectives on existing and proposed memorials impacted because of implied or explicit obstacles experienced by people with a range of sexual orientations	EDI principle at heart of decision-making including representation e.g. involvement in process for assessing and recommending proposals; invited to work with prospective applicants; interpretation of existing/new memorials; encouraged to develop own proposals
<b>Community Safety</b>	Perspectives on existing and proposed memorials impacted because of implied or explicit obstacles experienced by people experiencing serious and violent crime, and wider public safety	EDI principle at heart of decision-making including representation e.g. provide opportunities for involvement in assessing and recommending proposals; interpretation of existing/ new memorials; creating safe public realm
<b>Poverty</b>	Perspectives on existing and proposed memorials impacted because of implied or explicit obstacles experienced by people experiencing deprivation and disadvantage	EDI principle at heart of decision-making including representation e.g. involvement in process for assessing and recommending proposals; invited to work with prospective applicants; interpretation of existing/new memorials

<b>Impact Assessment</b>	<b>Details of Impact</b>	<b>Possible Solutions &amp; Mitigating Actions</b>
<b>Health &amp; Wellbeing</b>	Perspectives on existing and proposed memorials impacted because of implied or explicit obstacles experienced by people experiencing health & wellbeing issues	EDI principle at heart of decision-making including representation e.g. involvement in process for assessing and recommending proposals; invited to work with prospective applicants; interpretation of existing/new memorials; encouraged to develop proposals; social prescribing opportunities e.g. walking trails
<b>Other Significant Impacts</b>	N/A	N/A

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<b>DECISION-MAKER:</b>	<b>CABINET</b>
<b>SUBJECT:</b>	<b>Dissolution to Terminate PSP Southampton LLP</b>
<b>DATE OF DECISION:</b>	<b>19 December 2023</b>
<b>REPORT OF:</b>	<b>COUNCILLOR BOGLE CABINET MEMBER FOR ECONOMIC DEVELOPMENT</b>

<b><u>CONTACT DETAILS</u></b>			
<b>AUTHOR:</b>	<b>Title</b>	Head of Economic Development & Regeneration	
	<b>Name:</b>	Nawaz Khan	Tel: 023 80
	<b>E-mail:</b>	<a href="mailto:Nawaz.Khan@southampton.gov.uk">Nawaz.Khan@southampton.gov.uk</a>	
<b>Director</b>	<b>Title</b>	Executive Director, Place	
	<b>Name:</b>	Adam Wilkinson	Tel: 023 80
	<b>E-mail:</b>	<a href="mailto:Adam.Wilkinson@southampton.gov.uk">Adam.Wilkinson@southampton.gov.uk</a>	

<b>STATEMENT OF CONFIDENTIALITY</b>	
None	
<b>BRIEF SUMMARY</b>	
<p>The PSP Southampton Limited Liability Partnership (LLP) was incorporated in August 2014, after a Cabinet approval that July, to form a joint venture (JV) solely controlled by Southampton City Council (SCC) and PSP Facilitating Limited (<b>PSPF</b>).</p>	
<p>PSPF was merged with another company under common ownership in 2022 and since then there has been a shift in strategic approach and a decision by management to move away from the LLP model. As a result, PSPF is working to dissolve the LLPs in which it has an interest, in an orderly and professional way.</p>	
<p>In July 2023 a formal letter was presented to the Council to provide a Notice of Dissolution, in accordance with clause 13 of the original Members' (Partnership). PSP Southampton LLP has not actively traded since 2020/21.</p>	
<p>Following discussions between PSPF's management and the Head of Economic Development &amp; Regeneration, the parties have agreed to recommend the dissolution of the LLP.</p>	
<p>On the advice of the Director of Governance, Legal and HR, an approval is required from Cabinet to agree to the winding up of this partnership and a delegated authority to be provided to the Executive Director of Place to confirm the Council's agreement with Companies House for the partnership to be stuck-off.</p>	
<b>RECOMMENDATIONS:</b>	
	<p>(i) It is recommended that Cabinet approve the dissolution to terminate PSP Southampton Limited Liability Partnership by PSPF.</p>
	<p>(ii) Cabinet agrees a delegated authority to be provided to the Executive Director of Place, to sanction the administrative actions, through</p>

	PSPF and Companies House required to strike-off the partnership and in the closure of the company accounts.
<b>REASONS FOR REPORT RECOMMENDATIONS</b>	
1.	PSP Southampton LLP has not actively traded since 2020/21 and is now defunct, aside of a final financial settlement. The partnership is no longer valid as a joint venture.
2.	If the LLP is not struck-off, then SCC will unnecessarily incur the additional administrative costs, including audit, tax, or companies house fees, for an additional year of compliance. In addition, SCC may well be liable to administer the LLP to ensure compliance, incurring further costs. In this instance it is likely that the residual profits and reserves will be needed to administer the LLP and fund the filing of accounts in 2023/24.
<b>ALTERNATIVE OPTIONS CONSIDERED AND REJECTED</b>	
3.	Sustain the LLP to enable further regeneration and development projects to come forward. This option has been rejected as PSPF was merged with another company under common ownership in 2022 and since then there has been a shift in strategy, away from the LLP model.
4.	Reconstitute the LLP with another partner. The process of reconstituting the LLP with another partner is a complex one in legal and administrative terms. If SCC determines to develop a new relationship with another strategic property partner, then the process of establishing a new JV entity will be simpler and more cost effective.
<b>DETAIL (Including consultation carried out)</b>	
5.	The Cabinet Member for Economic Development was consulted on the 24 November 2023, through a Cabinet Member Briefing and a paper provided with all the relevant background detail.
6.	Consultation is ongoing with PSPF on SCC's approvals process. Since the partnership has not brought forward any projects since 2020, officers do not believe there are any creditors of the partnership who need to be informed of the winding up, nor are there any contracts which need to be novated to either PSP Facilitating Limited or the Council.
7.	PSPF previously worked with English local authorities via such JV vehicles, to assist them in creating and protecting value from their land and property assets, through viable development and regeneration projects.
8.	The LLP provided an opportunity to facilitate development and regeneration projects, making use of private sector funding, additional resources, and skills. However, it was determined and agreed that the LLP was unable to bring forward financially viable proposals.
9.	The PSP LLP model was based on a 50:50 share of net development returns between the public and private sector partners.
10.	Through this model, PSP has provided expertise and has administered the legal entities, whilst sharing the financing risk on approved projects. The bulk of projects involve delivering best value from the disposal of local authority assets, although other asset management and development projects were delivered.

11.	It was anticipated that the partnership might be able to respond more quickly to market opportunities and drive greater value, however the PSPF struggled to unlock some complex schemes, including on Drivers Wharf, Northam and a high street site.
12.	If the LLP administration is addressed before the 31 December 2023, it is possible to avoid incurring any additional audit, tax, or companies house fees for an additional year of compliance.
13.	The following process is proposed to strike-off the partnership: <ul style="list-style-type: none"> <li>• PSPF shall ensure that the VAT registration shall be ended.</li> <li>• The bank account will be closed.</li> <li>• PSPF will prepare and submit a final tax return to HMRC.</li> </ul>
14.	A written resolution of the Partnership is passed to approve the dissolution of the entity. The Notice of Dissolution, if signed by both parties, serves that purpose. PSPF will then file online a LLDS01 form with Companies' House to request the strike-off and the Executive Director of Place will be required to provide confirmation.
<b>RESOURCE IMPLICATIONS</b>	
<b><u>Capital/Revenue</u></b>	
15.	The partners are now proposing to progress the dissolution of this Limited Liability Partnership. The PSP Southampton LLP currently has just under £9,898 of net assets comprising cash, reflecting the previous payments of profit distribution from past project completions. Of this, £8,073 is due to the City Council and the balance due to PSPF.
16.	Further to the end of the most recent financial year (31 March 2023), PSPF will procure and file the final corporation tax return for the LLP to avoid incurring any additional audit, tax, or Companies House fees for an additional year of compliance. If the LLP is not terminated, then SCC might be liable for these costs in the next financial year.
<b><u>Property/Other</u></b>	
17.	PSP Southampton LLP hasn't actively traded since the disposal of a site at Drivers Wharf was completed. Prior to that, the LLP worked on a limited number of sites including on the High Street and at Coopers Wharf.
18.	It was determined and agreed that the LLP was unable to bring forward financially viable proposals for Scholars Arms and did not have the resource capacity to take forward proposals on the Drivers Wharf site.
19.	As the partnership is now defunct and has not brought forward any projects since 2020 when SCC reacquired the Drivers Wharf site.
20.	No assets are currently held or options to grant development sites to the LLP agreed.
<b>LEGAL IMPLICATIONS</b>	
<b><u>Statutory power to undertake proposals in the report:</u></b>	
21.	S.1 Localism Act 2011 (General Power of Competence) and
<b><u>Other Legal Implications:</u></b>	

22.	Under Companies Legislation a n LLP may be 'struck off' the Companies Register if it is solvent, has not traded within the last 3 months, is not threatened with liquidation and has no outstanding debt management Agreements (eg Company Voluntary Arrangements) with any creditors.
23.	Copies of all company records and business documentation is required to be retained for a period of 7 years after the company is successfully struck off and closed down with HMRC etc.
<b>RISK MANAGEMENT IMPLICATIONS</b>	
24.	Both financial and resource risks arise in needing to self-administer the LLP for another financial year.
25.	The formal, managed proposal from PSPF mitigates most risks and as such this proposed approach, as described in the Notice of Dissolution, to formally strike off the LLP, is recommended.
<b>POLICY FRAMEWORK IMPLICATIONS</b>	
26.	The proposals are in accordance with / do not conflict with any element of the Council's approved Policy Framework.

<b>KEY DECISION?</b>	<b>No</b>
<b>WARDS/COMMUNITIES AFFECTED:</b>	None
<u>SUPPORTING DOCUMENTATION</u>	
<b>Appendices</b>	
1.	None.

**Documents In Members' Rooms**

1.	None.
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**Equality Impact Assessment**

<b>Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.</b>	<b>No</b>
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**Data Protection Impact Assessment**

<b>Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out.</b>	<b>No</b>
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**Other Background Documents**

**Other Background documents available for inspection at:**

Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)
1. None	
2.	