

# **SOUTHAMPTON CITY COUNCIL**

# **OVERVIEW & SCRUTINY**

# **ANNUAL REPORT 2015/16**



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# Chair's Introduction

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## **Councillor Fitzhenry Chair of the Overview & Scrutiny Management Committee – (OSMC) 2015/16**

2015/16 saw the first full year of the Children and Families Scrutiny Panel. The Panel meets bi-monthly ensuring regular and rigorous scrutiny of services for children and families in Southampton.

Following an invaluable training session with the Centre for Public Scrutiny in June 2015 the Panel has sought to develop members understanding and oversight of children's safeguarding performance, with key indicators scrutinised at every meeting. This has enabled the Panel to identify key areas of risk. Agenda items have included learning from serious case reviews, child sexual exploitation and outcomes for care leavers. In addition the Panel has begun to re-establish relationships between schools, colleges and elected members with discussions on school standards and Post 16 education and training in Southampton. I look forward to this continuing and strengthening in 2016/17.

The Health Overview and Scrutiny Panel (HOSP) has been extremely active in 2015/16. As well as ensuring regular oversight of pressure points within the health system, including Emergency Department performance and delayed transfers of care, the Panel has scrutinised a number of high profile issues impacting on Southampton. This included the decision of the Clinical Commissioning Group to close the Bitterne Walk-In Service and the independent review of deaths of people with a learning disability or mental health problem in contact with Southern Health NHS Foundation Trust. Monitoring the impact and progress on these items will continue to be a focus in 2016/17.

The Scrutiny Inquiry Panel approved a final report of the 'Making Southampton Dementia Friendly' Inquiry on 26<sup>th</sup> April 2016. The OSMC recognised the importance of this issue when deciding upon an inquiry topic for 2015/16 and look forward to receiving the report in June and supporting developments that can help accelerate progress towards Southampton becoming a dementia friendly city.

The OSMC has attempted to focus agendas on a number of strategic areas in 2015/16 to enable more detailed scrutiny of the key issues. The Committee identified transformation, estate regeneration, Council finances and the future of the library service as priorities for the year. The proposals for the library service proved particularly contentious and the Cabinet decision related to this item was the only issue called-in by the Committee in 2015/16.

Funding pressures and significant changes to local public services, including devolution proposals, will ensure that the relevance and value of effective scrutiny continues to grow in 2016/17. As identified in the previous annual report, if public scrutiny is to make a meaningful contribution to helping decision makers meet the difficult challenges they face scrutiny members must continue to be willing to question and decision makers must be willing to listen and provide answers.

I am grateful to members of the various scrutiny panels for their hard work and contributions throughout the year. I am also grateful to all the local groups, national organisations and individuals who have attended, made presentations and provided evidence at scrutiny meetings, and to Council officers and Cabinet Members for their attendance.

# The Purpose and Functions of Overview & Scrutiny

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## Decision making context

The Full Council of 48 councillors approves the policy framework which sets out the key policies and programmes for the main services provided by the Council. In February each year Council meets to set the Council Tax for the following year.

The Executive make decisions relating to services provided by the Council, except for those matters which are reserved for decision by the full Council, planning and licensing matters which are dealt with by specialist regulatory panels. The Executive is made up of a Leader, elected by Council, and his or her appointed Cabinet Members.

The Scrutiny function helps to inform the decision making process and improve the way the Council works. They assess what impact the Executive's policies and plans will have on the City and its residents.

Scrutiny is a process for:

- Holding the Executive, chief officers and senior members of staff to account for the discharge of its functions by examining, challenging and, if necessary requesting changes to Executive Decisions made but not yet implemented.
- Scrutinising and reviewing policies and practices within a cross-service remit, assisting in the development of such policies and practices and scrutinising policy outcomes – e.g. the implementation of strategic priorities.
- Reviewing decisions and policies made by the Executive and considering whether they are right for the City.
- Assessing the Council's performance against its planned targets and monitoring critical success factors.
- Reviewing the work of other partnerships and public sector organisations in the City, particularly the Safe City Partnership and health providers and commissioners.
- Championing issues of local concern to residents and contribute to policy development and service improvement.

## Overview & Scrutiny Management Committee (OSMC)

The OSMC is a parent committee that manages the overview and scrutiny process and meets on a monthly basis. The membership of the OSMC is appointed for the municipal year at the Annual Council meeting in May.

There are a number of Scrutiny Panels that support the work of the Executive and the Council as a whole. The Scrutiny Inquiry Panel carries out a work programme of scrutiny inquiries approved by the OSMC. These arrangements allow citizens to have a greater say in Council matters by holding public inquiries into matters of local concern. These member led inquiries lead to reports and recommendations which advise the Executive and the Council as a whole on its policies, budget and service delivery.

In addition the Health Overview and Scrutiny Panel undertakes the statutory scrutiny of health and adult social care agencies in Southampton, and the Children and Families Scrutiny Panel scrutinises services for children and families in the city, including education.

The OSMC also monitors the decisions of the Executive and can 'Call-In' a decision which has been made by the Executive but not yet implemented. This enables them to consider whether the decision is appropriate.

## Councillor Call for Action

Enables all councillors to refer single ward issues, or 'Local Government matters', to the OSMC.

## Scrutiny Panels 2015/16

- Health Overview and Scrutiny Panel
- Children and Families Scrutiny Panel
- Scrutiny Inquiry Panel

# Overview and Scrutiny Management Committee

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**Councillor Fitzhenry**

**Chair of the Overview and Scrutiny Management Committee (OSMC) - 2015/16**

## **Committee Members (April 2016)**

Councillor Moulton (Vice-Chair)

Councillor Fuller

Councillor Furnell

Councillor Galton

Councillor Hannides

Councillor Jordan

Councillor Keogh

Councillor Morrell

Councillor Whitbread

Mrs Urszula Topp, Church Representative

Revd Jeff Williams, Church Representative

## **OSMC Priorities for 2015/16**

Reflecting their importance to the sustainability of the Council and outcomes for the city, the following issues provided the Committee with a sizeable percentage of its agenda items in 2015/16:

**Transformation** - Given the financial challenges facing the Council and the need for fundamental, transformational change across the organisation in both the services it delivers and how it delivers them, oversight of the Council's transformation programme continues to be a priority of the OSMC.

The Committee dedicated meetings to scrutinising the transformation programme and progress in meeting set milestones. It is inevitable, and entirely appropriate, that transformation remains a priority of the OSMC for the foreseeable future.



**Transforming Adult Social Care** – On a number of occasions in 2015/16 the Council Chamber was packed with relatives, staff and carers that attended to discuss decisions impacting on social care services in Southampton. My thanks to all those who spoke passionately on the emotive subjects of the closure of Woodside Lodge and the restructure of day and respite services, and the integration of services for crisis response, rehabilitation, reablement and hospital discharge.

**Southampton Library Service** – Cabinet, at the meeting in August, agreed to cease to provide a Council managed library service from 5 libraries and the mobile library by March 31st 2016 and seek to encourage community led library initiatives in these buildings. In recognition of the level of local interest in this decision the proposals were debated at the August meeting of the OSMC and again, following the decision to Call-in the item, in September 2015.



At the Call-in meeting the OSMC requested that Cabinet reconsider the decision and made a number of recommendations for Cabinet to consider if, at the meeting on 15 September 2015, Cabinet confirm the decision taken in August. As expected Cabinet re-confirmed their original decision however, I am pleased that Cabinet agreed flexibility could be permitted within the timescales for community led initiatives to be established within the libraries should formal arrangements not be in place by 31 March 2016.

**Estate Regeneration** – Disagreements with regards to approaches to regenerate our housing estates provided for lively discussions at various OSMC meetings during the year. The Estate Regeneration programme, and the various policy changes made by the Executive in 2015/16, were regular agenda items and seem likely to remain at the forefront of political debate and scrutiny over the coming years.

### **Holding the Executive to account**

Whilst the Committee has prioritised a few key issues for detailed scrutiny the OSMC has continued to undertake its primary role of holding the Executive to account through scrutinising the Forward Plan of Executive Decisions. To inform the decision making process the Executive were, at the monthly meetings of the OSMC, scrutinised over a number of decisions and policy areas during 2015/16. These included the following:

- Housing in Multiple Occupation Additional Licensing
- Revised Housing in Multiple Occupation Supplementary Planning Document
- Highways Asset Management Plan
- Fire safety in Council high rise accommodation
- Waste management

Integral to the effectiveness of the Committees work programme has been the regular oversight and challenge of the Administration's budget proposals and expenditure, and the re-introduction of scrutiny of Council performance every quarter.

### **Scrutiny of the Southampton Safe City Partnership**



**making Southampton safer**

The Community Safety Strategic Needs Assessment formed the backdrop to the Committees statutory scrutiny of the Safe City Partnership at the December meeting of the OSMC.

The 2014/15 crime figures, including an 8% increase in recorded crime in Southampton made for a challenging discussion with the Chair and Vice Chair of the Safe City Partnership. It was understood that changes made by Hampshire Constabulary in how they recorded crime was the likely factor behind the crime statistics. However, whilst the Independent Crime Survey for England & Wales indicates that, in real terms, crime continues to fall the Committee will continue to challenge the Safe City Partnership to improve outcomes in the city and how we compare to statistical neighbours.

In addition to the crime statistics the Committee also discussed with the Chair and Vice Chair the issue of Public Spaces Protection Orders. The OSMC recommended that the Safe City Partnership explores the potential to establish a diverted giving scheme in Southampton that encourages people to donate to charities that support homeless people rather than give directly to beggars. I am pleased to see progress has been made on this issue and continue to support this initiative.

### **Looking ahead**

I welcomed the improvements made to the Overview and Scrutiny content on the Council's website in 2015. Moving forward it is essential that the OSMC continues to consider new ways to engage with residents and ensure that they are informed about key decisions being taken impacting on Southampton. This is particularly relevant with the prospect of greater devolution and the potential introduction of new governance arrangements across the Solent.

# Health Overview and Scrutiny Panel

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**Councillor Bogle**

**Chair of the Health Overview and Scrutiny Panel – 2015/16**

**Panel Members (April 2016)**

Councillor White (Vice-Chair)

Councillor Furnell

Councillor Houghton

Councillor Noon

Councillor Parnell

Councillor Tucker

It has been a challenging year for the Health Overview and Scrutiny Panel. The agendas for our seven meetings have been full and varied with two issues generating significant local interest.

## **Bitterne Walk-In Service**

My first meeting as Chair saw the Panel discuss NHS Southampton Clinical Commissioning Group's (CCG) proposal to close the walk-in service at Bitterne Health Centre and to re-distribute the funding to community nursing and community-based care. Following the highly charged meeting the Panel met to agree a formal response to the consultation. The Panel raised several concerns and sought reassurances from the CCG in a number of areas before the HOSP accepted, given the pressure on the finite resources, the argument advocated by the CCG within the consultation document. The HOSP continue to monitor the impact of the CCG's decision to close the walk-in service with the next update scheduled in June 2016.



## **The Mazars Report**

An additional meeting of the Panel was held on 1<sup>st</sup> February 2016 to consider the Independent review of deaths of people with a Learning Disability or Mental Health problem in contact with Southern Health NHS Foundation Trust April 2011 to March 2015. The 'Mazars' report exposed weaknesses in practice, leadership and governance at Southern Health. These issues were explored by the HOSP with representatives from Southern Health and commissioners when considering the implications of the report's findings for Southampton residents.

This item returned to the HOSP agenda in April following the publication of the Care Quality Commission (CQC) report that identified that Southern Health are still not doing enough to protect people in its care. Whilst the Panel and CQC recognise that improvements have been made to Southern Health's services provided in Southampton there are understandable concerns about the capability of the leadership within the Trust to address the problems identified. The Panel will be reviewing the issues raised in the CQC report, particularly in light of mental health commissioning plans and what this means for the city, until we feel assured that progress is being made.

## **Vascular Services**

Finally progress seems to have been made with regards to NHS England's proposal to reconfigure vascular services to create a centralised service at University Hospital Southampton (UHS). Reviews of the reconfiguration of vascular services in Southern Hampshire began in 2008 and there have been various reports and recommendations since that date. At the March meeting it appears a way forward has been agreed and it is anticipated that, subject to the outcome of consultation, the new hub will be operational at UHS from December 2016.

## Diabetes – Footcare Pathway

Changes are needed in diabetes care in the city as there are poor outcomes in amputation rates, making Southampton an outlier nationally when compared to similar cities. A three year plan has been developed to improve the outcomes for patients with diabetes, a cornerstone of which is improving foot care for people with diabetes. The Panel welcomed the introduction of a NICE compliant foot care pathway in Southampton at the January HOSP meeting and hope to hear in due course how the work of the CCG, NHS Solent and UHS has led to improved outcomes in preventing foot disease for patients with diabetes.

## Regular agenda items

After years of missing targets in the UHS **Emergency Department** the Panel put this issue at number one on its agenda in 2014/15. The Panel continued to scrutinise ED performance in 2015/16 and challenged the UHS to improve outcomes. The Panel noted the unusually high activity during quarter 4 and external factors that compounded upon the expected pressures, however, the Panel are still concerned about ED performance and believe that the UHS can, and must do more to deliver a fast, efficient, safe and timely patient experience at a time of crisis.



Emergency Department performance has been aided by the improved performance in Southampton regarding **delayed transfers of care**. Through effective co-operation and integration of services and procedures delays for complex discharges from hospital fell by 17% last year. This is really good news for patients and their families and the Panel congratulated UHS, Solent and the City Council for the improvement and encouraged further progress in 2016/17.

The delayed transfers of care performance figure was one of 12 key indicators agreed by the Panel for holding the Executive to account for **performance within Adult Social Care**. The Panel welcomed the creation of a new Adult Social Care Performance Board to enhance performance analysis and reporting and to drive required improvements to services. It is hoped that this development will help increase understanding of satisfaction levels with Adult Social Care services.

## The year ahead

With further budgetary pressures and key decisions impacting on health services and outcomes in the city on the horizon, it is safe to assume that 2016/17 will be equally demanding for the HOSP. The Panel will have oversight of a new Health and Wellbeing Strategy in 2016 that will be a key document driving commissioning decisions, including the vitally important mental health commissioning, next year and beyond.

Alongside this the Panel will have to understand the developing NHS Sustainability and Transformation Plans, Better Care and new models of care, primary care in Southampton as well as continuing to challenge and monitor outcomes following the closure of the Bitterne Walk-In Service and the fallout from the Mazars review.

Thank you to the support that officers from the Council, CCG and NHS providers in Southampton have given to the Panel this year under what has often been difficult circumstances. I would also like to thank local residents and interest groups whose input at HOSP meetings helped to contribute to the open and transparent consideration of sensitive issues impacting on Southampton.

# Children and Families Scrutiny Panel

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**Councillor Keogh**

**Chair of the Children and Families Scrutiny Panel – 2015/16**

**Panel Members (April 2016)**

Councillor McEwing (Vice-Chair)

Councillor L Harris

Councillor Lloyd

Councillor O'Neill

Councillor Painton

Councillor Spicer

**Appointed Members – Church Representatives**

Mrs Urszula Topp

Revd Jeff Williams

The Children and Families Scrutiny Panel was established by the Overview and Scrutiny Management Committee in October 2014 to provide robust scrutiny of services to children and families in Southampton.

This decision followed the recommendation within the Ofsted inspection report of Children's Services in Southampton that the Council: *'Develop the role of scrutiny within the City to ensure that the wider multi-agency arrangements for the provision of early help and services to children and their families from children's social care, are routinely considered by political leaders.'*

Recognising the important role the Panel has to play, and the steep learning curve for members, the first act of 2015/16 was to undertake a development session for the Panel, led by an Expert Adviser from the Centre for Public Scrutiny, on the principles of effective scrutiny.



**Focus on Performance**

Lessons learnt from the development session helped to structure agendas for the Panel and identified the importance of regular performance monitoring. At each meeting Children and Families performance is on the agenda and the Panel challenge officers to explain variations in performance. This focus has helped members familiarise themselves with the service area, trends, pressures and the identification of key issues for future scrutiny and should continue in 2016/17.

**Safeguarding**

In addition to scrutinising the performance of safeguarding services in Southampton at each meeting, the Panel engaged key partners, including the Southampton Local Safeguarding Children Board (LSCB), Hampshire Constabulary, NHS Southampton Clinical Commissioning Group and City Council officers in discussions challenging performance and progress on important issues for Southampton, including:

- Child Sexual Exploitation
- Learning from Serious Case Reviews
- LSCB Annual Report
- Workforce development



It is appropriate that scrutiny of safeguarding services remains a priority for the Panel in 2016/17.

## **Outcomes for Care Leavers and Looked After Children**

Regular monitoring of performance identified a number of areas where the outcomes for care leavers and looked after children in Southampton needed further scrutiny. The Panel identified the educational attainment of looked after children as being a concern in the city and recommended that action be taken, in conjunction with the Corporate Parenting Committee, to ensure that significant improvements are made with regards to the number of looked after children that have up to date Personal Education Plans (PEPs).

The Panel were pleased to note that following the Panel's recommendations the percentage of looked after children with up to date PEPs has increased from 47% in September to nearly 90% in February 2016. It is hoped that this action, taken in conjunction with others will help to improve educational attainment for looked after children in Southampton.

## **School Standards and Educational Attainment**

Changes to national education policy and the move to create more academies bring challenges and opportunities for local councils in how they maintain oversight of education standards in their area. These changes mean that councils have fewer formal levers with some schools to help them to fulfil their statutory duties. However, these changes also present opportunities for councillors to enhance their community leadership role and research has shown how good relationships between councillors and schools can have a positive impact on school improvement and student outcomes.

In support of the Council's ambitions for the city the Children and Families Scrutiny Panel has sought to use the power of influence and credible, informed persuasion to begin to hold schools and colleges in Southampton to account for their performance in 2015/16. The highlight of this approach was the April 2016 meeting of the Panel at which all 5 Principals and Headteachers of the state-funded providers of post 16 education and training in Southampton were in attendance to discuss post 16 education and training. This positive meeting resulted in agreements to develop and share data between colleges and the Council and will hopefully be the start of ongoing dialogue between the Panel and schools and colleges in Southampton.

## **Looking Ahead**

At each meeting the Panel has grown in confidence and has become an effective tool for oversight and improvement. In expectation of a number of Ofsted inspections next year and the need to scrutinise issues covering the wide remit of the Panel, 2016/17 promises to be a busy year as the Panel seeks to perform a key role in improving outcomes for children and young people in Southampton.



The Panel will seek to use its influence and powers to work with, and urge our education partners to ensure that attainment and progress rates for all young people in the City are close to the national average, and to encourage providers to collaborate and cooperate where possible to share good practice so that all young people achieve their potential.

I would like to thank the representatives from Hampshire Constabulary, NHS Southampton CCG, schools and colleges in Southampton and officers from Children and Families Services for attending meetings and providing the requested reports. I would also like to thank members for their enthusiasm and commitment throughout an encouraging first full year for the Panel.

# Scrutiny Inquiry Panel

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**Councillor Coombs**

**Chair of the Scrutiny Inquiry Panel – 2015/16**

**Panel Members (April 2016)**

Councillor Lewzey (Vice Chair)

Councillor Burke

Councillor Houghton

Councillor McEwing

Councillor Painton

Councillor Parnell

## **Making Southampton Dementia Friendly**

The estimated number of people with dementia in Southampton is 2,618 (March 2015). This figure is expected to increase further in line with a rise in the over 65 population which is expected to grow by 11% between 2012 and 2019.

In February 2015 the Department of Health, building on the Challenge launched in 2012, published the Prime Ministers Challenge on Dementia 2020 which sets out the programme of action to deliver sustained improvements in health and care and boost dementia research.

In acknowledgement that two thirds of people with dementia live in the community a key objective within the 2020 Challenge includes ‘over half of people living in areas that are recognised as Dementia Friendly Communities’. A dementia friendly community is described as:

*‘A city, town or village where people with dementia are understood, respected and supported, and confident they can contribute to community life. In a dementia friendly community people will be aware of and understand dementia, and people with dementia will feel included and involved, and have choice and control over their day to day lives.’*

In recognition of the importance of this issue, and the opportunity to make a difference for people living with dementia and their carers in Southampton, the Overview and Scrutiny Management Committee (OSMC), at its meeting on 13th August 2015, requested that the Scrutiny Inquiry Panel undertake an inquiry looking at how Southampton can become a dementia friendly city.

The set objectives of the inquiry were:

- To understand how far we are progressing in making Southampton a dementia friendly city, and to identify further actions needed.
- To align our work and priorities to the existing framework in place: Alzheimer’s Society building dementia-friendly communities
- To support the registration to the recognition process for dementia friendly communities and to achieve the ‘working to become dementia friendly’ symbol.



## **Consultation**

The Scrutiny Inquiry Panel undertook the inquiry over 6 evidence gathering meetings and received information from a wide variety of organisations to meet the agreed objectives. This included health professionals, charitable organisations, volunteers, housing managers, urban designers, shopping centre operators, commissioners, academics and bus operators.

In order for dementia-friendly communities to succeed, the views and opinions of people with dementia and their carers must be at the heart of any considerations or decisions. In recognition of this principle from the outset the inquiry sought to engage people with dementia and their carers. In addition to Panel Members attending a Dementia Friends Awareness session specific events designed to engage and understand the views of people with dementia in Southampton included:

- A visit to the Memory Café at Medwall Court – 6th October 2015
- A visit to Dementia Friendly Fridays at Manston Court – 5th February 2016.

## **Findings**

The inquiry demonstrated to the Panel that people can live well with dementia and that there are significant benefits to individuals living with dementia and the City of Southampton in becoming dementia friendly.

The Panel were encouraged by the range and diversity of activities and support currently being provided to people with dementia and their carers across Southampton and the Panel recognised that there had been substantial improvements in the support to people with dementia and their carers in the city over the past few years, particularly in the integration of housing, health and social care services, and the increasing diagnosis rates, and that outcomes would continue to improve.

The Panel however, concluded that Southampton can do more to support people with dementia and changes can be made that can make the day to day lives of people living with dementia and their carers better.

To help the city to become dementia friendly a priority must be to improve co-ordination. This will help spread good practice across Southampton and galvanise community support. To help achieve this priority the Panel recommended that the Integrated Commissioning Unit utilise an identified budget for 2015/16 to commence a procurement process to engage an organisation to oversee and kickstart the drive to becoming dementia friendly. This has proved invaluable in Hampshire.

It is also identified good practice that a Southampton Dementia Action Alliance is established to work alongside the organisation procured to kickstart and co-ordinate activity.

## **Recommendations**

The final report contains 18 recommendations in total which, if implemented, the Panel believe will help to accelerate progress towards Southampton becoming a dementia friendly city. The recommendations were grouped under the Alzheimer's Society and the National Dementia Action Alliance 10 key areas that communities working to become dementia friendly should focus.

The journey to be recognised as a dementia friendly community should commence as soon as possible with a submission to Alzheimer's Society to be recognised as 'working to become dementia friendly'. The changes will not happen overnight but it is an opportunity to transform the lives of people with dementia and their carers in Southampton.

## **OSMC and Cabinet**

The inquiry report will be discussed at 16<sup>th</sup> June OSMC before it is presented to Cabinet on 21 June 2016. A response to the recommendations from Cabinet is expected at the August or September 2016 meeting.

# Getting Involved

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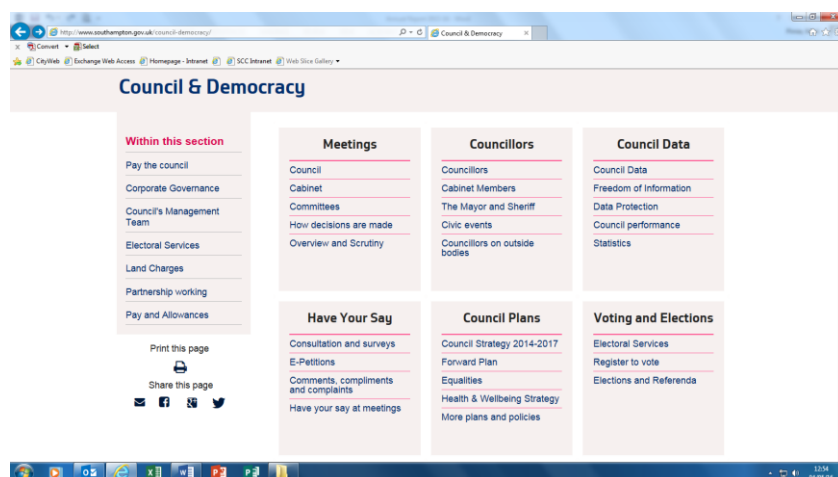
## *How can I get involved?*

There are a number of ways in which the public and interested organisations can get involved.

- **Attend a meeting of the Overview & Scrutiny Management Committee or a Scrutiny Panel.**  
All scrutiny meetings are held in public and anyone is welcome to attend to listen to proceedings. Meetings are currently usually held in the Civic Centre. Only on rare occasions, when certain types of confidential information is being discussed, are members of the public not allowed to attend.
- Raise issues with your Councillor and request Overview and Scrutiny to consider as part of **Councillor Call for Action.**
- Give your feedback to inquiry meetings as part of evidence gathering.

Details of forthcoming scrutiny meetings, agendas, reports and minutes can be obtained from the City Council's website at:

<http://www.southampton.gov.uk/council-democracy/meetings/scrutiny/default.aspx>



## **Providing written evidence**

Scrutiny inquiries can consider written evidence and members of the public, community groups, or other key stakeholders can write in to bring evidence to the attention of Inquiry Panel members. Inevitably, scrutiny inquiries have only a limited amount of time, so they are not able to hear oral testimony from all interested people.

Written evidence provides an alternative way to receive evidence from key stakeholders, policy makers, service providers, service users and community groups. Written evidence may put forward a particular perspective of the issue being considered, or may highlight evidence to help the investigation. It can also put forward questions for witnesses which may be taken up by members of the Panel during the discussion.

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