

SOUTHAMPTON CITY COUNCIL

# OVERVIEW & SCRUTINY

# ANNUAL REPORT 2016/17



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# Chair's Introduction

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## **Councillor Fitzhenry Chair of the Overview & Scrutiny Management Committee – (OSMC) 2016/17**

In March 2017 the OSMC was pleased to forward the Scrutiny Inquiry Panel's final report on Combating Loneliness in Southampton to Cabinet. The report illuminated the impact of loneliness in Southampton, recognising the devastating and costly effect loneliness has on numerous residents, communities and the city as a whole.

The final report contains a number of recommendations that, if implemented effectively, will make a significant difference across the city. I look forward to reviewing the Cabinet response to the inquiry recommendations in June and supporting developments that can help accelerate progress towards combating loneliness in Southampton.

The Health Overview and Scrutiny Panel (HOSP) has once again been particularly active. In addition to the regular oversight of issues such as Emergency Department flow at University Hospital Southampton and delayed transfers of care, where performance continues to cause concern, the Panel, in 2016/17, discussed the Health and Wellbeing Strategy and, at the December meeting, the emerging Hampshire and Isle of Wight Sustainability and Transformation Plan (STP). The HOSP will be scrutinising the implementation of this key plan moving forward as health and care organisations across the area endeavour to work together to address the financial and operational challenges the system faces.

Understandably children's safeguarding remained a priority for the Children and Families Scrutiny Panel in 2016/17. The Panel continued to use monthly performance data to understand the key issues and to help identify areas where in depth scrutiny was required. Promising signs of progress have been identified with regards to safeguarding outcomes for children and young people in Southampton and the Panel will maintain oversight of performance to help ensure that improvements made are developed and sustained in 2017/18.

As anticipated transformation featured on a number of OSMC agendas in 2016/17. The Committee questioned the implementation of the digital by default approach adopted by the authority, reflecting concerns from residents that they were unable to contact the Council by telephone. The Committee will continue to focus on key issues in the coming year enabling members, residents and stakeholders to engage in more focussed and detailed discussions. The OSMC opted not to call-in any decisions in 2016/17 and there were no Councillor Calls for Action.

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.

As we are aware local government is changing and scrutiny is having to change with it. Scrutiny is a vital part of the democratic process and it needs continued support, buy-in and resource to make it work. Everyone benefits when it does.

# 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 Cabinet, 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 2016/17

- 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) - 2016/17**

## **Committee Members (April 2017)**

Councillor Moulton (Vice-Chair)

Councillor Fuller

Councillor Furnell

Councillor Hannides

Councillor Morrell

Councillor Murphy

Councillor Savage

Councillor T Thomas

Councillor Whitbread

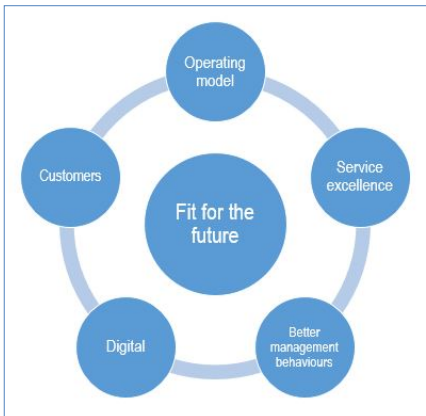
Mrs Catherine Hobbs, Church Representative

Revd Jeff Williams, Church Representative

## **Transformation**

With increasing demands on services and reducing finances it is appropriate that oversight of the Council's transformation programme, a programme that aims to do more with less and find savings, continues to be a priority of the OSMC.

Whilst the Committee has had oversight of the entire transformation programme and progress in meeting set milestones, it has sought to focus on specific elements of the programme at the quarterly updates. The OSMC, following concerns from residents, scrutinised changes designed to encourage channel shift in November 2016. The Committee welcomed the move towards enabling more transactions to be conducted digitally but sought reassurance that the Council is seeking to ensure an inclusive approach to communicating with the authority and that no residents are disadvantaged by the digital by default approach.



Subsequent meetings have seen the Committee focus on the emerging Local Authority Trading Company and the Children and Families Transformation programme.

It is inevitable, given its importance to the sustainability of the authority, that transformation will remain a priority of the OSMC in 2017/18.



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

Community safety was a regular agenda item in 2016/17. In August the Committee discussed the concerning increase in commercial burglaries in the city centre with Supt Heydari, Chair of the Safe City Partnership.

In December the Committee were informed that the trend for commercial burglaries was moving in a slightly positive direction as the OSMC reviewed Southampton's crime statistics included within the Community Safety Strategic Needs Assessment. The discussion with the Chair of the Safe City Partnership included the issue of street begging and enforcement of the Public Spaces Protection Order. Given the concerns raised it is likely that this issue will be the focus of a further scrutiny in 2017/18.

## **Voluntary and Community Sector support**

In October 2016 Cabinet agreed a new approach to investment in the voluntary sector with the aim of ensuring that services provided by the voluntary, community and faith sector (whether contracted or grant funded) contribute directly to the Council's priority outcomes. Over a 2 year period Cabinet will consider a number of recommendations in order to deliver redesigned services which could result in reshaping and re-tendering for services.

Clearly this represents a significant change of approach towards investment in the voluntary sector. The Committee has engaged with the Executive as the proposals have been developed and will continue to scrutinise the implementation of this contentious policy change throughout the process.

## **Business Improvement District (BID)**

The Committee had the opportunity to speak with representatives from Go! Southampton, the newly formed BID for Southampton City Centre in June and February. Members welcomed this development and await the development of their priorities and proposals in due course.



## **Holding the Executive to account**

Whilst the Committee has prioritised a number of issues for detailed scrutiny the OSMC has continued to undertake the key 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 2016/17. These included the following:

- Estate Regeneration
- Council Strategy
- Children and Young People Strategy
- Housing Strategy

Fundamental 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 scrutiny of performance against Council Strategy targets every quarter.

The OSMC has also actively maintained oversight of the Executive's implementation of recommendations from previous scrutiny inquiries. It is pleasing to see the progress made in making Southampton dementia friendly but air quality remains a key concern in Southampton and the Committee will continue to challenge and monitor progress in delivering agreed outcomes as we move towards the implementation of a Clean Air Zone by 2020.

## **Looking ahead**

Moving forward the OSMC must continue to discuss issues in public that resonate with local people and increasingly its work will need to look beyond the confines of the civic centre; make sure that the Committee focusses on value for money and is prepared to respond to new forms of public governance to ensure that appropriate mechanisms are in place to hold decision makers to account. The Committee dedicated a meeting to the Solent Mayoral Combined Authority proposals in October. Whilst this initiative has stalled scrutiny will need to continue to shine a public spotlight as and when councils in South Hampshire decide they need to do more together.

# Health Overview and Scrutiny Panel

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**Councillor Bogle**

**Chair of the Health Overview and Scrutiny Panel – 2016/17**

**Panel Members (April 2017)**

Councillor White (Vice-Chair)

Councillor P Baillie

Councillor Houghton

Councillor Mintoff

Councillor Noon

Councillor Savage

Given that the Panel's role is to scrutinise a health and adult social care system that is under considerable financial and operational pressure it was inevitable that 2016/17 would be a demanding year for the HOSP. The agendas for our seven meetings have been full and varied with a mix of strategic issues and performance concerns for the Panel to consider.

## **Sustainable Transformation Plan**

The delivery plan for the Hampshire and the Isle of Wight Sustainability and Transformation Plan (STP) was published in November 2016 and discussed at the December 2016 meeting of the HOSP. The STP represents the first time that local health (NHS) services have come together with local authorities across the whole of Hampshire and the Isle of Wight to address the challenges facing the health and social care system. If NHS organisations across Hampshire and Isle of Wight do nothing to change the rising demand for services and the way they are provided, by 2020/21 there will be a gap of £577 million between the money received and what is needed. This does not include the challenge faced by Local Authority social care services.

In conjunction with the publication of the STP, NHS Southampton City CCG has developed its operating plan that sets out the objectives, programmes of work and resource implications of translating the STP into local delivery. The STP will influence decisions and outcomes across the health and care system for the next 5 years, including a number of issues outlined below. The HOSP recognises how difficult it will be to deliver the ambitions set out in the plan and will continue to monitor and challenge the local delivery and impact of the wider STP proposals, and where appropriate will seek to work in partnership with neighbouring HOSPs to ensure that the needs of Southampton residents are taken into consideration when key decisions are made.

## **Primary Care Strategy**

Reflecting issues raised in the previous item, General Practice nationally and locally is facing significant challenges which, if not resolved, will significantly impact the whole health and social care system. In response to a number of key challenges, including financial and workforce constraints, NHS Southampton City CCG produced a Primary Care Strategy in 2016. Recognising the importance of this issue the HOSP dedicated an entire meeting to consideration of the draft strategy. The Panel outlined the importance of communicating the key messages to the public and will seek to scrutinise implementation of key proposals to ensure that the people of Southampton have access to high quality, consistent, sustainable Primary Care that meets their needs.

## **Health and Wellbeing Strategy**

The Panel were consulted on the draft Health and Wellbeing Strategy in 2017. The Panel welcomed the priorities set out in this vital strategy for reducing health inequalities and were encouraged by the emphasis on children's health. The Panel urged the Cabinet Member to prioritise issues such



as diet, dental health and obesity to improve outcomes for children in recognition that this will in time improve health outcomes across the city. A key role of the HOSP moving forward will be to hold the Health and Wellbeing Board to account for the delivery of the agreed outcomes.

## **Mental Health**

In December 2016, following the Mental Health Matters consultation, the HOSP scrutinised the NHS and City Council plans to redesign mental health services in the city. The Panel welcomed the extra investment into children's mental health and the greater focus on early help and wider access to therapeutic interventions.

After the well-publicised failings identified in 2015/2016, there was some positive news from Southern Health NHS Foundation Trust in 2016/17 as the CQC lifted its warning notice in November. The HOSP continues to engage with the Trust over its improvement plans, including the new Clinical Services Strategy, and were consulted on the difficult decision to temporarily close the Psychiatric Intensive Care Unit (PICU) at Antelope House in July due to unsafe staffing levels. The PICU reopened in full in March 2017 following the successful recruitment of qualified staff.

## **Regular agenda items**

Despite some positive developments emergency flow at University Hospital Southampton (UHS) and delayed transfers of care continues to cause concern. The Panel were informed that attendances at Emergency Departments had risen nationally in 2016 and that UHS had performed better than many comparator hospitals, and that the Integrated Discharge Unit was helping to improve safe and timely discharge rates from UHS. However, agreed targets continue to be missed in both areas and significant progress needs to be made to improve outcomes.

The delayed transfers of care performance figure was one of a set of updated indicators monitored by the Panel when holding the Executive to account for performance within Adult Social Care. The performance indicators, and the Local Safeguarding Adults Board Annual Report, reflect a system under pressure.

## **The year ahead**

Following a passionate discussion on the health and care budget proposals the Chair developed a response, on behalf of the Panel, for submission to the Council's budget consultation exercise. The response outlined serious concerns about a number of the proposals, particularly those in public health, where the Panel were genuinely concerned that, when considered collectively, the proposals would have a significant and negative impact on health outcomes in Southampton and will ultimately result in a displacement of costs to either other providers in Southampton or to the Council itself in terms of costs further down the line. A priority for the HOSP in 2017/18 will therefore be scrutinising the implementation and impact of the approved proposals.

Alongside this the Panel will have to maintain oversight of the STP, implementation of Solent NHS Trusts CQC action plan, as well as maintaining a focus on delayed transfer of care and emergency department flow. On a positive note the Panel will not have to review the proposals to reconfigure vascular services in South Hampshire next year. The new centralised service created at UHS became fully operational in April 2017 and all major arterial surgery has moved to Southampton. Initial plans were put forward in 2008 and the issue has been a regular agenda item since then.

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



# Children and Families Scrutiny Panel

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**Councillor Keogh**

**Chair of the Children and Families Scrutiny Panel – 2016/17**

**Panel Members (April 2017)**

Councillor Taggart (Vice-Chair)  
Councillor Burke  
Councillor Laurent

Councillor Murphy  
Councillor O'Neill  
Councillor Painton

**Appointed Members – Church Representatives**

Mrs Catherine Hobbs

Revd Jeff Williams

In expectation of a number of Ofsted inspections in 2016/17, at the first meeting in June 2016 the Panel were presented with an Ofsted 'readiness' report. This report helped to provide a structure to agendas throughout the year as the Panel, seeking to improve outcomes for children and young people in Southampton, scrutinised areas in need of improvement.

## **Focus on Performance**

The Panel continued to use monthly performance management data to strengthen scrutiny of safeguarding children in Southampton. This focus has helped members familiarise themselves with the service area, trends, pressures and the identification of key issues for future scrutiny. At each meeting the Panel has grown in confidence and have become increasingly effective at challenging variations in performance and explanations provided by officers.

A number of key measures have shown encouraging signs of improvement in 2016/17, including a reduction in the number of looked after children, reflecting the effectiveness of the transformation activity that is contributing to this progress. The Panel will continue to hold decision makers to account to ensure that improvements are sustainable.

## **Safeguarding**

Reflecting the information presented in the Ofsted 'readiness' report and through performance monitoring the Panel identified a number of areas to scrutinise in detail during the year as members continued to prioritise children's safeguarding. The Panel engaged key partners, including 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
- Elective Home Education
- Outcomes for Care Leavers
- Children and Families Transformation

These issues remain a key focus of the Panel as it seeks to 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 councillors.

## **School Standards and Educational Attainment**

To support the Panel's role in maintaining oversight of education standards in the city, in September the Panel were provided with an analysis of the 2015/16 exam results for Southampton. Once again

there were strong performances at Early Years Foundation Stage and Key Stage 1, above national performance at Key Stage 2, the gap with national and statistical neighbours is being closed at Key Stage 4 but A Level results ranked the city 148<sup>th</sup> out of 150 local authorities in average point score per entry and the outcomes for looked after children is still concerning. This encouraged the Panel to challenge areas of underperformance, and the work of the School Improvement Team at meetings of the Panel.

### **Educational Attainment for Looked After Children**

Only 2 out of Southampton's 26 (7.7%) looked after pupils continuously for at least 12 months achieved an A\*-C in English and Maths in 2016, the national average comparator was 17.5%.

The Panel examined the actions planned and interventions by the Virtual School to support looked after children to achieve their potential in Key Stage 4 examinations. The Panel welcomed the proposals and improvements made and the commitment of the Corporate Parenting Committee to maintain focus on this issue but challenged managers to develop the tracking of progress to enable more effective, timely and targeted support for looked after children.

### **Post 16 Performance**

Following a positive meeting in 2015/16 the Panel revisited the issue of post 16 education and training in Southampton. Senior representatives from each of the state-funded providers of post 16 education and training in Southampton were in attendance, alongside the Service Director for Children and Families and the Service Lead for Employment, Skills and Business Engagement.

The Panel welcomed the announcement that the Authority is conducting its own review, in partnership with post-16 providers and wider agencies, to augment the Solent Area Review, reflecting genuine concerns about the performance and sustainability of provision in the city.

The Panel will engage with the Post 16 review and will continue to scrutinise areas where educational attainment and progress rates for young people in the city are below the national average, and will encourage providers to collaborate and cooperate where possible to share good practice so that all young people achieve their potential.

### **Looking Ahead**

At the final meeting of the Panel in 2016/17 the agenda will include the findings from the recent SEND inspection and the Southampton Local Safeguarding Children Board (LSCB) Annual report. This will enable the Panel to discuss with the Independent Chair of the LSCB, and representatives from key safeguarding partners, issues identified by the Panel throughout the year and to engage in a wider debate about safeguarding in the city.

The agendas for 2017/18 have yet to be determined but it is inevitable that the Panel will seek to re-visit a number of the issues scrutinised this year to challenge progress. I also anticipate the financial challenges that schools in Southampton are now facing will also be a prominent agenda item in the year ahead.

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. Progress is being made and it is essential that this improvement trajectory is maintained.



# Scrutiny Inquiry Panel

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**Councillor Furnell**

**Chair of the Scrutiny Inquiry Panel – 2016/17**

**Panel Members (April 2017)**

Councillor Coombs (Vice-Chair)

Councillor Burke

Councillor Laurent

Councillor Murphy

Councillor Parnell

Councillor T Thomas

## **Combating Loneliness in Southampton**

Loneliness was described to the Panel by the Interim Director of the Campaign to End Loneliness as: *“The unwelcome feeling of a gap between the social connections we want and the ones we have.”*

Loneliness is a deeply personal experience, its causes and consequences are unique to every individual. Research presented shows that loneliness, as well as being a deeply painful experience, is harmful to our health: lacking social connections is a comparable risk factor for early death as smoking 15 cigarettes a day, and is worse for us than well-known risk factors such as obesity and physical inactivity. Loneliness increases the likelihood of mortality by 26%, is linked to the development of depression and can be a tipping point for referral to adult social care and can be the cause of a significant number of attendances at GP Surgeries.

### **How many people are lonely in Southampton?**

The 2016 Southampton City Council City Survey asked residents (aged 16+) a question about the extent they felt lonely in their daily life. The findings largely reflected national data with 14.6% of all residents responding that they experienced high levels of loneliness, the figure was 15.9% for over 65's. Extrapolating this data, recognising that loneliness can be felt by all ages, indicates that there could be approximately 35,000 residents who are experiencing loneliness in Southampton.

Acknowledging the importance of this issue, and the potential to make a significant difference for residents and communities across Southampton, the OSMC, at its meeting on 11<sup>th</sup> August 2016, requested that the Scrutiny Inquiry Panel undertake an inquiry looking at combating loneliness in Southampton. The set objectives of the inquiry were:

- To review progress being made in Southampton to combat loneliness.
- To understand what is being done to reduce loneliness elsewhere.
- To identify what initiatives could work well in the City to help people make connections and improve their wellbeing.

### **Consultation**

The Scrutiny Inquiry Panel undertook the inquiry over 5 evidence gathering meetings and received information from a wide variety of organisations to meet the agreed objectives. This included health professionals, charitable and voluntary organisations, volunteers, commissioners, academics and lonely residents in receipt of support.

### **Findings**

The inquiry demonstrated to the Panel that loneliness is a significant issue in Southampton that has devastating and costly impacts for numerous residents, communities and the city as a whole.

Loneliness is amenable to a number of effective interventions and there are clear incentives to take action to address loneliness as combating loneliness can reduce the need for health and care services in the future.

The Panel were encouraged by progress made in Southampton to reduce and prevent loneliness, and the variety and diversity of activities and support currently being delivered, predominantly through the voluntary and community sector and the band of volunteers who work tirelessly to support vulnerable residents, to help make connections and bring communities together.

The area where the Panel felt most passionately about was the importance of strengthening neighbourhoods. Strong communities, looking out and supporting each other will inevitably reduce isolation and loneliness as well as providing numerous other benefits.

The Panel support the development of the Community Solutions Groups, the proposals to develop a community development service to support voluntary and community organisations, reduce duplication and improve co-ordination, and to increase grant funding available for neighbourhood groups to encourage community led initiatives. Community led solutions offer significant potential to combat loneliness.

However, Southampton can and must do more to combat loneliness and changes can be made that improve the timeliness of support offered to lonely people and help to prevent vulnerable people from becoming lonely, particularly acutely lonely, in the future.

To help combat loneliness a priority must be to reach out more effectively to those who are most isolated and lonely, using and developing the data available and understanding of what causes loneliness, and which transition points can make people vulnerable, to promote services and target appropriate support when it is required.

Additionally there is a clear requirement to improve the provision of community focussed information, advice and guidance provided to lonely people and the co-ordination of effort and activity to encourage digital inclusion in Southampton.

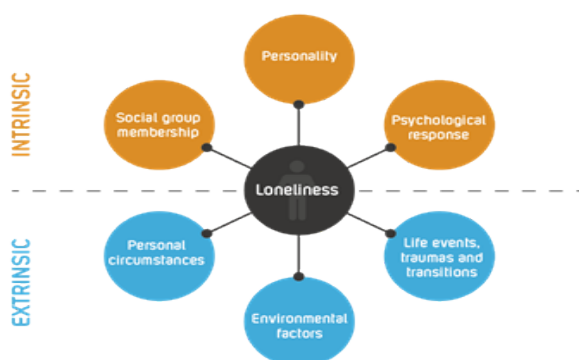
## Recommendations

The final report contains 18 recommendations in total which, if implemented, the Panel believe will help to combat loneliness in Southampton. The recommendations were grouped under the headings from the framework for loneliness developed by the Campaign to End Loneliness and Age UK.

The changes will not happen overnight but it is an opportunity to transform the lives of lonely people in Southampton, now and in the future.

## Cabinet

The inquiry report was presented to Cabinet in March 2017. A response to the recommendations from Cabinet is expected at the June 2017 meeting.



# Getting Involved

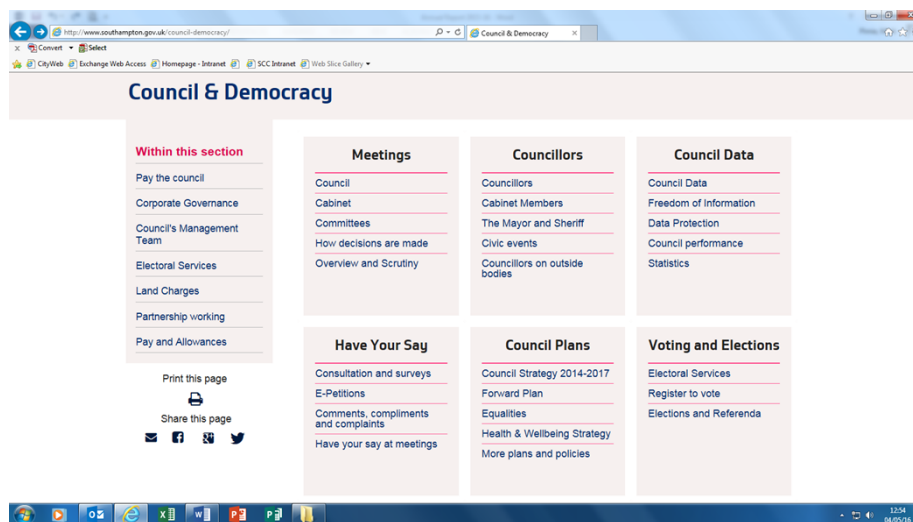
## *How can I get involved?*

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 may not be 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.

**Address:** Democratic Services – Municipal, Floor 1, Civic Centre

**Email:** [mark.pirnie@southampton.gov.uk](mailto:mark.pirnie@southampton.gov.uk)

**Telephone:** 023 8083 3886